

TOWN OF BRECKENRIDGE

Vision Plan



AUGUST 2002

The Breckenridge Town Council endorsed the Breckenridge Vision Plan on
August 13, 2002

ACKNOWLEDGEMENTS

Breckenridge Residents, Business Owners, Property Owners, Visitors

Breckenridge Vision Plan Advisory Committee

Bonnie Smith Allen	Richard Flor	Randy Swan
Lisa Annaheim	Charlee McCullough	Shedd Webster
Marilyn Beebe	David O'Neil	Steve West
Beau Beling	Chris Phelan	Dick Yankowski
Virgil Best II	John Root	
Wayne Brown	Dave Rossi	
Steve Crosby	John Rynes	
Kim DiLallo	Ron Shelton	

Breckenridge Town Council

Sam Mamula, Mayor	Jim Lamb
Larry Crispell, Mayor Pro Tem	J.B. Katz
Michael Bertaux	Ernie Blake
David Hinton	

Breckenridge Town Staff

Laurie Best	Judy Ferris
Kate Boniface	Peter Grosshuesch
Carol Craig	Jeff Hunt

Consultant Team

RNL Design:	1515 Arapahoe Street, Suite 3-700, Denver, Colorado 80202
RRC Associates:	4940 Pearl East Circle, Boulder, Colorado 80301
Winter & Company:	775 Poplar Avenue, Boulder, Colorado 80304
The TSR Group:	1099 18 th Street, Denver, Colorado 80202

TABLE OF CONTENTS

I. EXECUTIVE SUMMARY	2
II. VALUES AND VISION STATEMENT	4
A. INTRODUCTION	4
1. What is a Vision Plan?.....	4
2. Purpose of the Vision Plan	5
3. Plan Development	5
4. Plan Organization	5
5. Relationship to Other Plans and Documents.....	6
B. VISIONING PROCESS.....	7
1. Consultant Team/Town Staff.....	7
2. Project Web Page	7
3. Interactive Mapping.....	7
4. Stakeholder Interviews	8
5. Kick-off Celebration: November 8, 2001	8
6. Community Survey	8
7. Public Workshop #1: November 28, 2001	9
8. Public Workshop #2: January 17, 2002	10
9. Advisory Committee	10
10. Drafting the Plan	11
11. Adoption	11
12. The Vision Plan Amendment Process	11
C. VALUES STATEMENT	12
D. VISION STATEMENT	14
1. Community Character	14
2. Economic Viability/Sustainability.....	15
3. Natural Resources	16
4. Transportation.....	16
5. Housing	17
6. Cultural Resources	18
7. Recreational Resources	18
8. Education, Government, Institutions	19
9. Population	19
10. The Built Environment.....	20
III. PRERERRED SCENARIO AND SURVEY RESULTS.....	21
A. PREFERRED SCENARIO	21
B. SURVEY RESULTS.....	21
IV. ACTION PLAN	25
1. Community Character	26
2. Economic Viability/Sustainability.....	27
3. Natural Resources	29
4. Transportation.....	31
5. Housing	34
6. Cultural Resources	35
7. Recreational Resources	36
8. Education, Government, Institutions	37
9. Population	39
10. The Built Environment.....	40

V. CONCLUSION STATEMENT	43
VI. DOCUMENTATION AND PUBLIC PROCESS	44
A. Stakeholder Interview Results	44
B. Community Values Summary: 11/28/01	44
C. Word Compilation Exercise: 11/28/01	44
D. January 17, 2002 Workshop Comments	44
E. Overview of Results: Breckenridge Community Survey: 2/02	44
F. Breckenridge Community Profile: 2/02	44
G. Email Responses to Draft Vision Statements: 2/02	44
H. Interactive Mapping: Map, Comments	44
I. Topic Examples of Potential Improvements and Recommendations	44

I. EXECUTIVE SUMMARY

The Town of Breckenridge Vision Plan was the result of a consensus building process. Not everyone will agree with every item involved with the Vision Plan. However, the Vision Plan provides an exciting point of departure and an important tool to assist the Town of Breckenridge in the future. On behalf of the Town of Breckenridge, our thanks are extended to all who participated in the visioning process.

Breckenridge Values Statement

Breckenridge is a strong, small community that cares about:

- preserving and enhancing its heritage as a small town;
- providing a welcoming, friendly, vibrant, hometown atmosphere;
- developing a sustainable economy;
- maintaining and improving the health and integrity of the natural environment;
- ensuring individual choice and freedom of expression;
- and promoting a diverse, population of year-round and seasonal residents and visitors who are committed to the community.

Breckenridge Vision Statement

Community Character

The Town of 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.

Economic Viability/Sustainability:

The Town of Breckenridge is a cohesive and diverse community...

Where a strong and sustainable year-round economy insured through partnerships with local businesses, resort operators, and state and federal agencies and anchored by a healthy, vibrant Main Street, supports the diverse economic and employment needs of local residents.

Natural Resources

The Town of Breckenridge is a cohesive and diverse community...

Where the actions of the community ensure that wildlife and its habitat are protected, that views from Town to the surrounding mountains are maintained, that both air and water quality are clean and improved, and that accessible open space, trails, and backcountry are preserved.

Transportation

The Town of Breckenridge is a cohesive and diverse community...

Where a multi-modal transportation system provides convenient, low cost, clean, sustainable links to the ski area base facilities, parking facilities, downtown, and throughout the community and region.

Housing

The Town of Breckenridge is a cohesive and diverse community...

Where a diversity of housing is integrated throughout the community and provides a variety of housing options.

Cultural Resources

The Town of Breckenridge is a cohesive and diverse community...

Where art, architecture, and cultural events and facilities improve the community experience for residents and visitors, offer diverse and affordable programming, and promote Breckenridge as a year-round cultural center for the region.

Recreational Resources

The Town of Breckenridge is a cohesive and diverse community...

Where the natural beauty of the Rocky Mountains is augmented by world class recreational opportunities that provide diverse activities throughout the year. Those activities are served by community facilities that enrich the visitor experience while ensuring affordable and accessible recreation opportunities for residents and visitors.

Education, Government, Institutions

The Town of Breckenridge is a cohesive and diverse community...

Where a responsive and accessible Town government encourages community participation in order to maintain and improve the quality of life for all.

Population

The Town of Breckenridge is a cohesive and diverse community...

Where residents celebrate their collective diversity and where residents and visitors enjoy the mountain spirit that makes one feel comfortable, happy and healthy.

The Built Environment

The Town of Breckenridge is a cohesive and diverse community...

Where the built environment is of high quality design and construction, which respects the historic context and natural setting while also conveying innovation and creativity and that supports community character and enhances the quality of life through sustainable building and development principles.

II. VALUES AND VISION STATEMENT

A. INTRODUCTION

"We need the collective conviction and courage to make bold decisions and stand in support of them as we walk forward. We need to know and act from any awareness that the best decisions for the community are dynamic and we need to begin now."

-a citizen's response to the 2002 Community Survey

1. What is a Vision Plan?

A vision plan is a document a community uses to describe its preferred future and to chart its steps toward that future. Public involvement shapes a vision plan, in that the core of the plan must be what the community jointly identifies as its shared values and purpose, which translate into qualitative aspects of what the community should look like socially, economically and environmentally in 10-20 years.

The visioning process allows community members to articulate their opinions about values individually and in an open forum. Consequently, after listening to the ideas and concerns of other citizens, members of the community realize that they share opinions and are stakeholders in the community's future. In this way, the visioning process tends to emphasize community assets rather than needs, and planning options are assessed based on shared values.

A vision plan then describes in narrative form the consensus reached about what the community wants to become. The vision plan is, by its nature, very general; it is focused on visioning and doesn't drift toward too much detail or specific solutions. This is somewhat different from many conventional planning documents, which identify improvement projects and implementation programs. Yet a vision plan does provide a starting point for the development and/or updating of a more detailed master plan and other studies that could provide detailed information necessary to institute specific programs.

Visioning is a useful tool in long-range comprehensive planning because it establishes a framework for ideas and information; it makes a connection between the collection of data and the creation of vision statements and action steps. Ultimately, visioning provides context for the consideration of planning policies, allocation of funding, and rationale for their approval.

For the Town of Breckenridge, the visioning process is a "sounding board" to be used for identifying necessary data inventory and analysis for future planning and policy-making decisions.

There are three key elements in the Town of Breckenridge Vision Plan. First, a broad Values Statement that describes, in very general terms, the core qualities of life that the community recognizes. Second, a Vision Statement that relates

these values to a series of planning topic categories and addresses key planning issues such as housing, transportation, economic sustainability and natural resources. Third, an Action Plan that defines the next steps for achieving the stated “thematic” vision. The Action Plan lists Action Steps that focus on the specific themes.

