



2008 Comprehensive Plan

Town of Breckenridge Comprehensive Plan

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CHAPTER I: INTRODUCTION

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

A. BACKGROUND

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

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

B. COMPREHENSIVE PLAN - DESCRIPTION AND PURPOSE

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

The Plan is not intended to be a regulatory document itself and is not to be used in reviewing specific development proposals. Regulatory documents for development review purposes, such as the Land Use Guidelines, Development Code and Subdivision Standards should be consistent with the Plan, and should in turn implement its goals and policies. The Plan should provide a legal basis for the subsequent adoption of

regulations. Thus, every regulatory provision that is proposed (either new or as a revision) should be reviewed to assure that it is consistent with the background information, goals or policies of this Comprehensive Plan.

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

C. PLAN FORMULATION & BOUNDARIES

In developing the Breckenridge Comprehensive Plan, the Town has worked closely with its citizens and other agencies to collect and analyze opinions, information and data relevant to the formulation of goals and policies. Some of the information and data previously collected for the 1983 Town Master Plan was utilized in compiling this Comprehensive Plan.

Additionally, other, more up-to-date information and data was also acquired for this edition. Many documents were researched in the writing of this Plan; although, the following documents were relied upon more extensively, because they cover many of the same topics that this Plan covers:



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

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

D. RELATIONSHIP TO OTHER PLANS AND DOCUMENTS

This Plan is intended to work in conjunction with other Town planning documents. The Plan is intended to further carry out the general guidance provided in the Town of Breckenridge Vision Plan and the Joint Upper Blue Master Plan. The Plan, together with

the Town's Land Use Guidelines, is intended to serve as the Town's Three Mile Master Plan and guide annexation requests. In addition, a number of other Town documents provide more detailed supplementary information and policy to that found in this Plan. These documents include:

1. Town of Breckenridge Transportation Plan
2. Breckenridge Trails Plan
3. Town of Breckenridge Open Space Plan
4. Art in Public Places Master Plan
5. Upper Blue Nordic Master Plan
6. Cucumber Gulch Recreation Master Plan
7. The Arts District of Breckenridge Master Plan

These documents are incorporated by reference as parts of this Plan.

E. STRUCTURE AND USE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is structured into 12 chapters:

- I. Introduction
- II. Natural Environment
- III. Population and Demographics
- IV. Transportation
- V. Community Facilities
- VI. Economy
- VII. Housing
- VIII. Recreation & Tourism
- IX. Cultural Resources
- X. Historic Character
- XI. Community Character
- XII. Land Use

Each chapter contains background information followed by goals and policies.

1. Background Information

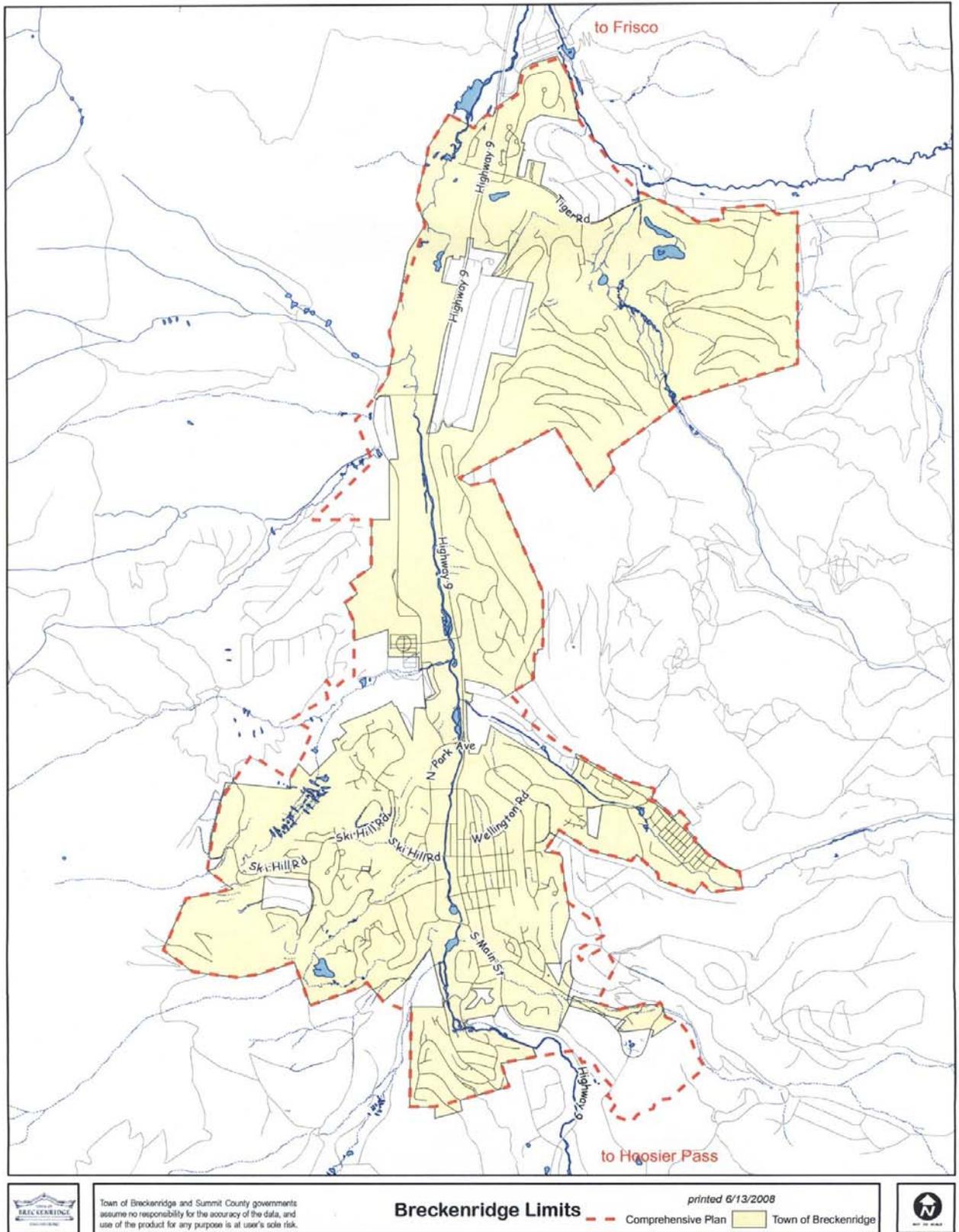
The background information presented in each chapter is based on: previously existing studies and surveys that were prepared for the original Town Master Plan of 1983; studies, surveys, plans, forums and other reports that the Town regularly conducts; and studies and surveys specifically conducted for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

