

APPENDIX: Upper Blue Basin Density Reductions

The 1997 edition of the JUBMP established a goal of reducing ultimate build out of the Upper Blue Basin to 75 percent of the maximum zoned density, to achieve an ultimate basin density of 10,500 units at build out. To achieve this goal, the 1997 Plan outlined numerous “density reduction” strategies for reducing build out by 25 percent or 2,550 units.

As shown in the table below, the County and Town of Breckenridge have worked diligently toward achieving the 25% density reduction target set forth in the 1997 JUBMP. As of December 31, 2010, these efforts have resulted in a total reduction of approximately 1,825 units of density since adoption of the 1997 JUBMP, which is approximately 72% of the targeted 2,550 units.

1997 ESTIMATED REDUCTION IN BUILD-OUT & DENSITY REDUCTIONS ACHIEVED SINCE ADOPTION OF THE 1997 JUBMP (As of December 31, 2010)			
Density Reduction Category	Potential Density Reduction Targeted in 1997 JUBMP (Units)	Actual Density Reduction Achieved by Summit County (Units)	Actual Density Reduction Achieved by Town of Breckenridge (Units)
Voluntary Reduction: Voluntarily downzoning through conservation easements or other appropriate mechanisms. ¹	200	213	0
County Rezoning: Includes strategic rezonings initiated by the County, and County review and approval of development applications initiated by other entities (i.e. rezonings, zoning amendments and subdivision exemptions reviewed for general conformance with the JUBMP’s 25% density reduction goal).	100	58	N/A
Single Family Lot Combinations: single family lots in older subdivision combined (i.e. lot line vacations). ²	200	23	0
Town Guidelines/Annexation Policy ³	50	N/A	98
Site Development Standards: Site constraints, site design and development standards contributing to unused density. Result is development of less density than what was allocated to site through zoning or “land use guidelines”. ⁴	100	365	371

1997 ESTIMATED REDUCTION IN BUILD-OUT & DENSITY REDUCTIONS ACHIEVED SINCE ADOPTION OF THE 1997 JUBMP (As of December 31, 2010)			
Density Reduction Category	Potential Density Reduction Targeted in 1997 JUBMP (Units)	Actual Density Reduction Achieved by Summit County (Units)	Actual Density Reduction Achieved by Town of Breckenridge (Units)
Backcountry Acquisitions ⁵	500	Joint County & Town Acquisitions 176 – Purchased & Permanently Extinguished 217 – Purchased but not Extinguished	
		County Acquisitions 15 – Purchased & Permanently Extinguished 31 – Purchased but not Extinguished	Town Acquisitions 0– Purchased & Permanently Extinguished 6– Purchased but not Extinguished
		Total Backcountry Acquisitions 191 – Purchased & Permanently Extinguished 248 – Purchased but not Extinguished	
Unusable Residual Density (Future Development) Town ⁶	800	N/A	
Unusable Residual Density (Future Development) County: Properties developed at less than full zoning potential. ⁶	600		N/A
Town Master Plan or Master Plan Amendment Process ⁷			506
Subtotals		762 (902 including ‘purchased but not extinguished’)	1,063 (1,178 including ‘purchased but not extinguished’)
Total	2,550	1,825 (2,080 including purchased but not extinguished)	

* Note –The totals shown in this table include 207 commercial SFEs (single family equivalent units) reduced in the Town of Breckenridge.

¹ There are four unincorporated properties in the Upper Blue Basin on which development has been permanently restricted via a conservation easement. These properties include: Monroe PUD, Iron Springs Open Space, Cobb & Ebert Placer, and McCullough Gulch Trailhead. Together, the four conservation easements have preserved approximately 249 acres of open space and reduced a total of 223 development rights in the basin. The density reduction accomplished through the Monroe PUD conservations easement (213 units) is included under ‘Voluntary Reductions’, and the others have been accounted for under “Backcountry Acquisitions” (10 units).