2. Purpose of the Vision Plan

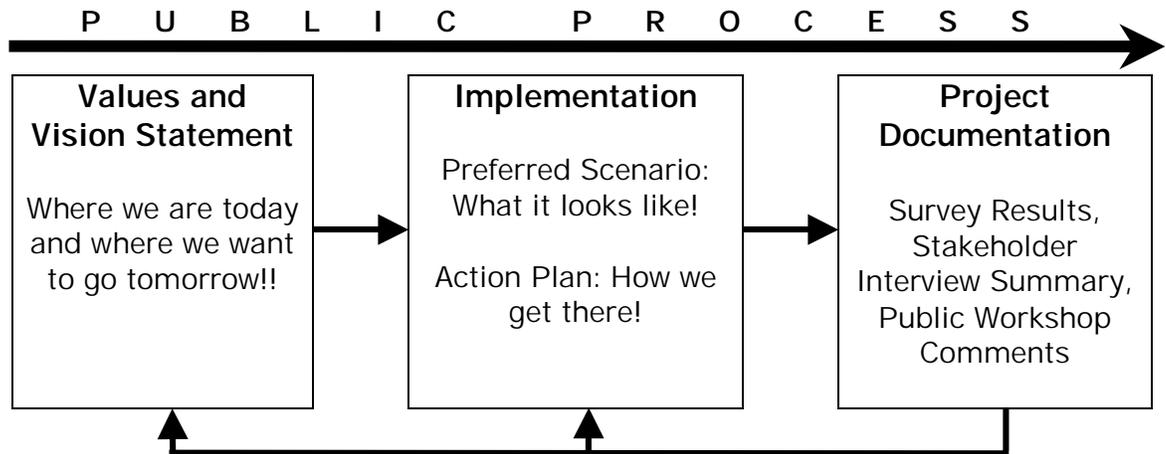
The purpose of the Vision Plan is to provide documentation regarding the visioning process and to itemize specific Action Steps that the Town of Breckenridge should undertake to implement the Vision Statement. The proposed Action Steps include a variety of recommendations to more fully define specific attributes of the Vision Statement. The Vision Plan promotes shared public values and a vision for the future of the community and should be used by elected and appointed officials in making important decisions that will impact the future of the Breckenridge community.

3. Plan Development

The Town Council conducts an annual retreat to establish a common agenda for the Town to pursue over the coming year, as well as years to come. One of the goals established at the Council's 2001 Retreat was to “integrate Breckenridge's unique characteristics into a coherent vision for the community's future.” The visioning process was guided by the participation of local residents, property owners, seasonal residents, local employees and visitors. All participated to varying degrees in gathering information, identifying values, identifying a preferred future scenario, and finally, crafting Vision Statements for specific topics categories.

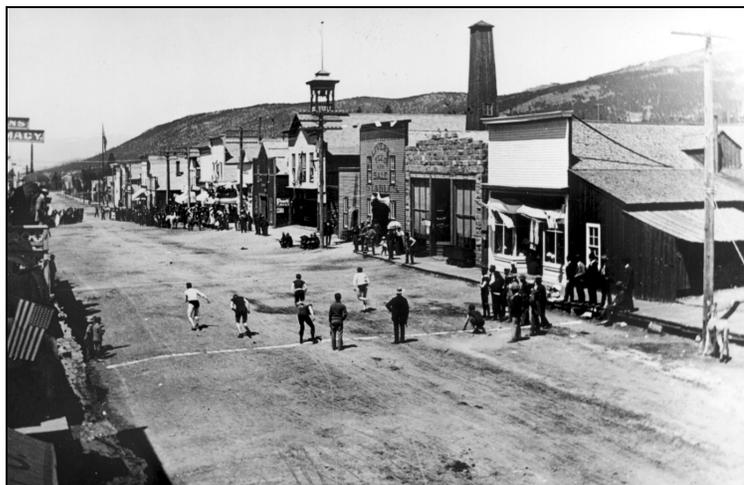
4. Plan Organization

This document is organized into six primary sections: Executive Summary, Values and Vision Statement, Preferred Scenario and Survey Results, Action Plan, Conclusion Statement, and Documentation and Public Process. The Executive Summary section provides a brief explanation of the Vision Plan process and its results. The Values and Vision Statement section describes the overall visioning process including public workshops, stakeholder interviews, and other outreach efforts and includes general information regarding meeting formats, how information was collected at each meeting and ultimately informed the final product. The Values and Vision Statement section also includes the Values and Vision Statement developed and refined by the public and the Advisory Committee. The Action Plan section includes Action Steps and specific improvements that the Town of Breckenridge should consider in order to implement the Vision Plan. The Conclusion Statement section provides a comment on the visioning process and the outcome of the final product. The Documentation and Public Process section includes interim project deliverables such as the survey results and stakeholder interviews and other items that summarize public involvement.



5. Relationship to Other Plans and Documents

The Vision Plan is an "umbrella document" for all other Town documents. In other words, all other Town documents shall be consistent with the overall direction that the Vision Plan provides. The Vision Plan is a general document, providing broad guidance. Each document that supplements the Vision Plan should be more specific to implement the Vision Plan. This includes existing documents, revisions to existing documents and future documents. Thus, as a plan providing general direction, the Vision Plan will not be a document that requires mandatory compliance, such as a zoning ordinance, but will be advisory only.



Historic Main Street, Breckenridge, Colorado

B. VISIONING PROCESS

1. Consultant Team/Town Staff

The Town of Breckenridge contracted with a multi-disciplinary planning team to develop a visioning process and public facilitation program that would employ a variety of public outreach tools to gather public input. The team worked closely with Town Staff to identify specific outreach methods to engage a variety of stakeholders including year-round residents, seasonal residents, second homeowners, property owners, ethnic minorities, business owners, and local employees in a process that encouraged ongoing participation.

Town Staff and elected and appointed officials were interested in creating a Vision Plan that truly reflected the sentiments and opinions of the community. The Action Plan is based on issues and concerns expressed by participants throughout the planning process. Although members of the Planning Commission, Town Council, or Town Staff were in attendance at all workshops and Advisory Committee meetings, Town Officials and Town Staff felt strongly that the Vision Plan should be developed by the Breckenridge community. Consequently, an Advisory Committee was assembled to review interim project documentation and recommend revisions prior to being endorsed by resolution by Town Council.

2. Project Web Page

A primary goal of the Vision Plan was to utilize current technology to develop user-friendly formats to promote additional participation outside of the standard public meeting format. The consultant team worked closely with Town Staff to create an interactive project web page that offered project updates, project information, meeting schedules, and opportunities to engage in the process on-line. The project web page contained contact information as well as background information collected throughout the planning process. In addition, an interactive map allowed browsers to engage in the visioning process on their own time. The project web page was attached to the Town's existing website and updated periodically by Town Staff to keep members of the public apprised of project progress and schedules. Electronic notification was introduced as a new means of keeping the Breckenridge community engaged in the public process. Current email directories developed and compiled as part of the visioning process will be available for use by Town Staff for future meetings and workshops.

3. Interactive Mapping

Another new outreach tool that employed current technology was on-line interactive mapping. Digital mapping was combined with text prompts to allow users to comment on location-specific issues and concerns. Using digital information provided by the Town of Breckenridge and Summit County, the consultant team developed a web-based interactive map that prompted users to add location-specific comments to the map. Each comment was visible onscreen as an icon on the map and each comment was also available for review by other browsers. Although the mapping component generated much

enthusiasm and excitement, it is important to recognize that not all members of the community have access to the Internet. Town maps were posted at public workshops to ensure that all participants had an opportunity to provide comments regarding location-specific issues and concerns. A summary of comments received throughout the project using the interactive map component is contained in Section VI.

4. Stakeholder Interviews

In order to accommodate a variety of schedules and to ensure that several sectors of the community were fully integrated into the planning process, the consultant team conducted a series of Stakeholder Interviews with over 40 members of the Breckenridge community. Several interviews involved groups of people sharing



similar concerns and/or interests. Many interviews were conducted with two to three people present. Perspective stakeholders were identified by members of the public, the consultant team, and Town Staff and involved clergy, local employees, commuters, ethnic minorities, retirees, second homeowners, new residents, long-time residents, business owners, and seasonal visitors. A summary of the Stakeholder Interviews is located in Section VI.

5. Kick-off Celebration: November 8, 2001

The visioning process began with a special event intended to present thought-provoking commentary that would initiate a discussion among members of the Breckenridge community. Three speakers were selected based on their unique interests and experiences in the hopes that the diverse commentary would address a variety issues affecting Colorado mountain communities. The speakers included Ed Quillen, a long-time Colorado resident and columnist, who addressed the heritage and history of the area; Darin Dinsmore, a planner with the Sierra Economic Development Council who shared insights and issues facing rural communities in the Sierra Nevadas; and Andy Bigford, editor-in-chief of SKIING Magazine and ex-Breckenridge resident who spoke about the positive attributes of and impacts of change on the Breckenridge community. The goal of the kick-off event was to bring the community together, listen to commentary about regional and local issues, and encourage thoughtful dialogue prior to attending the public workshops. In addition to the speakers, the consultant team introduced Breckenridge Community Survey and presented opportunities for involvement in the visioning process.

6. Community Survey

The Breckenridge Community Survey was an initial step in gathering information for the Vision Plan project. The survey was conducted on the Internet and via a mailback questionnaire that was available at public meetings, the Town Hall and the Breckenridge Library; the consultant team received 276 completed surveys. The results obtained by these two different polling methods have been

combined and provide an important source of information concerning issues and priorities related to the Breckenridge community. The Community Survey Results Overview is included in Section VI.

7. **Public Workshop #1: November 28, 2001**

Three weeks after the Kick-Off Event, the community was invited to participate in the first of two public workshops. The first public workshop was organized into two primary components:

- **Formal Presentations:** Survey Results and introduction of the Interactive Web Page
- **Hands-on Workshop Exercises:** Identifying Values and Vision Components



Results compiled to date from the Community Survey were presented with specific trends identified and highlighted.

The interactive mapping tool was presented and workshop participants were given a lesson in how to use the interactive map. A computer image was projected that allowed participants to follow along with the consultant and ask questions. In addition, several laptops were available for one-on-one work sessions.

The consultant team facilitated a number of exercises that prompted participants to describe attributes of the community most valued. Each individual was asked to draft a postcard, dated 2021, describing what a visitor would “see” and “feel” during an upcoming visit to Breckenridge. Following the individual postcard exercise, each table worked together to draft a postcard that expressed the groups’ collective description of the values exhibited by the community in 2021. Each group postcard was then presented to the larger audience for review, comment and discussion.