2. Goals

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

3. Policies

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



F. REVISIONS AND CHANGES

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

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

G. INTRODUCTION GOALS AND POLICIES

Goals:

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

Policies:

1. The Plan is an expression of the vision and values of the citizens of the community.
2. The Plan is intended to provide guidance for public decisions and actions.
3. The Plan is a statement of public principles in the form of goals and policies.
4. The Plan forms the basis for more specific ordinances, regulations and standards which implement the Plan.
5. The Plan is not to be used to review development proposals.
6. New or revised regulatory provisions should be reviewed to assure that they are consistent with this Plan.
7. The Plan should be comprehensively reviewed and revised every 5 to 10 years to stay consistent with the vision, desires and needs of the community.
8. Regularly maintain and update the data in the tables in this Plan.

CHAPTER II: COMMUNITY CHARACTER

“Breckenridge is a cohesive and diverse community where residents and visitors experience an historic mountain town with characteristic charm that offers a safe, friendly and peaceful atmosphere where individuals can live, work, play and raise a family.” (Breckenridge Vision Plan, 2002)



The 2002 Breckenridge Vision Plan identified community character as the number one issue for consideration in plans, developments, and decisions that will affect the future of Breckenridge. There is concern that Breckenridge has reached an important crossroads where, without careful balance, the growth and changes that may be necessary to sustain a viable tourism based economy could threaten the health, integrity, and character of the local community. For this reason, this new chapter has been included in this Breckenridge master plan, specifically to explore the fundamental elements of community character and to consider how the community’s character can be preserved and enhanced. The overarching goal of this master plan is to insure that Breckenridge remains a “real” community with distinctive character that is a great place to live, as well as a great place to visit.

Today, Breckenridge is a popular year round vacation destination that enjoys a healthy, resort economy. Breckenridge is also a small community and home to approximately 3,000 year-round residents. Guests and residents enjoy Breckenridge because of its small town atmosphere, vibrant economy, well-preserved historic character, spectacular setting, and many recreation opportunities and amenities. These elements distinguish Breckenridge from other communities and are fundamental to Breckenridge’s charm,

popularity, and prosperity. These elements also reflect the values and character of the community, and should be preserved and enhanced through public policies and goals.

This master plan includes a variety of goals and policies that to some degree overlap to influence and contribute to the character of the community. For example, transportation policies encourage safe, sustainable systems that contribute to a peaceful uncongested small town atmosphere. Land use policies encourage appropriate land use, density, design, and scale that also promote the small town atmosphere. Natural resource policies promote a healthy natural environment, which contributes to the community's prosperity, spirit, and well-being. Housing policies promote a variety of housing options to accommodate a diverse community of residents. Recreation policies promote world-class recreational opportunities that insure affordable and accessible recreation for visitors and residents. Historic preservation policies promote the preservation and enhancement of the historic resources that maintain Breckenridge's unique appearance.

The intent of this chapter is to elaborate further on the fundamental elements that define the character of the community and distinguish Breckenridge from other communities: the people who make Breckenridge a town; the built environment that contributes to the small town atmosphere and the historic charm; and the spectacular setting that supports and nurtures the community.

A. PEOPLE (THE TOWN)

By definition, a community is a group of individuals joined together in a common setting or by interrelated interests and values. The most important element (and the most valuable asset) of any community is the individuals who make up the community. Without them there is no community. Breckenridge has a long history, and throughout its evolution from a small gold mining camp to a world-class destination, diverse individuals have been drawn to Breckenridge. All of them have contributed in some way to the eclectic mix that is Breckenridge today.