² Since adoption of the JUBMP, a total of 32 lot line vacations have been approved by Summit County Government, reducing a total of 39 development rights. Lot lines vacated prior to February 28, 2000 could potentially be re-established, as a restrictive covenant prohibiting the re-establishment of lot lines was not required until this date. Thus, of the 39 units of residential density reduced through lot line vacations, 16 units are not permanently extinguished via a restrictive covenant.

³ The Town revised Land Use District 31 by ordinance which included the commercial property of Iowa Hill in 2009 from 1:4 FAR to 1:16 FAR, reducing the SFEs permitted on the site from 129 SFEs to 37 SFEs (total reduction of 92 SFEs). Additionally, the Cross annexation reduced 5 SFEs, and the Glenwild annexation reduced 1 SFE.

⁴ Density reductions resulting from ‘Site Development Standards’ were calculated using the difference between absolute and realistic build-out on developed sites, which are assumed to be built-out at less than zoned density. This includes all parcels in the Upper Blue Basin, not just the properties developed since adoption of the JUBMP. Within the Town of Breckenridge this includes 207 SFEs of commercial and 164 SFEs of residential.

⁵ The density reductions achieved through ‘Backcountry Acquisitions’ were accomplished via 71 separate property acquisitions, 42 of which were joint acquisitions by Summit County and the Town of Breckenridge (59%). These open space acquisitions have protected a total of approximately 3,900 acres, permanently eliminating 191 development rights from the Upper Blue Basin, and preventing another 248 development rights from being constructed on sensitive backcountry and rural properties. These 248 development rights have either been transferred off of the property via the Upper Blue TDR Program, or are still remaining on the property and potentially available to be transferred via the TDR Program. “Backcountry acquisitions” also include 17 open space acquisitions located outside of the backcountry (e.g., Iron Springs, Quandary wetland lots, Barney Ford Woods Open Space). These “other” open space acquisitions have permanently eliminated 45 development rights and resulted in another 33 development rights that are potentially available for transfer via the TDR Program or extinguishment. These numbers are included in the “backcountry acquisitions” totals.

⁶ Unusable Residual Density that has been reduced in the Town and County is accounted for under “site development standards”.

⁷ A new category has been added to the original JUBMP Table 5, to account for density reductions within the Town gained by recordation of an approved Master Plan. Since the adoption of the JUBMP, the following projects have reduced the number of SFEs: Delaware Flats Master Plan by 393 SFEs, Highlands Green Master Plan by 2.97 SFEs, Shock Hill Master Plan modification in 1999 by 3 SFEs, the Wellington Master Plan by 5 SFEs, Gibson Heights by 0.03 SFEs, Powder Mountain by 3 SFEs, Peak 8 Place by 3 SFEs, Parkway Center Subdivision by 5 SFEs, and Mountain Thunder Lodge by 32 SFEs.

Despite the County and Town’s efforts to reduce density in the basin, the goal of limiting ultimate basin density to 10,500 units has been exceeded. As summarized in the Basin Overview / Existing Conditions section of this Plan, approximately 10,850 units have been constructed as of December 31, 2010 and it is likely that full build out could realistically reach approximately 14,000 units. This means that, although approximately 1,825 units of density have been eliminated, projected build out of the basin has increased since 1996. The increase in projected build out is primarily due to improved build-out methodology and increased precision of the build-out analysis, and density that has been created for deed-restricted affordable housing (as a result of an exemption from the requirement to transfer in development rights).

Thus, a significant portion of the amendments to the JUBMP in 2011 focused on revisiting the Plan’s 10,500 unit build out target, determining whether it should be revised or potentially eliminated, and re-evaluating and amending the density reductions strategies included in the Plan. The 2011 JUBMP update also focused on identifying strategies to better mitigate impacts on the overall activity levels and carrying capacity of the basin (e.g., water, sewer and road capacity).