Using the summary from the Stakeholder Interviews and survey results compiled-to-date, the consultant team developed a list of eight topic categories (later expanded to 10 to include Community Character and Built Environment) and issues that were consistently cited as being critical to the future of the community. Workshop participants were asked to list three words for each topic category that could be used in describing their vision for how the Town would be addressing each topic in 20 years. The inventory of words was used to create a rough draft of a Vision Statement for each topic category. The draft Values and Vision Statement were posted on the project website and also distributed via email to all participants using email addresses obtained from workshop sign-in sheets.

8. Public Workshop #2: January 17, 2002

Based on comments and ideas expressed during the exercises conducted in Workshop #1, the consultant team created four different alternative futures. Each alternative contained two to three narrative descriptions for each topic category. Using a red and green pen, each participant was asked to identify those elements of each scenario that they approved of (green pen) and those elements of each scenario that they disliked (red pen). Finally, participants were asked to identify their "preferred scenario". Upon completion of the individual exercise, each table was given a list of topic categories used in the previous workshop and in the alternative futures exercise. The Values and Vision Statement and Action Plan were organized to match the priority rankings in this exercise. Working as a group, each table was asked to prioritize the list of topic categories based on its perceived importance in future planning and development. The following table summarizes the exercise's results.

Workshop #2: Category Priorities

Category	Group #												Totals	
	1	2	3		4	5*	6	7	8	9	10	11		12
			ULLR	BC**										
COMMUNITY CHARACTER	2	2	1	2	2		3	2	2	1	1	1	2	21
ECONOMIC VIABILITY/ SUSTAINABILITY	1	2	2	1	1			1	1		1	2	1	13
NATURAL RESOURCES	1		1		1			1	2	2	1	1	1	11
TRANSPORTATION	1	1	1				1	1	1	1	1	1	1	10
HOUSING	1		1		1		1	1		1			1	7
CULTURAL RESOURCES		1								1		1		3
RECREATIONAL RESOURCES							1				1			2
EDUCATION, GOVERNMENT, INSTITUTIONS					1						1			2
POPULATION														0
TOTALS:	6	6	6	3	6		6							

* Group #5 placed all six of their ULLR's on a new category they titled as "Vision".

** BC = Bottle Caps!!!

9. Advisory Committee

A 20-member Advisory Committee was appointed to serve as a source of information and act as a sounding board for the consultant team. The most important role of the committee was to act as a voice for and to citizens to ensure that the Breckenridge Vision Plan responds to the vision of the broadest possible spectrum of the community as expressed by survey respondents and workshop participants. The primary responsibility of the Advisory Committee was to ensure that the consultant team responded to *information collected-to-date* through the survey, public workshops, stakeholder interviews, and focus group meetings. In addition, Town Staff asked that Advisory Committee members, upon completion of the Vision Plan project, remain available for subsequent meetings to assist the Town in dealing with specifics of the Actions Steps. Meetings were conducted March 13, May 22, June 5, and June 26, 2002 and allowed the Advisory Committee to review and comment on the Values Statement, the Vision Statement, and the Action Plan.



Public Workshop #2: January 17, 2002

10. Drafting the Plan

The Vision Plan was generated using comments and information collected throughout the Visioning Process. An annotated outline was developed that depicted the organizational format of the final document. The annotated outline was reviewed by the Advisory Committee and Town Staff to ensure continuity with the visioning process. Using the Annotated Outline as a guide, the Draft Vision Plan was developed and presented to the Advisory Committee for their review and comment.

11. Adoption

The Vision Plan was presented to the Town Planning Commission for their information. The Planning Commission conducted a public hearing to review the process involved in compiling the Vision Plan to insure integrity of the process. The Commission also reviewed the substance of the plan to assure it represented citizen input that was received during the Vision Plan process. The Vision Plan was then presented to the Town Council. The Council conducted a public hearing to review the process and substance of the Vision Plan to assure integrity and that it reflected citizen input. The Town Council then endorsed the Vision Plan via adoption of a resolution.

12. The Vision Plan Amendment Process

The Vision Plan shall be used to guide future decisions by elected and appointed officials. To function as an effective decision making document, the Values Statement, Vision Statement, and Action Plan should be reviewed periodically to ensure that each component accurately reflects changes in trends, unforeseen events, changing economic forces, improved technologies and public sentiment. The process to amend the Vision Plan should consist of a process similar to that which was used to compile the Vision Plan initially. Any amendment process should be firmly based on widespread citizen comments received from several sources. An Advisory Committee should review any proposed amendments to assure that they reflect the citizen comments. Only then should the Town Council endorse any amendments via a resolution.

C. VALUES STATEMENT

The Breckenridge Values Statement reflects what members of the Breckenridge community value in terms of their current experience and quality of life.

The qualitative information used to develop the Breckenridge Values Statement was gathered from two community input exercises. The first was a community survey distributed to the public over the Internet and at various public meetings. Those survey questions, which asked how effectively respondents felt that the Town of Breckenridge was addressing current issues, were used to identify what social, economic and environmental assets are currently appreciated within the community. The second exercise occurred during the November 28, 2001 public workshop. Participants were asked to write a fictional postcard twenty years in the future to their 'Uncle Olaf' that described the values that should be evident in the community. Individual participants then worked in groups to develop a collaborative postcard representing their group's consensus on what values will be present within the community. Many of the individual and group postcards also described elements that could potentially impact the future quality of life currently enjoyed by residents and visitors. The information from the survey and the two postcard exercises was then synthesized into a collection of comments that together create a statement reflective of the community's shared values.



The Breckenridge Community Values Statement is intended to differentiate the citizens of Breckenridge from other local mountain communities. As repeatedly expressed by participants throughout the Visioning Process, the **PEOPLE** of Breckenridge are the community's most valuable asset, and the Values Statement aims to express the degree to which the citizens of Breckenridge care about the area's heritage, the natural environment, their fellow citizens, existing and future development, and the need to ensure that individuals can live comfortably and affordably. The citizenry and its values are what make Breckenridge truly unique and will guide the Town in making "sustainable" decisions that will benefit future generations. Many participants believed that it was imperative that future residents and visitors recognized that past generations were both thoughtful and sensitive to the impact their decisions

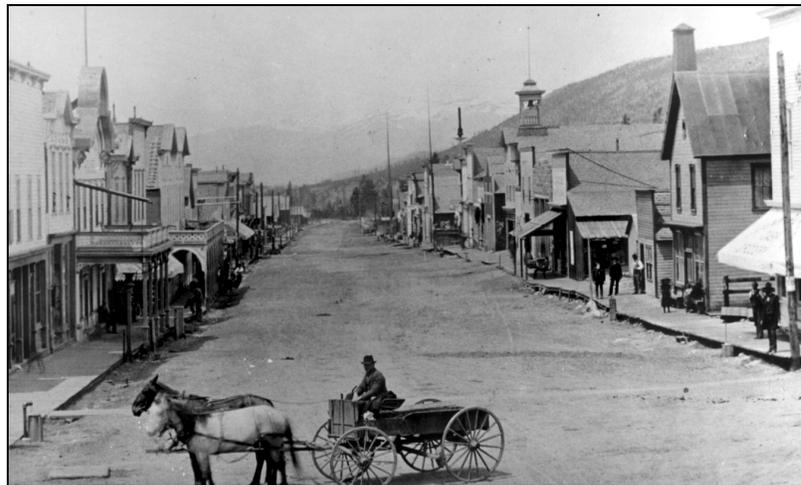
would have on the future of the community. The Breckenridge Values Statement will be shared with the younger members of the community, new residents, and visitors regarding the significance of this particular shared value. The Town of Breckenridge is competing with other mountain resort towns for both residents and visitors. Breckenridge's unique asset is its caring citizenry, and this shall be communicated consciously and deliberately through thoughtful, responsible decision-making and by the image and character of future development.

The Breckenridge Values Statement:

Breckenridge is a strong, small community that cares about:

- preserving and enhancing its heritage as a small town;
- providing a welcoming, friendly, vibrant, hometown atmosphere;
- developing a sustainable economy;
- maintaining and improving the health and integrity of the natural environment;
- ensuring individual choice and freedom of expression; and
- promoting a diverse, population of year-round and seasonal residents and visitors who are committed to the community.

The survey components of the Breckenridge Vision Plan provided opportunities for respondents to write comments pertaining to specific issues affecting the Town. A compilation of all comments is included in Section VI.E: Survey Results and is also available on the Town of Breckenridge Vision Plan website and at Town Hall. The comments contain a diverse array of public opinion.



Historic Main Street, Breckenridge, Colorado

D. VISION STATEMENT

A Vision Statement is the thematic expression of how the residents desire a community to evolve over the next 20 years. A Vision Statement sets the groundwork for the Action Plan.

The Breckenridge Vision Statement sets the groundwork for the Action Plan of the Town of Breckenridge Vision Plan. The Vision Statement evolved from a series of public input exercises conducted at two public workshops, survey responses, and e-mail responses. Based on comments received via e-mail throughout the month of February 2002, the consultant team revised the Vision Statement to reflect the concerns expressed by vision participants. The Vision Statement was reviewed by the Advisory Committee to ensure consistency with public sentiment and opinion. Based on input received throughout the planning process, 10 topic categories were targeted for statements specific to each issue and/or area of concern.