The first nonindigenous settlers in Breckenridge were fortune seekers lured here from the east by discovery of gold in 1859. Breckenridge was a rough mining camp with log cabins, tents, and shanties. The settlement was a noisy, raucous, temporary home to prospectors bound together in a frenzied search for gold. A second wave of fortune hunters poured into Breckenridge again in the 1880s when new discoveries of rich silver deposits lured miners, entrepreneurs, and merchants. Breckenridge residents organized

a town government and the population swelled from a couple hundred into the thousands. While Breckenridge was still a raucous rowdy place, with more than its share of dance halls, gambling houses, and saloons, it was developing a sense of permanence and a sense of community. More women and families arrived, and they were instrumental in the evolution of the isolated rough mining camp into a more refined community. With the advent of dredge mining in 1898 the nature of the local mining industry began to change. By 1942 the last of the dredge boats shut down and the once vibrant community lost much of its vitality as the economy languished due to declining demand for precious metals and ores. The population declined to less than 300 and the isolated small community remained quiet and dormant for several decades.



This changed in 1961 when the development of the Breckenridge Ski Area ushered in a new 'recreation' boom. The ever-resilient community sprang back to life and reemerged to support this tourist-based economy. For several decades an emphasis on winter activities influenced both the economy and the character of the community. Jobs were plentiful in the winter, but they were seasonal and weather dependent. There was a relatively small, free spirited year round population that lived for the winter and survived the off-season. With the advent of snowmaking and more year round recreational activities, the economy grew and a more diversified year round permanent population developed. By the turn of the century Breckenridge had evolved from the 1859 mining camp into a popular vacation destination with a healthy year-round resort economy. Today, a relatively small permanent population hosts over two million visitors a year. The population is a mix of prominent long time local families with roots back to the 1800s, more contemporary long time local families with ties back to the 1960s and 70s, and other permanent and seasonal residents who have been drawn by the opportunities and/or amenities.

While much has changed over the course of this evolution, the spirit, character, and vitality of the community has always been influenced by the local economy. To a large degree the vitality of the economy has always been influenced by the character and spirit of the people who have lived and participated in the community. The guests who drive the resort economy are an important component and they are discussed more fully in the Recreation & Tourism Chapter of this plan, but for the purpose of community character, the focus is the year round and seasonal residents that live and participate in the community. This includes individuals and families who live within the municipal boundaries of Breckenridge, but also those who live just outside the boundaries in unincorporated Summit County. Breckenridge recognizes that all of these individuals are



the heart and soul of the community. They are the workforce that supports the resort economy. They provide the vision for the future, and they represent the complex social fabric that makes Breckenridge a distinctive real town.

Because residents and visitors have different priorities and needs, retaining a healthy resort economy while preserving a vibrant local population will always require careful balance. If Breckenridge is to truly control its destiny all decisions and policies should be evaluated against a 'community driven' standard. Specifically, the decisions or policies should be evaluated against whether they further the vision of Breckenridge as a cohesive and diverse community where residents and visitors can 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.

Just as Breckenridge in 2008 is the product of yesterday's values, Breckenridge in 2010, 2015, and beyond will be the product of today's vision, values, and actions. The hope is that Breckenridge will always be a community where people:

- earn a living wage;
- live in the community where they work;
- know their neighbors;
- respect and appreciate one another;
- experience meaningful relationships;
- represent a diversity of income, age, race, gender, and religion;
- have access to health care, education, and recreation;
- participate in commerce, society, and government;
- support each other in times of need; and
- celebrate accomplishments and traditions.

B. BUILT ENVIRONMENT (SMALL TOWN CHARACTERISTIC, HISTORIC CHARM, ENVIRONMENTALLY SENSITIVE DEVELOPMENT)



Breckenridge's small town features, historic charm, and environmentally sensitive development reflect the values and character of the Breckenridge community. Land use and design standards promote these characteristics in the built environment and they are fundamental to Breckenridge's popularity and prosperity. In 1997 the Town of Breckenridge adopted the Joint Upper Blue Master Plan. This plan

characterized Breckenridge as "micro urban" or "micropolitan" which is a unique variation on the traditional rural or small town. In micro urban communities, a relatively small community provides services and contends with issues that are more common in larger or urban areas (parking, congestion, density). Micro urban communities enjoy and value

small town characteristics such as the comfort of knowing one's neighbors, opportunities for social interactions, meaningful relationships, a friendly, low key lifestyle, and a town that is peaceful, real, small in scale, and easy to get around. Typically, micro urban communities also enjoy a healthy economy, and urban services and amenities such as reliable transit, public facilities, entertainment, arts, culture, shopping, dining, and entertainment. While Breckenridge is no longer a traditional small town, retaining and promoting design characteristics that reinforce the small town atmosphere is important to the community's character.