Many participants in the visioning process expressed their concern that the Vision Statement accurately reflects the diversity of perceptions and experiences of local residents and visitors while also underscoring the key points of the consensus. In response to this concern, the Vision Statement is followed by short explanatory paragraphs intended to describe the basic issues associated with each category. In addition, the topic categories are prioritized according to the results of an exercise conducted at Public Workshop #2, as described in Section II.B.8.

1. Community Character

The Town of Breckenridge is a cohesive and diverse community...

Where residents and visitors experience a historic mountain town with characteristic charm that offers a safe, friendly and peaceful atmosphere where individuals can live, work, play and raise a family.



Survey results indicated that Community Character was the “number one” issue and should be considered a priority in future decision making. The history and heritage of the Breckenridge community exemplify the essential spirit of the Rocky Mountain West. Here, a large number of historic structures combine with a rich history of mining and a world-renown ski area to create an inviting and distinctive landscape. New development is juxtaposed with historic development patterns that are highly valued by residents and visitors. Participants repeatedly expressed concern about the preservation of the small-town atmosphere and the ability of new development to respect and respond to the existing historic character. Breckenridge residents also expressed a strong desire to maintain, provide, and improve opportunities for individuals and families of all backgrounds and sizes to reside within the community. Although the word “families” was initially interpreted by some individuals as being an inappropriate term, the majority of participants believed that a more universal definition of family should apply. The term family includes all who wish to make Breckenridge their home, their home-away-from-home, their weekend home, or their vacation destination.

2. Economic Viability/Sustainability

The Town of Breckenridge is a cohesive and diverse community...

Where a strong and sustainable year-round economy insured through partnerships with local businesses, resort operators, and state and federal agencies and anchored by a healthy, vibrant Main Street, supports the diverse economic and employment needs of local residents.



The survey results revealed that economic viability and sustainability was the second most important issue facing the Town of Breckenridge and that steps should be taken to ensure a diverse mix of businesses and services. As the visioning process evolved, participants learned that many issues and concerns are interdependent; population, employment opportunities, housing options, the ability of the Town to provide services to residents and visitors, etc. directly impact the health and diversity of the community.

3. Natural Resources

The Town of Breckenridge is a cohesive and diverse community...

Where the actions of the community ensure that wildlife and its habitat are protected, that views from Town to the surrounding mountains are maintained, that both air and water quality are clean and improved, and that accessible open space, trails, and backcountry are preserved.



Many participants believe that there is much work yet to be done in order to both maintain and improve the natural environment. Community members and visitors need to understand that there is an interaction between the vision for the natural environment and development policies. Development policies should identify the appropriate amount of development for both downtown and along the mountainsides. In addition, residents identified a need for ongoing improvements to existing natural systems, including the cleanup of mining contamination and other long-term improvement projects that would leave the natural environment “better than we found it”. A repetitive element in many discussions was the importance of stewardship; there is a desire for future generations to see tangible evidence that the current Breckenridge community was “forward-thinking” and protective of its natural environment.

4. Transportation

The Town of Breckenridge is a cohesive and diverse community...

Where a multi-modal transportation system provides convenient, low cost, clean, sustainable links to the ski area base facilities, parking facilities, downtown, and throughout the community and region.

Throughout the visioning process, participants consistently cited traffic, parking and transportation issues as a primary concern that impacts the current quality of life and requires immediate and thoughtful attention. Discussion focused on alternative, futuristic modes of transportation. Residents and visitors encouraged the Town of Breckenridge to set a precedent for new, innovative solutions to complex transportation and parking problems affecting residents and visitors. Animated discussions often resulted in the realization that

transportation, land use, and the environment are interdependent. Specifically, participants highlighted the impact traffic congestion has on the Town's air quality and the need to provide dependable and convenient public transit. Although many and varied actions and solutions were proposed (as listed in the Action Plan), participants agree that the Town needs to work closely with the private sector and local, state, and federal agencies to address multi-jurisdictional issues and problems. The Town has just recently completed the *Town of Breckenridge Transportation, Circulation, and Main Street Reconstruction Plan*. Based on several public workshops conducted in conjunction with that project, a primary goal of the plan is to develop a transit system that promotes pedestrian accessibility and eliminates the need for the personal automobile. Many participants urged additional pedestrian connections and safer, pedestrian-friendly intersections.

5. Housing

The Town of Breckenridge is a cohesive and diverse community...

Where a diversity of housing is integrated throughout the community and provides a variety of housing options.



Discussions regarding demographic and ethnic diversity of the community typically focused on the need for a variety of housing densities in addition to affordable housing programs. Participants expressed concern regarding housing options for younger residents. Some parents hope that the Town will develop affordable housing programs that will allow their children to be able to afford to purchase a home within Town boundaries. Throughout the visioning process, many longtime, local residents expressed their strong desire to become a homeowner. Although the Town has recently witnessed the development of several affordable housing projects, qualifying for these programs and the number of affordable units available is a significant concern of local residents. In addition, visitors and seasonal residents cited demographic and ethnic diversity as an important and contributing factor to maintaining and improving the character and spirit of the Town, which could only be accomplished by providing housing opportunities for all sectors of the community.

6. Cultural Resources

The Town of Breckenridge is a cohesive and diverse community...

Where art, architecture, and cultural events and facilities improve the community experience for residents and visitors, offer diverse and affordable programming, and promote Breckenridge as a year-round cultural center for the region.

As Breckenridge continues to grow and attract visitors from around the world, the character, spirit, and heritage of the Town will become more important in differentiating Breckenridge from other destination resorts. Many residents expressed an interest in celebrating specific attributes of the community including period architecture and public art. In addition, it was suggested that public art created by local artists would generate community pride and provide an opportunity for local artists to display their work.

7. Recreational Resources

The Town of Breckenridge is a cohesive and diverse community...

Where the natural beauty of the Rocky Mountains is augmented by world class recreational opportunities that provide diverse activities throughout the year. Those activities are served by community facilities that enrich the visitor experience while ensuring affordable and accessible recreation opportunities for residents and visitors.



Recreational activities were repeatedly cited by participants as a vital community asset worthy of investment and enhancement. Comments received throughout the visioning process and included in the survey indicate satisfaction with the current levels of service provided by the Town. Some younger members of the community encouraged the Town to explore alternative activities for Breckenridge youth. Although they acknowledged that the existing recreational activities were satisfactory, additional opportunities for social interaction are also desired.

8. Education, Government, Institutions

The Town of Breckenridge is a cohesive and diverse community...

Where a responsive and accessible Town government encourages community participation in order to maintain and improve the quality of life for all.

Throughout the visioning process, participants repeatedly conveyed positive sentiment regarding the existing community and current quality of life. Recent marketing strategies by the ski areas to attract Front Range skiers have been hugely successful; members of the Breckenridge community reacted strongly to the impact day visitors have on the day-to-day quality of life. Traffic, litter, combined with the low impact day skiers have on the economic vitality of the Town prompted participants to comment about the relationship between Vail Resorts and the Town of Breckenridge. The ability of the Town of Breckenridge to offer a world-class destination resort was deemed desirable by many participants; however, many people believe that the one element that differentiates Breckenridge from other nearby resorts is the character and image of the community and the physical structure of the downtown core. Participants expressed a need for Vail Resorts to acknowledge the impact both marketing and development has on the Town's character and the quality of life currently enjoyed by local residents and visitors. In addition, there were several comments regarding communication between the Town and the public. Although many people complemented the Town about embarking on the Vision Plan project, many others questioned the ability of governing bodies to respond in a timely manner to issues and concerns raised throughout the process.

9. Population

The Town of Breckenridge is a cohesive and diverse community...

Where residents celebrate their collective diversity and where residents and visitors enjoy the mountain spirit that makes one feel comfortable, happy and healthy.



The visioning process included a series of interviews with a variety of stakeholders including long-time local residents, business owners, high school students, elected and appointed Town officials, retirees, local employees, local clergy, non-resident second homeowners, and members of the Slavic, Latino, and East African communities. Each group expressed a desire for the community to actively welcome, engage and integrate newcomers into the community. Breckenridge is attractive to many disparate groups for a variety of reasons. Individuals have relocated to Breckenridge for economic opportunities and advantages, weather/climate, the natural setting, and the small-town atmosphere. Participants repeatedly applied the word “opportunity” to a variety of issues including housing and employment and recognized the need for the community to be proactive in developing programs that ensured a diverse and stable population.

10. The Built Environment

The Town of Breckenridge is a cohesive and diverse community...

Where the built environment is of high quality design and construction, which respects the historic context and natural setting while also conveying innovation and creativity and that supports community character and enhances the quality of life through sustainable building and development principles.

Discussions regarding historic structures, housing, and current development trends resulted in the addition of a new topic category that would focus on the built environment and the quality and character of development. Community members expressed a desire that new construction exemplify exceptional energy efficiencies and the Town of Breckenridge should contain examples of “cutting-edge,” sustainable, “green” technology and architecture. A holistic approach to the built environment was offered as a means to address the interdependency between development and the future of the Breckenridge community.



III. PREFERRED SCENARIO AND SURVEY RESULTS

A. PREFERRED SCENARIO

At the second Public Workshop, four “alternative futures” were presented to workshop participants. The consultant team and Town Staff generated the alternative futures based on comments received from the first workshop, survey results, and stakeholder interviews. Each alternative contained detailed information on the potential condition of each of the nine topic categories within the specific alternative future. Participants were asked to respond to elements contained within each topic category. Each participant was given the opportunity to highlight their individual likes and dislikes listed as conditions under each topic category. This exercise was intended to educate visioning participants regarding the need for “trade-offs” and compromise in order to reach consensus and develop a town-wide vision.

The four alternatives were entitled:

- *Small mountain town that includes a ski area*
- *Small town expands, resort remains competitive with an emphasis on community*
- *Emphasis is on developing and enhancing a competitive resort*
- *Major regional service center*

Worksheets were collated and an overwhelming majority (62%) had identified the alternative future entitled: *Small Town Expands, Resort Remains Competitive with an Emphasis on Community.*

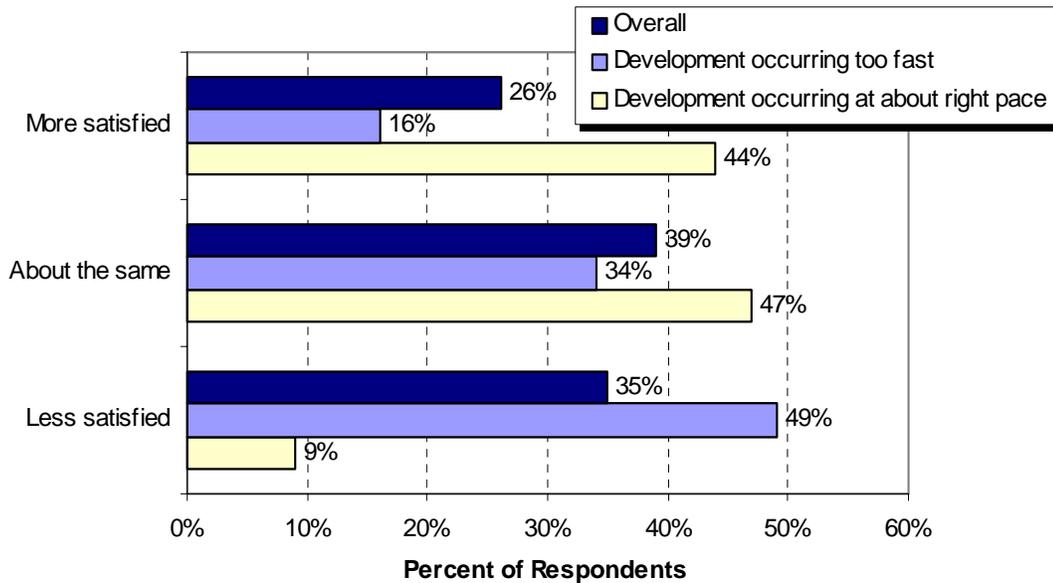
B. SURVEY RESULTS

Key findings from both the public workshops and the survey responses included:

- Opinions of various segments of the community, such as owners compared to renters or long time residents compared to newcomers, were fairly similar. The exception tended to be in the opinions from second homeowners - they consistently rated services and facilities higher than year-round residents.
- Survey results were generally very positive regarding most aspects of community life and quality of life. However, opinions were not uniformly positive about all aspects of the community that were measured through the surveys. For example, there were major differences in terms of “overall satisfaction” as measured by a question that asked, “How has your overall satisfaction with the community changed?” Results showed a division of opinions into roughly equal segments saying they feel “about the same” (39 percent), “less satisfied” (35 percent) and “more satisfied” (26 percent).

- When these results are further analyzed, opinions concerning the rate of growth help to explain different levels of satisfaction. The graph below summarizes these opinions. Overall, those that were especially likely to feel development is occurring too fast were “less satisfied” with trends over the past 10 years. This is a recurring theme in the data, where respondents that are more concerned about the pace of development generally have more negative feelings about the Town and issues.

“Over the past 10 years, how has your overall satisfaction with the community changed?”



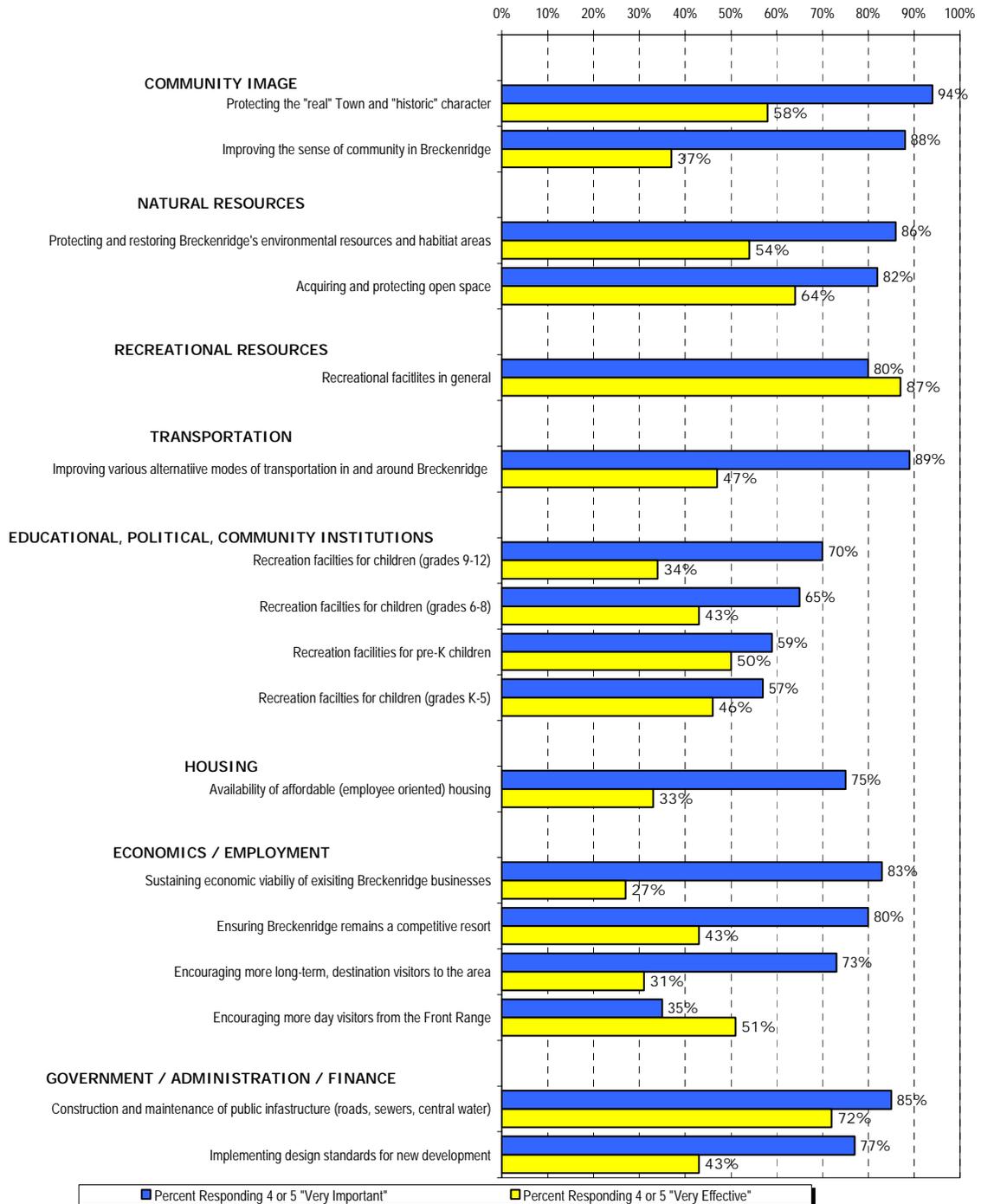
- When respondents identified the three issues that should receive highest-priority from the Town, two categories clearly stood out from all others:
 “Protecting the real town and historic character” and
 “Ensuring Breckenridge remains a competitive resort.”

The fact that more than 40 percent of respondents identified these two issues as top priorities for the future and no other category received more than 27 percent agreement provides some clear prioritization to the Vision Plan. To further capture the breadth of comments received through the surveys, the data was organized in a manner that illustrates the gaps between the “importance” of issues and the “effectiveness” of the Town in dealing with these issues. These results were also organized under the 10 topic categories that are being considered as a part of the Vision Statement.

The graph below shows that there is great importance placed on the issue of “Protecting the real town and historic character (94 percent prioritization).” However, only 58 percent rate the Town effective in dealing with this issue. There is a significant gap that suggests continued attention is warranted and that this topic

has an important place in the discussions of Vision. In contrast, "recreation facilities in general" are rated high and the Town is rated high in its effectiveness in addressing these issues. In other words, there is no gap as evidenced by the data. Taken together, these results provide both the Vision Plan and the Council with some direction in terms of priorities, as reflected by a broad cross section of respondents.

"How important do you feel the following are to the future of Breckenridge?" and "How effective is the Town in addressing these same issues?"



Using the results from both the public workshops and the public input collected throughout the visioning process, an Action Plan was developed in response to the concerns and issues raised by the Breckenridge community. The Action Plan is presented in the following section.



Carter Museum, Breckenridge, Colorado

IV. ACTION PLAN

As the visioning process unfolded and more participants became invested in the issues and concerns of their neighbors and Town visitors, an interesting thread of optimism and conviction emerged. Participants eagerly expressed their commitment to the community and expressed gratitude to elected and appointed officials for a “job well done”. Although Breckenridge residents were concerned about the impacts of growth and the affects that unprecedented and statewide growth had on the Town, many people believe that these issues and problems can be overcome by applying holistic solutions to complex problems. In addition, many participants believe that the Town of Breckenridge has the commitment and determination to emerge as a leader in proactively addressing growth issues and could easily set a precedent and establish parameters for how other communities throughout the Country respond to similar, complex issues and concerns.