In addition to the small town atmosphere, a significant component of Breckenridge's popularity and economic viability is its rich history as a Colorado mining boomtown. This is well represented in authentic historic buildings. These historic buildings distinguish Breckenridge from other communities. These historic structures also contribute to the community's charm and sense of place. Wood is the predominate material and the buildings are generally small in scale. Many simple log cabins, barns, stables, and outbuildings represent the earliest phases of the Town's development. Small one and two story homes with Victorian influenced porches and design features are also common. The historic commercial buildings are generally two stories with narrow storefronts, large display windows, recessed entries, and false fronts. When Breckenridge was settled in 1859 it was a rough mining camp, built for function and not elegance. This sense of a rustic western mining town has been well preserved in the historic district and contributes significantly to the community's overall charm and character.

While most people associate the Town with its Historic District, there is considerable development outside the core of Town. Insuring that all development is well planned to complement and enhance the natural setting, while reflecting small town characteristics, mountain location, and the rich legacy as a mining boomtown, is important. Good design increases opportunities for social interaction, reduces congestion and decreases dependency on the automobile, separates incompatible uses, supports the community's values, respects our heritage, mitigates the impacts of density, and provides enrichment and inspiration. Good design can also contribute significantly to the charm and character of the community. But, excessive design regulations can also discourage creativity and self-expression, and contribute to a community that lacks authenticity because it is too structured and too sterile. The community should continue to balance



the goals for sensitive design while encouraging creativity, self-expression and individuality. By balancing these goals Breckenridge will remain an interesting, unique, and real community. Designs are encouraged to be innovative while respecting the heritage of natural materials, mountain vernacular form, and environmentally sensitive site planning.

C. NATURAL SETTING

The environment in and around Breckenridge sustains the community in many ways and the sense of place and spirit of the community is largely defined by the high alpine setting. While the demographics and interests of residents and visitors differ in many ways, there is overwhelming consensus in regard to the importance of the scenic backdrop, the pristine backcountry, a healthy natural environment, and clean air and water. The environment supports unlimited recreation opportunities, which are also valued highly by both residents and visitors. It also provides an escape where one can find peace, quiet, solitude, serenity, and inspiration.

While much of the undisturbed backcountry that contributes to the spectacular high alpine setting is located in the Upper Blue Valley outside the municipal boundaries of the Town, it is still a fundamental element of the character of Breckenridge. There is interdependence between the economic viability of the Town, the quality of life for residents, and the health and integrity of this spectacular setting. Protection and management of this natural resource requires multi-jurisdictional cooperation and planning. The Joint Upper Blue Master Plan adopted by the Town of Breckenridge, the Town of Blue River, and Summit County seeks to sustain the quality of the Upper Blue Valley's resources, and includes goals and strategies relative to the overall carrying capacity of the basin and the preservation of the backcountry. Both the Town and the County should continue to implement this plan and make decisions that are consistent with its vision.

Throughout history each of the economic booms has had impacts on the environment and some, like mining and timber, have been quite devastating. Today, there are many examples of the Town's commitment to environmental stewardship, and many of the Town's environmental accomplishments



are further discussed in the 'Natural Environment' and 'Recreation and Tourism' elements of this plan.

Because the environment is such an integral part of this community there will always be opportunities for continued stewardship. The health, spirit, prosperity, and character of the community depends on a healthy natural environment and a healthy natural environment depends on the character of the community. Breckenridge is part of a much larger system, and as such, the Breckenridge community should strive to be a leader both locally and outside the community in environmental responsibility. Many issues such as forest health, climate change, solid waste, and energy conservation transcend municipal boundaries and will require long term close attention for our community's health and for the well-being of the much larger global community.

D. COMMUNITY CHARACTER GOALS AND POLICIES

Goals

1. Ensure that people can live, work, play, and raise families in Breckenridge.
2. Protect and enhance the charm and historic character Breckenridge.
3. Protect the small town characteristics that distinguish Breckenridge from other resorts and communities.
4. Support and enhance the health and integrity of the natural environment that sustains the spirit of the community.

Policies

Community character is an overarching goal of this master plan. The community character goals above are implemented through numerous policies found throughout the various chapters of this master plan.