The Action Plan section contains recommended Action Steps that the public and private sector leaders can take to implement the community’s vision for the future. The Action Plan was developed using survey results and information collected throughout the visioning process including stakeholder interviews and public workshops. The Action Plan will assist the Town of Breckenridge in implementing specific elements of the Vision Statement for each topic category. The Action Plan includes policy-oriented actions, and specific project actions for publicly and privately funded improvements. Specific project actions should be construed as a menu of potential projects that should be reviewed and considered when allocating funding for public improvements and in reviewing development submittals containing public amenities. Although the Action Plan is separated by topic categories that correspond directly to the Vision Statement topic categories, many of its Action Steps directly influence other Action Steps. For example, economic viability and sustainability are directly affected by population/demographic statistics and housing options. Town leaders responsible for the implementation of the Action Plan should carefully cross-reference each topic category. In addition, each subsection of the *Town of Breckenridge Master Plan* should be revised to reflect the Action Steps of each topic category. New sections may need to be added to correspond to the Vision Plan and should include clear policy directives and work programs for each topic category.

The implementation of the Vision Plan is of primary importance. All key policy decisions, plan adoptions and public and private project approvals should strive to achieve these goals. Community actions are guided by a series of planning documents, many of which are formally adopted by the Town government. Others are generated by organizations that operate within the community. These include the *Town of Breckenridge Master Plan*, as well as other plans for recreation, open space, transportation and urban design. Other programs also have operating plans, such as the Riverwalk Center. In the development of plans and policies that affect development and services in Breckenridge, these questions should be answered:

- How do the policies in this plan reflect the values of the community, as stated in the Vision Plan?

- How will the actions set forth in this plan help to achieve the vision for Breckenridge as described in the community's Vision Plan?
- How would this policy relate to other established policies that may also reflect the Values Statement?

The ten topic categories, corresponding Vision Statements, and Action Steps follow. The topic categories are prioritized based on the findings from Public Workshop #2. The Action Steps listed under each topic category are not prioritized and reflect issues and comments received by the public throughout the visioning process.

1. Community Character

The Town of 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.



Discussion: A primary concern of participants is the preservation and enhancement of both the character and image of the Town of Breckenridge. Historic development patterns along the valley floor and the gridded street layout flanking Hwy. 9 result in a small-town character not evident in many mountain resort communities. Members of the Town of Breckenridge community consistently identified the scale of development and neighborhood identity as primary concerns in future growth and expansion of the Town. Existing residents expressed alarm at the rate in which the character-defining elements have been overshadowed by new development. Participants expressed a desire to have residential neighborhoods physically integrated into the community and not appear architecturally fragmented.

Action Step A: Review and revise the *Town of Breckenridge Master Plan* to include the following items:

- Urban design policies that address community character to address view preservation, tree preservation, building heights, architectural detailing, etc.
- Historic Preservation Plan to strengthen the role of preservation in the community.

- Image Improvement Plan that clearly denotes both north and south entrances into Town.
- Street tree installation and maintenance program.

Action Step B: Explore, review and revise policies that ensure that new development, redevelopment, and infill development does not adversely affect the context or erode the character of the Town of Breckenridge.

Action Step C: Ensure that Planning Commission and Town Council decisions shall consistently apply development policies and that potential developers and business owners receive fair and equitable treatment by local elected and appointed officials.

Action Step D: Explore new public information methods that keep local residents and visitors updated regarding meeting agendas, development projects, and policy changes. Analyze existing outreach mechanisms and identify potential improvements that celebrate the projects and programs initiated by the Town of Breckenridge.

2. Economic Viability/Sustainability

The Town of Breckenridge is a cohesive and diverse community...

Where a strong and sustainable year-round economy insured through partnerships with local businesses, resort operators, and state and federal agencies and anchored by a healthy, vibrant Main Street, supports the diverse economic and employment needs of local residents.



Discussion: The Town of Breckenridge has been and continues to be a major destination for residents and visitors to the State of Colorado. Readily accessible from Interstate 70, Breckenridge is one of the few towns west of the Continental Divide offering an historic downtown core exemplifying period architecture. The scale, density and inventory of historic buildings promote a distinct character and image that residents and visitors cherish. It's location at the end of the Blue River Valley and the world-class Breckenridge Ski Resort assures the Town a significant amount of tourism and retail trade. Retail and tourism have

increased significantly over the last fifteen years as reflected by growth in taxable retail sales, lodging revenues, and skier visits.

However, increased exposure in the regional and national marketplace have resulted in increased property values, displacing many local businesses with real estate and development offices. Rents are high, competition is tough and many local businesses can no longer afford the increasing rents for highly visible and desirable properties located on Main Street. A much more immediate concern is the ability of the Town to provide employment opportunities for a highly educated and skilled workforce. Attracting businesses that offer competitive salaries and benefits was cited as a critical need of the community. Many participants stated the need to maintain and increase the number of year-round residents. However, in order to maintain a balance in population, additional employment opportunities and affordable housing options must be readily available to existing and prospective year-round residents. Most importantly, participants believed that losing year-round residents would eventually erode the character and spirit of the Town.

The Town should strive to offer retail services and businesses that serve the immediate needs of residents. By exploring opportunities to create a unique retail environment, the Town could potentially capture additional revenue by reducing retail leakage to other communities. Specific types of businesses and services that would assist the Town in accomplishing this goal would include the development of additional grocery stores and a discount retailer (Target was deemed highly desirable).

Action Step A: Update the Population and Economy section of the *Town of Breckenridge Master Plan* to define the interdependency of employment opportunities, workforce, housing, and the economy. The plan should include:

- A fiscal impact analysis to evaluate the costs and benefits of new residential and commercial development and public investment and to address the spending patterns of local residents and the services and goods that are provided by businesses located outside the community.
- A plan to increase year-round employment opportunities by attracting new businesses that require a trained workforce and support the location, retention, and expansion of businesses that provide higher-than-average wages. Ensure that all businesses will make a positive commitment to the community.
- Develop market strategies to keep the resort and supporting community competitive.
- Criteria for public investment decisions to ensure that new infrastructure and public facilities maintain and improve the quality-of-life aspired to by local residents, property owners, and visitors.

- Parameters for national franchise development that would examine the impact on local merchants and the community.
- An incentive program to encourage independent business ownership and retention.
- Develop retail strategies that ensure a diverse mix of retail and commercial sales and services.

Action Step B: Council should continue to promote direct communication and cooperation between business and community and Town leaders to ensure that marketing and development decisions enhance the quality of life and are consistent with the Breckenridge Vision Plan.

Action Step C: Support local, independent merchants to ensure diverse, quality commercial, retail and restaurant opportunities in the downtown core.

Action Step D: Explore public/private partnerships to diversify retail options and activities, such as: movie theater, bowling alley, cafes that are accessible to all members of the community and offer youth programs that result in a balance of daytime and evening activities.

Action Step E: Maintain and enhance existing public/private customer service training programs for local merchants and business owners.

Action Step F: Continue to work closely with Breckenridge Resort Chamber to enhance marketing strategies that target long-term destination visitors/vacationers and other market segments.

Action Step G: Explore funding and grant programs to improve telecommunication infrastructure to assist in attracting “clean industries” and improve the quality of life for local residents and visitors.

Action Step H: Ensure that proposed commercial development complements Main Street commercial retail businesses.

Action Step I: Continue initiative to develop a business index that allows the Town to track and compare impacts of special events on local merchants.

3. Natural Resources

The Town of Breckenridge is a cohesive and diverse community...

Where the actions of the community ensure that wildlife and its habitat are protected, that views from Town to the surrounding mountains are maintained, that both air and water quality are clean and improved, and that accessible open space, trails, and backcountry are preserved.



Discussion: Visual and physical access to natural resources was cited as a priority by vision participants. Ecologically responsible connections to publicly accessible open space should be provided whenever and wherever feasible. Collaborate with Summit County, the National Forest Service, corporate leaders, and other agencies in ongoing discussions regarding access to public lands.

Action Step A: Review and revise the *Town of Breckenridge Master Plan* to ensure that environmental quality is considered and examined as a basic component in local decision making and that Town activities and decisions have as little negative impact on the environment as possible. Ensure that the plan and/or update of the *Town of Breckenridge Master Plan* includes the following items:

- New policies to protect important view corridors and natural resources within the Town boundary that are critical to the Town's appeal as a place to live and visit.
- A strategy for incremental environmental clean up of mining damage and improve the water quality of the Blue River Corridor.
- New policies addressing air quality.
- Supplement existing policies to require that sensitive wildlife habitats be identified and, to the maximum extent feasible, be protected by setting aside such areas to satisfy open space dedication requirements.

Action Step B: Continue to work closely with the Colorado State Forest Service and the Office of Emergency Management to map and discourage development in high hazard areas to reduce unnecessary injury, destruction, and costs to taxpayers. Review and update existing maps indicating high hazard areas.

Action Step C: Utilize local, state, and federal digital databases and local and state conservation groups to anticipate and address conflicts between development and natural systems to improve the effectiveness of habitat mitigation and reduce costs and delays for project owners.

Action Step D: Review existing policies to maintain and improve access to natural resources.

4. Transportation

The Town of Breckenridge is a cohesive and diverse community...

Where a multi-modal transportation system provides convenient, low cost, clean, sustainable links to the ski area base facilities, parking facilities, downtown, throughout the community and region.



Discussion: Traffic congestion and parking problems were cited as having the greatest impact on 1) the existing quality of life and 2) the increasing number of negative impressions of first-time visitors. Visioning participants noted that if these two issues weren't addressed and resolved in the near future, long-term destination skiers would be hesitant to return and may opt for other resorts offering more cohesive transit systems and pedestrian opportunities. Because of the established historic development patterns, the downtown core is most heavily impacted by the increasing amount of automobile traffic. The small-town character of Breckenridge will not be able to withstand the increasing numbers of vehicles destined for Main Street and the downtown core. On occasion, during the 2001-2002-holiday season, the inability to accommodate peak traffic created gridlock throughout the Town of Breckenridge and Summit County. Local residents and visitors expressed concern about the future of the community and the impact such congestion could have on local businesses if visitors avoid downtown due to transportation issues.

The Town recently completed the *Town of Breckenridge Transportation, Circulation, and Main Street Reconstruction Plan* (Charlier, 2002) that contains a number of recommendations for local and regional improvements. Based on input received throughout the visioning process, the Town of Breckenridge should proceed with the implementation of those recommendations. Please refer to the *Town of Breckenridge Transportation, Circulation, and Main Street Reconstruction Plan* for detailed descriptions of each recommendation. In the following, italicized text indicates comments and concerns that were received from the community during the visioning process that could impact a specific transportation recommendation.

- **State Highway 9 Redesignation:** *Many participants hoped that the Town of Breckenridge would ensure that pedestrian connections, signage, lighting, and streetscape improvements would be consistent with the scale and character of Main Street and that the redesignation would require a closely aligned collaboration between CDOT and the Town of Breckenridge. In addition, a gateway identification plan should be fully integrated into this project to denote north and south Town entrances.*
- **N. Park/Main Street, S. Park/Main Street Intersection Design**
- **Watson/Sawmill Intermodal Transit Center**
- **Main Street Improvements**
- **Riverwalk Extension**
- **Mountain People Mover:** *Many participants recommended the installation of a Gondola connecting the Town to the ski area base facilities. However, participants also requested that pedestrian/skier connections be developed in conjunction with the Gondola. In addition, a linear connection terminating in town should be fully integrated and coordinated with an efficient, comprehensive public transit system linking the Gondola to north and south destinations.*
- **Horizontal People Mover:** *Workshop participants expressed concern regarding the impact a horizontal Gondola would have on the character and image of the Town. An overwhelming number of survey respondents and workshop participants urged the development of a cohesive public transit system (see next bullet). It was also suggested that buses be rerouted off of Main Street to reduce congestion and emissions in the pedestrian-oriented downtown core.*
- **Restructured Transit System:** *Participants expressed concern about the number of transit systems and shuttle systems currently serving the Town. Many people suggested that the Town, Summit Stage, and corporate shuttles become more fully integrated and recommended replacing outdated vehicles with new vehicles that use alternative fuels. The system should set a precedent for public transit systems statewide and nationally.*
- **Parking Management Plan:** *Based on feedback regarding surface parking availability, the Town should encourage shared parking.*

The following recommendations are based on input collected throughout the visioning process:

Action Step A: Revise and update the *Town of Breckenridge Master Plan*, the *Town of Breckenridge Transportation, Circulation, and Main Street Reconstruction Plan*, and the Town's land use regulations to reflect the Vision Plan. The updates should include:

- Policies and design standards for underground parking and structured parking facilities. The Town should review existing surface parking design criteria for configuration and landscape

requirements to ensure that large surface lots contain adequate ingress/egress, pedestrian connections, landscape elements, and strategically placed furnishings to serve pedestrians.

- Revised public streetscape standards to require sidewalks or trails in residential developments and connections to existing sidewalks whenever and wherever feasible.

Action Step B: The Town of Breckenridge should lead by example and become recognized for their commitment to clean, efficient, and alternative energy consumption. The Town should provide incentives for vehicles fueled by alternative fuels and hybrid automobiles. Town-owned vehicles should exhibit the latest technology available and serve as an example for local residents and visitors.

Action Step C: Continue to collaborate with business and community leaders and public entities to address local and regional traffic and parking concerns. Continue to participate in regional transportation planning efforts between local municipalities, counties, business and community leaders, emergency services, and the Colorado Department of Transportation to address traffic congestion and emergency service issues resulting from the impact of heavy traffic. Establish and implement peak period traffic plans that include how best to provide emergency access.

Action Step D: Continue to partner with business and community leaders, adjacent municipalities, and regional transit providers to establish and coordinate transit services to 1) minimize dependency on the personal automobile; 2) minimize emissions; and 3) improve efficiency of public transit throughout the Town and Valley.

Action Step E: Encourage and emphasize the availability of efficient, dependable public transit to offer destination visitors an option to renting automobiles.

Action Step F: Encourage the use of public transit through marketing and dissemination of simple maps and schedules that creatively link public transit with shopping, dining, recreation and entertainment opportunities; revise schedules to meet demand – offer additional and more frequent transit service during peak periods. Ensure that timetables and schedules are maintained and that transit is dependable and convenient to all neighborhoods. Coordinate public transit mapping between all transit providers, especially the Town of Breckenridge, Summit Stage, and Vail Resorts. Extend the current transit service to existing residential neighborhoods not currently served by public transit.

Action Step G: Continue current efforts to study and design a mixed-use structured parking facility that is readily accessible from Hwy. 9, offers commercial and retail space at street level to enhance the pedestrian experience and minimizes its visual impact on the downtown core. Ensure an

efficient use of land by encouraging mixed-use projects that incorporate publicly accessible civic space that benefits local residents and visitors. New parking facilities and gondola terminals should be construed as conduits to Main Street and should include pedestrian friendly elements that encourage residents and visitors to walk between transit centers and the downtown core.

Action Step H: Collaborate with Colorado Department of Transportation and other abutting jurisdictions and stakeholders to ensure that the widening of Hwy. 9 does not impact the existing streetscape character of Main Street or Park Avenue and responds to the Town's character and image at its boundary.

Action Step I: Continue to reroute all through truck traffic off of Main Street.

5. Housing

The Town of Breckenridge is a cohesive and diverse community...

Where a diversity of housing is integrated throughout the community and provides a variety of housing options.



Discussion: Vision participants repeatedly expressed concern about the cost of housing for local residents and the impact that the lack of affordable housing would have on the desire to maintain a diverse population.

Action Step A: The Town of Breckenridge shall continue to implement the recently completed *Affordable Housing Strategies* (RRC Associates, 2000) that identifies a number of programs aimed at creating affordable housing opportunities for local residents.

Action Step B: Ensure that affordable housing programs are accessible to all members of the community. Continue to utilize a tiered qualifying program that allows residents with below-median incomes to qualify for affordable housing.

Action Step C: Work closely with county officials to explore policies, ordinances, and incentives to encourage new residential development in

existing service areas within the Town boundary and to clarify appropriate and inappropriate development outside existing service areas that would prompt future annexations of currently undeveloped parcels.

Action Step D: Work closely with local employers to ensure that employee housing accommodates the diverse needs of employees. Explore partnerships with private sector business owners to construct a housing complex for seasonal workers that minimize lease negotiations, deposits and includes basic services within the monthly rental fee. Such housing could be used for other purposes in the summer months (hostel, camp, temporary employment housing, etc.)

Action Step E: Ensure that affordable and employee-housing programs include bilingual staff to assist non-English speaking residents in the application process. Provide means for non-English speaking residents to easily access language and interpretive assistance.

Action Step F: Require new development to provide a range of housing densities and housing styles to respond to the needs of Breckenridge residents and to create healthy, diverse neighborhoods.

6. Cultural Resources

The Town of Breckenridge is a cohesive and diverse community...

Where art, architecture and cultural events and facilities improve the community experience for residents and visitors, offer diverse and affordable programming, and promote Breckenridge as a year-round cultural center for the region.



Discussion: The existing historic preservation program has resulted in the preservation of important structures that contribute to the character and identity of the community. In addition, the existing *Town of Breckenridge Land Use Guidelines* and *Handbook of Design Standards for the Historic and Conservation Districts* have resulted in new development that positively contributes to and enhances the character and image of the Town. Existing design guidelines and regulations should be reviewed periodically to ensure applicability and consistency with current development trends and construction materials and revised, as necessary. A reoccurring issue throughout the visioning process was the lack of adequate year-round performing arts facilities. Although the Riverwalk Center offers a variety of events and attracts large numbers of visitors

in the summer season, many residents and visitors believe that the Town would benefit from expanding existing facilities to house cultural events on a year-round basis.

Action Step A: Update the *Town of Breckenridge Master Plan* to reflect the desire of the community to promote cultural events. The Cultural Resources section should:

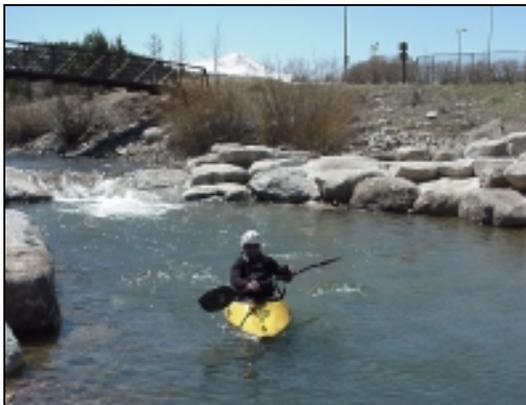
- Explore incentives for the preservation/restoration of historic buildings and for new development that positively enhances the historic character and development patterns of the Town.
- Develop a year-round performing arts center.
- Identify a new location for local theater and other arts.
- Establish cultural programs for local youth.
- Work closely with local business owners to develop evening events that promote local artists. Encourage art galleries and restaurants to partner in promoting downtown evening events.

Action Step B: Continue to support and promote The Public Art Commission and the *Art in Public Places Master Plan*, which are dedicated to placing art in public spaces. Encourage the support of local and regional artists whose works reflect and celebrate the character and quality-of-life exhibited by the Town of Breckenridge.