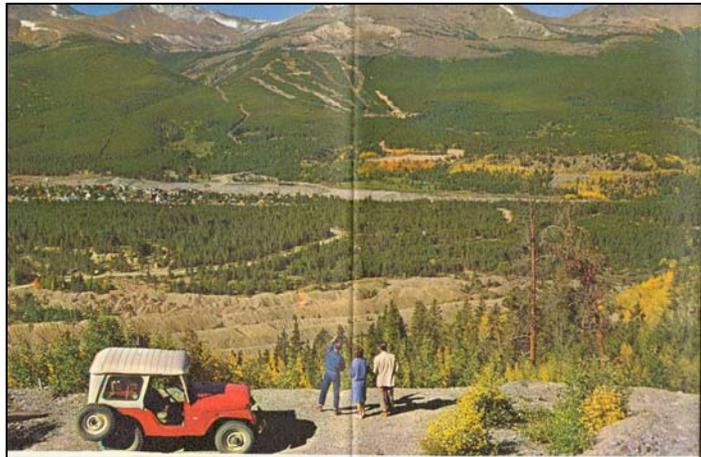
CHAPTER III: ECONOMY

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

A. HISTORICAL OVERVIEW

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

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

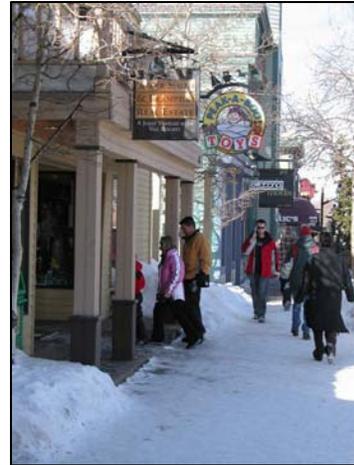


With the downturn of the national economy and especially the State of Colorado during the early 1980's, the Breckenridge economy suffered as well. Similarly, as the national and state economies recovered in the late 1980's, so did the Breckenridge economy. The Breckenridge economy remained strong through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

In addition to the tourism economy, the second home building market has been a major contributor to the local economy. The "Baby Boomer" generation (approximately 1946 to 1964) is now either reaching retirement or moving into their highest earning years and some of the wealth held by this group is being invested in real estate, particularly in

attractive resort locations such as Breckenridge. Thus, even as home construction has slowed on the Front Range and in most national markets in 2007, the Breckenridge home construction market has remained strong. The second home building market not only creates numerous jobs in construction, but also creates needs for a number of jobs that support the construction industry (e.g., material supplies, landscaping services, realtors), and the additional need for retail and service commercial uses to serve all these workers. In turn, this creates the demands for more construction to provide workforce housing for these workers.

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



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

B. EXISTING ECONOMY

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

Table 1: Largest Summit County Economic Sectors – 2002¹

Sector	Businesses	Employees	Payroll	Sales
Retail Trade	387	3,067	\$59 mil	\$510 mil
Accommodations/Food	195	6,390	\$79 mil	\$226 mil
Real Estate & Rental²	212	1,575	\$35 mil	\$150 mil
Entertain./Recreation	42	5,561	\$66 mil	\$190, mil

¹ US Census Bureau

²Long-term rentals, not including accommodations (lodging)

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

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

Table 2: Largest Breckenridge Economic Sectors – 1997¹

Sector²	Businesses	Employees	Payroll	Sales
Retail Trade	136	500-999	\$10-24 mil	\$100-249 mil
Accommodations/Food	89	1,000-2,499	\$10-24 mil	\$50-99 mil
Entertain./Recreation	11	1,000-2,499	\$10-24 mil	\$50-99 mil

¹ US Census Bureau² Real Estate & Rental information is not compiled by zip code. More recent data is not available.

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

Table 3: Breckenridge Monthly Percentage of Annual Sales Tax¹

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

¹ Town of Breckenridge Finance Department

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

Table 4: Winter & Summer Sales Tax (%)¹

Year	Winter²	Summer
1999	66.2	33.8
2000	64.1	35.9
2001	65.4	34.6
2002	66.1	33.9
2003	65.5	34.5
2004	66.1	33.9
2005	67.0	33.0
2006	67.3	32.7

¹ Town of Breckenridge Finance Department² Winter is November – April

The secondhome and investment property market in Summit County has become an economic driver approaching the level of tourism (see Table 5, below); and may soon

overtake winter tourism (as has already occurred in some other resort communities in Colorado). Second home-owners also contribute to the local economy, which has three major components (tourists, residents, and second homeowners).

Table 5: Summit County – Base Analysis by Economic Driver for 2002¹

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

¹ Lloyd Levy Consulting with Hammer George Associates for “The Social and Economic Effects of Second Homes” 2004, Northwest Colorado Council of Government

In order to better understand the dynamics of the Breckenridge economy, the Town has commissioned and participated in several studies. The Town of Breckenridge was one of the mountain community participants in the 2006 study, “Transitions in Mountain Communities: Resort Economies and their Secondary Effects” conducted by Northwest Colorado Council of Governments (NWCCOG). This study identified economic drivers including visitors, income, and the number of jobs generated from second homes in resort communities. The



The information gathered has been further studied by NWCCOG to determine trends and provide information to elected officials and staff to aid in planning for the future needs of mountain resort communities. In addition, this study focused on the impact of second homes on the local workforce and workforce housing. A summary of findings for the entirety of Summit County (Summit County, Breckenridge, Frisco, Silverthorne, and Dillon) were:

- The percentage of homes owned by second homeowners decreased slightly, from 67% in 2003 to 65% in 2006.
- Summit County second homeowners spend an average of 68 days a year at their properties – the highest annual average in the region.
- Second homeowners in Summit County spend an average of 26 days at their properties during ski season, and 19 days in July and August.
- Summit County has the second highest number of visits during the shoulder seasons, after Grand County (11 days April through June, and 12 days September through November).
- Of all counties in the study, Summit has the highest percentage of homes owned by second homeowners, followed closely by Grand County (64%).
- 76% of second homeowners in Summit County said they consider their property a vacation home.

- In Summit County, the top three reasons second homeowners purchased their properties were slightly different in 2006 than 2003, with the third and fourth reasons changing places.

In 2003:

1. Recreational amenities – 85%
2. Proximity to ski resort – 82%
3. Scenery/surroundings – 76%
4. Intend to vacation here for years – 63%

In 2006:

1. Recreational amenities – 80%
2. Proximity to ski resort – 79%
3. Intend to vacation here for years – 69%
4. Scenery/surroundings – 64%

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

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

Table 6: Colorado Ski Communities -2007 Averages

Ski Community	Sales (\$mil) ¹	Skier Visits ²
Aspen	604	618,114 ³
Vail	488	1,566,345
Steamboat Springs	558	1,007,345
Breckenridge	300	1,464,642
Telluride/Mt. Village	162	360,340
Snowmass Village	129	719,157
Winter Park/Fraser	127	982,692
Crested Butte/Mt. Crested Butte	92	368,782

¹ State of Colorado Department of Revenue website

² Colorado Ski Country USA website

³ Includes Ajax, Highlands, and Buttermilk ski areas

As is noted above, the Breckenridge economy depends heavily on revenues generated from sales. Table 7, below, compares the various sectors of the local economy that generate sales taxes. As can be seen from the table, lodging (short term rentals) represents the largest economic sector, followed by retail, restaurants and grocery-liquor.

Table 7: Sectors of Breckenridge Sales Tax – Annual (\$ million)¹

Sector	1996	1998	2000	2002	2004	2006
Retail	55.7	58.4	61.9	63.1	63.7	74.0
Rentals	58.2	64.7	66.8	63.7	63.4	80.7
Restaurants	43.4	46.3	50.8	49.4	52.4	64.5
Grocery-Liquor	26.1	31.4	34.8	35.3	37.1	41.7
Utilities	12.9	14.2	17.2	17.9	22.4	29.5
Supplies	8.9	10.9	18.4	15.6	21.0	31.5

¹ Town of Breckenridge Finance Department

When analyzed on a monthly basis, generally all of the sectors fluctuate with highs during the winter and summer, and lows during the off-seasons. However, some sectors fluctuate much more than others, especially retail and lodging. Table 8, below, shows the monthly fluctuations for 2007. Data from other years has shown similar fluctuations.

Table 8: Sectors of Breckenridge Sales Tax – Monthly 2007 (\$ mil)¹

Sector	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Retail	9.8	9.5	13.3	5.3	2.2	4.4	6.0	5.0	5.1	3.0	4.2	11.8
Rentals	14.2	14.9	21.0	6.1	1.0	3.2	5.0	4.1	3.0	1.5	2.8	14.8
Restaurants	8.3	8.5	10.0	4.7	2.1	4.3	6.2	5.9	4.6	2.5	3.5	7.9
Grocery/Liquor	5.1	4.5	4.8	3.0	2.2	2.7	3.8	3.7	2.8	2.4	2.4	7.6
Utilities	3.5	3.1	3.5	2.6	2.3	2.0	1.5	1.6	1.7	1.8	2.2	3.2
Supplies	2.8	2.5	3.0	1.8	2.1	3.1	2.8	3.0	3.2	3.2	2.6	3.8

¹ Town of Breckenridge Finance Department

A growing source of revenue for the Town is the one percent Real Estate Transfer Tax that is levied on all real estate transactions. The Town typically uses these revenues to fund capital improvement projects (e.g., street improvements, construction of affordable housing) that benefit the community. The growing revenues provide a good overall indication of the growth in values in the real estate market in Breckenridge.

Table 9: Town of Breckenridge Real Estate Transfer Tax¹

Year	Tax Revenue Collected
1990	\$510,769
1995	\$1,116,682
2000	\$2,912,016
2005	\$4,897,997
2006	\$5,811,220

¹ Town of Breckenridge Finance Department

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

Table 10: Average Annual Unemployment Rates (%)¹

Location	2002	2003	2004	2005	2006
Summit Co.	4.3	5.0	4.3	3.8	3.2
Colorado	5.7	6.0	5.6	5.1	4.3
Nation ²	5.8	6.0	5.5	5.1	4.6

¹ State of Colorado, Department of Labor and Employment website

² National figures are from US Department of Labor

When looked at on a monthly basis, the unemployment rate for the County fluctuates more than the State, with relatively large increases in May and June during 2006. Furthermore, the County's unemployment rate is lowest in the winter months, (see Table 10, below), which is when unemployment generally is highest in most jurisdictions.