7. Recreational Resources

The Town of Breckenridge is a cohesive and diverse community...

Where the natural beauty of the Rocky Mountains is augmented by world class recreational opportunities that provide diverse activities throughout the year. Those activities are served by community facilities that enrich the visitor experience while ensuring affordable and accessible recreation opportunities for residents and visitors.



Discussion: Recreational resources were consistently addressed in every workshop and were identified as a primary attraction for local residents and

visitors. Many local residents and visitors expressed satisfaction with the current variety of activities and facilities available. As discussions shifted toward priorities, workshop participants and survey respondents identified other topic categories as items requiring immediate attention with the understanding that current recreation activities, facilities, and levels of service should be maintained and improved as warranted. The majority of Action Steps listed below are specific improvements desired by vision participants. However, local residents and visitors consistently cited the many existing programs and public facilities as the number one asset of the Town of Breckenridge and were hopeful that the Town would continue to support and embellish existing indoor and outdoor recreational opportunities. Many of the items are dependent on public/private partnerships and collaboration between local and federal authorities. It should be noted that participants expressed concern about the number and variety of activities available to the younger members of the community and that the Town should strive for a balance between indoor and outdoor daytime and evening activities for residents and visitors.

Action Step A: Update the existing *Breckenridge Trails Plan*, the *Town of Breckenridge Open Space Plan*, and the *Town of Breckenridge Master Plan* to address concerns raised throughout the visioning process. The updates should include the following items:

- A parks improvements and public amenities program that explores alternative recreation plans, amenities, and new facilities that support the quality of life such as a Frisbee golf course or an equestrian center. Work with private landowners and federal agencies to explore the potential of a campground facility in proximity to the Town of Breckenridge.
- Review existing open space acquisition program and policies.
- Develop maintenance program for Town-owned open space parcels.

Action Step B: Expand and enhance the existing trail system. Complete the north/south route for cyclists. Explore opportunities for access from public right-of-ways and private lands to existing trails on public lands. Address use and circulation separation strategies and solutions for heavily used sections of the existing trail system.

8. Education, Government, Institutions

The Town of Breckenridge is a cohesive and diverse community...

Where a responsive and accessible town government encourages community participation in order to maintain and improve the quality of life for all.



Discussion: Existing public facilities and institutions were highly praised throughout the visioning process. Although the Town of Breckenridge does not have jurisdiction over the existing school district, many workshop participants expressed concerns regarding the ability of the district to attract and retain highly qualified teachers and administrators. In addition, a number of participants urged local officials to collaborate with state and federal agencies to ensure that state and federal facilities respected and enhanced community character. One of the most consistent comments received throughout the visioning process was the need for the Town of Breckenridge to both communicate and celebrate local achievements and decisions. Throughout the duration of the project, the consultant team received numerous “wish list” items only to discover that many of these items has already been proactively addressed by Council and Town Staff.

Action Step A: Coordinate with state and federal agencies to locate public facilities such as schools, courts, post-offices within the Town boundary. Ensure that state and federal agencies are aware of local land use regulations and design guidelines and encourage development that complements the historic development patterns and architectural scale and detailing. Ensure that state and federal plans are consistent with the Town’s vision.

Action Step B: Ensure that all Town departments are funded and staffed to increase the efficiency of Town operations. Sufficient funding should be allocated to provide competitive salaries for local government employees and for investment in public outreach tools, civic celebrations, and other functions that result in an active, committed community.

Action Step C: Consider designating a department to coordinate public involvement programs and maintain communication between the community, Town staff, elected and appointed officials, adjacent municipalities, Summit County, state and federal agencies, and business and community leaders. Expand the existing public information program to ensure timely dissemination of information and increased opportunities for public engagement.

Action Step D: Expand support for non-profits that provide services to the Breckenridge community.

Action Step E: Work closely with local employers to create employment opportunities for minorities that provide opportunities for advancement and that offer comprehensive benefit packages. Proactively seek out members of minorities for involvement in public outreach programs.

Action Step F: Work closely with the school district and the development community to ensure that school district employees have access to affordable housing programs to enable the local school system to attract highly qualified and committed professionals.

Action Step G: Continue outreach to community youth and other segments to educate and involve all segments of the community in civic and public issues.

9. Population

The Town of Breckenridge is a cohesive and diverse community...

Where residents celebrate their collective diversity and where residents and visitors enjoy the mountain spirit that makes one feel comfortable, happy and healthy.



Discussion: Workshop participants repeatedly expressed a desire to achieve a balance between a year-round local and seasonal population and visitors that could support a sustainable economic base. However, growth should be carefully tracked and managed so as not to reduce the number of smaller, more affordable residences and to preserve a balanced housing inventory that maintains the Town's character. Additional population and demographic studies will be necessary to identify a target population that includes employees, second homeowners and year-round residents. In addition, local and non-resident populations of both unincorporated Summit County and surrounding communities should also be inventoried to fully understand current commuting and retail trends. These inventories should be precise and detailed: what are the seasonal populations, both summer and winter? How many weekenders reside in town on a monthly and yearly basis? What is the seasonal visitor-to-resident ratio?

Based on public input received at the January 17th workshop, the majority of residents expressed a desire to adhere to the growth cap currently identified in the *Joint Upper Blue Master Plan*, which would result in a maximum of 11,212 residential units at build-out, or 75% of the total number of residential units permitted by the zoning in effect in 1998.

It should be noted that many of these categories are interdependent. Population statistics are directly related to economic viability and sustainability. Qualitatively, what comprises a viable community? How would this demographic impact local economic trends? Conversely, if the priority is to attract and maintain a significant number of families, what services and programs need to be provided and how does this impact the existing priorities of the Town?

Action Step A: Continue to implement the *Town of Breckenridge Master Plan*. Consider revising the *Town of Breckenridge Master Plan* to respond directly to the Vision Plan.

Action Step B: Calculate a desired housing mix; determine the number of second homeowners needed to support the existing tax base and determine the number of local residents needed to create a viable workforce. Revise the *Joint Upper Blue Master Plan* to reflect this data, if necessary.

10. The Built Environment

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.



Discussion: Throughout the Rocky Mountains, memorable places and landscapes respond to both the immediate locale and the larger context by employing development patterns and indigenous materials that reflect the natural resources of the area and its design traditions. Successful projects integrate components of the natural landscape into new development, providing immediate visual and physical connections to the mountain environment and complementing the history of the area through thoughtful, innovative design.

Participants in the visioning process expressed two key concerns about the built environment: first, that it respect the historic context of Breckenridge and second, that it be compatible with the natural setting.

Historic properties should be preserved. Landscapes and new buildings should be designed to complement these cultural resources and their traditional development patterns. Architectural principles should be employed that carefully consider building orientation, massing, architectural detailing, and sensitive site planning that will promote sensitive integration of the new with the old.

Development also should minimize impacts on the natural environment, both locally and globally, through the use of sustainable planning and building principles. These include the use of renewable building materials and energy-conserving construction techniques.

In addition, development proposals should be described in ways that are accessible to the public in order to facilitate informed comment.

Action Step A: The Town should review, and update, as necessary, the existing *Town of Breckenridge Land Use Guidelines* and the *Handbook of Design Standards for the Historic and Conservation Districts*, to assure that they identify important design variables, including architectural features, building massing, orientation, and development patterns, which contribute to community identity and livability. These tools also should be refined to ensure that alterations and new construction complement, and add value to the built environment.

Action Step B: Evaluate the existing *Annexation Handbook* and the *Town of Breckenridge Master Plan*, in particular its Urbanization section that identifies potential annexations, to ensure that as future annexations occur they are unified and integrated into the overall community development framework.

Action Step C: Review and update existing policies to ensure that new development and improvements to the Town infrastructure support and enhance the quality of life and character of the Town of Breckenridge.

Action Step D: Review existing policies and revise, if necessary, to ensure that if it occurs, high-density development is compatible with the existing scale and character of historic structures in the area. On larger scale structures, the use of architectural massing techniques and site planning principles should be maintained to minimize their visual impacts on smaller, adjacent structures and on pedestrian ways.

Action Step E: Ensure that public and private developments use architectural detailing, massing and building siting techniques to compliment community character and historical design traditions. Also

ensure that new buildings and public spaces convey a human scale and reflect their connection to the natural setting.

Action Step F: Consider potential policies and incentives that will promote resource conservation in development, including the efficient use of land, and the use of less consumptive, more sustainable, “green” building technologies and materials.

Action Step G: Promote design principles that are compatible with the mountain environment, convey a sense of place, and that complement the Town’s character and image.

Action Step H: Provide a public forum for the dissemination of future development projects to ensure that local residents and visitors are offered the opportunity to track the decision-making process of local elected and appointed officials.



Historic Breckenridge, Colorado

V. CONCLUSION STATEMENT

The Town of Breckenridge Vision Plan was the result of a consensus building process. Not everyone will agree with every item involved with the Vision Plan. However, the Vision Plan provides an exciting point of departure and an important tool to assist the Town of Breckenridge in the future.

VI. DOCUMENTATION AND PUBLIC PROCESS

The following documents will be contained under separate cover and will be available at Town Hall and on the Town of Breckenridge website:

- A. Stakeholder Interview Results**
- B. Community Values Summary: 11/28/01**
- C. Word Compilation Exercise: 11/28/01**
- D. January 17, 2002 Workshop Comments**
- E. Overview of Results: Breckenridge Community Survey: 2/02**
- F. Breckenridge Community Profile: 2/02**
- G. Email Responses to Draft Vision Statements: 2/02**
- H. Interactive Mapping: Map, Comments**
- I. Topic Examples of Potential Improvements and Recommendations**