Table 11: Monthly Unemployment Rates (%)¹

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

Year	Location	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
2006	Summit County	3.1	2.9	2.8	2.9	4.6	3.7	3.3	3.0	3.0	3.4	3.0	2.7
	Colorado	5.0	4.6	4.6	4.3	4.3	4.7	4.6	4.3	4.0	3.8	3.9	3.9

¹ State of Colorado, Department of Labor and Employment website

C. STRATEGIES

The 2002 Breckenridge Vision Plan identified the top two priorities for the Town as “community character” and “economic viability/sustainability”. The Vision Statement within the plan contains a clause calling for a “strong and sustainable year-round economy” as a long-term goal of the Town. There are several key elements to achieving



this goal. The Town is seeking to fill out the two shoulder seasons (late Spring and early Fall) when visitors and tax revenues decline, as well as growing the summer season. One method to do this is to attract more visitors during these periods. The Town has a lot of under-utilized rental unit capacity which could be filled. From a sustainability perspective, this can be a more appropriate economic development tool than the traditional tool of attracting more businesses with the resulting impacts to infrastructure and the

environment. Another method is to diversify the economy by encouraging commercial businesses that provide wages greater than traditional tourist-oriented businesses provide and that serve the needs of local residents and second homeowners. One way to accomplish this would be to work towards attracting small “green” businesses, such as software development companies. The latter would help reduce “down-valley leakage” of revenue. In conjunction with this, the Town is seeking ways to get second home-owners to come here more often, as they have evolved into spending more time in the community - many bring their extended families and use their home as a retreat – and many are retiring here.

As is discussed in this chapter, a portion of the local economy is fueled by construction of second homes and the resulting commercial businesses needed to support the second home industry and its employees. As the Town reaches buildout within the next ten years, the construction business may experience less volume than it does today, as construction will be focused on redevelopment projects. The exact effects on the construction industry are difficult at this time to predict, but they should be monitored as the Town approaches buildout. These could be somewhat offset by other changing aspects of the demographics that affect the economy (e.g., second homeowners becoming full-time residents, additional visitors with buildout of resort properties).



Another way to achieve a strong and sustainable year-round economy is to provide new amenities in addition to recreation. These amenities include the cultural arts and heritage tourism. Amenities also provide more opportunities for residents, visitors, and second home-owners to participate in the local economy. The Town believes such amenities make our community more competitive with other resort communities because tourists – especially aging boomers - are looking for more than just recreational activities to partake in during their vacations. Additionally, the Town is looking to appeal to a broad array of visitors, not just destination and day trippers, but families, young adults, teens, tweens, children, and non-recreationists.

To address providing such amenities and broadening its appeal, the Town has invested in the establishment of an Arts District, where a number of art workshops are regularly held. The Town has also invested in a public art program, which periodically places new pieces of public art in key locations in the community. The Town has made a significant investment in heritage tourism, which attracts a visitor group that typically stays longer and spends more money. Heritage tourism is especially appropriate for the Town to market, because of the authenticity of the historic district. The Town developed a heritage tourism plan (entitled “Breckenridge 150: A Springboard for Heritage Tourism”) and has funded the establishment of the Breckenridge Heritage Alliance, a non-profit entity that promotes heritage tourism, plans for historic events (e.g., Kingdom Days, Brick 150), and undertakes historic restoration projects to attract more heritage tourists. One significant upcoming event is the Brick 150 celebration, when the Town of Breckenridge has its 150th birthday in 2009. Creating a regional heritage program with nearby communities could attract even more visitors.

Other ways that the local economy will be strengthened is to find ways to get day-skiers to stay for dinner, drinks, shopping and entertainment; growing the Colorado overnight skier numbers; and strategizing to attract more destination visitors. The Town continues to partner and coordinate with the Breckenridge Resort Chamber, the ski area and other agencies to provide better marketing efforts and guest services in order to attract more visitors, especially the destination visitor who generally spends more money than the typical day visitor. Marketing the “brand” of Breckenridge along with our unique and authentic experiences also strengthens the economy. Improved telecommunications and technology is also important in attracting new businesses and visitors to our community.



The Town has developed a plan (the Main Street Revitalization Plan) that will re-design Main Street to make it more enticing and pedestrian-friendly. This could help attract more visitors, especially day-skiers after skiing, to visit the commercial core. Suggestions in the Plan include sidewalk improvements, bulb-outs at intersections, street furniture, public art, more appropriate landscaping, and enhanced lighting and signage including way finding. Easier access from the parking lots on Park Avenue to Main Street is critical to this concept. The Town is actively working with the ski resort

on the planning of the development of the parking lots next to the gondola, with a goal of creating a “breadcrumb trail” (of commercial development) from the future parking structure to Main Street, enticing day skiers to stay in the Town.

A final strategy that is being recognized by the Town is that the sustainability of our economy is very much tied to the sustainability of our other resources. For example, many visitors are attracted to the historic charm of Breckenridge and the small town atmosphere that one can experience here. It is thus critical to retain the community’s character, which includes the scale and design of buildings, the preservation of our historic buildings, preservation of surrounding open space and natural settings, and minimizing times of “urban” gridlock. Thus, this Economy Chapter relies largely on the policies in other chapters of this Plan, such as Community Character, Recreation and Tourism, Transportation, and Land Use in order to sustain the attractiveness of Breckenridge for future generations.

D. ECONOMY GOALS & POLICIES

Goal

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

Policies

1. Support new activities, which provide year-round or off-season economic benefits to the community.
2. Promote festivals to support tourism and the local economy, particularly during non-peak visitation periods.
 - Monitor and analyze the impacts of festivals on local infrastructure (e.g., traffic) during both peak and non-peak visitation periods.
3. Support the location, retention and expansion of businesses that provide higher-than-average wages (e.g., software development companies).
4. Seek ways to engage second home-owner participation within the community and encourage their more frequent visitation.
5. Provide new amenities, in addition to recreation, including cultural arts, heritage tourism and other amenities that are aimed at a broad array of visitors.
6. Implement the Breckenridge 150: A Springboard to Heritage Tourism plan.
7. Utilize BEDAC to make recommendations regarding strengthening and sustaining the local economy.
8. Continually renew offerings to keep the community attractive and interesting to visitors.

9. Keep the ski resort and supporting community competitive in the national marketplace.
10. Develop and implement strategies that encourage day-skiers to spend time in the community after skiing and increase the number of Colorado skiers using overnight accommodations.
11. Work with the Breckenridge Resort Chamber and the Breckenridge Ski Resort to coordinate marketing and guest services in order to attract more destination visitors and other market segments.
 - Capitalize on fluctuations in currency and increase marketing to international visitors, particularly in times when the U.S. dollar is weak relative to foreign currencies.
12. Explore ideas regarding the “branding” of Breckenridge.
13. Market the amenities of Breckenridge that are unique and authentic (i.e., history, recreation, lifestyle, quality of life, etc.)
14. Continue to pursue the commercial investment in telecommunication and technological infrastructure.
15. Work with the business community to promote the commercial core’s sense of place through enhanced design, way finding and other methods.
16. Enhance Main Street to improve its sense of place and its retail experience.
17. Enhance the access between Main Street and the Watson-Sawmill parking lots.
18. Work with private landowners with businesses backing to the River walk to provide amenities that improve the appearance and pedestrian attractiveness of the River walk and adjacent areas.

CHAPTER IV: NATURAL ENVIRONMENT



This chapter describes the local natural environment and sets policies intended to protect sensitive or critical natural resources and to avoid development in areas subject to natural hazards. To residents and visitors, a high quality environment is critical to overall quality of life. Stewardship of the environment, today, leaving it “better than we found it”, is important for future generations to be able to enjoy their natural surroundings and the

quality of life it provides. Without stewardship, there is the chance of “killing the goose that laid the golden egg”. Minimizing development in areas subject to natural hazards is necessary in order to protect people and property. Additionally, it must be recognized that the environment has certain capabilities and limitations that should not be exceeded, and that renegotiation and restoration at our high altitude and climate is difficult. Finally, an understanding of the local environment is critical to focusing development in the more appropriate areas at appropriate intensities and uses.

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

A. NATURAL RESOURCES

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

Breckenridge depends on the ability of the community to protect and enhance its natural environment.

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

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

1. Water

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

It was integral to the Town's mining past, and today sustains our recreation-economy.



Water is used for snowmaking for the ski area and for irrigation for the golf course - both use untreated water - which are essential to the Town's economy.

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

Treated water is one of the major limiting factors in regard to growth management for the Town. The primary component of the Town's treated water system is the Goose Pasture Tarn which holds 800 acre feet. Currently, the system is serving 9,242 users, which is

about 71% of build-out. The Tarn's capacity is adequate to serve 13,055 water taps which is 103% of the system's projected build-out. This means there are about 385 remaining taps above projected build-out numbers. This build-out includes many taps outside the Town limits.² Because there is not a lot of extra water available, the Town has implemented methods to minimize water use. The Town adopted a Water Conservation Plan in 2004, which outlines strategies to help conserve water and make more water available. The Town also adopted a Drought Conservation Plan in 2001 that includes a scale of restrictions that can be imposed on water use depending on the level of the Tarn and inflowing water. Finally, the Town is already implementing conservation measures including being selective in providing out of Town water service and requiring low flow fixtures, pressure reducing valves and water check valves for new buildings. The Town intends to pursue other water reduction policies such as encouraging drought-resistant landscaping (or xeriscaping) for developments, and assuring irrigation plumbing is efficient.

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

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

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

The Town has implemented several river restoration projects on the Blue River, including dredge rock removal and regrading of the river banks. Impervious liners have been laid down and covered with rock to reform the river bed and prevent seepage into the ground. The Town intends to continue to support river restoration efforts in the area. A more thorough discussion of the Town's water system can be found under the Community Facilities Chapter of this Comprehensive Plan. The 1998 Town Water Master Plan also contains extensive details about the Town's water system.

Wetlands play a critical role in the hydrology system of the area. Wetlands perform several functions, including groundwater recharge and discharge, flood control, water

² Breckenridge Water Division

purification and sediment retention. Additionally, wetlands provide habitat and food for wildlife. Because of their importance, the Town has adopted wetland protection policies through minimum setbacks, open space dedications and environmental protection. Furthermore, federal permits are required for certain activities within wetlands. Even with these protections, the Town regularly reviews existing wetland policies and updates them if necessary. Cucumber Gulch contains some of the Town’s most important high quality wetland resources. The Town has established a preventative management area ordinance, which establishes large no disturbance areas near Cucumber wetlands. The Town also uses the services of an environmental consulting firm to periodically monitor water quality in Cucumber Creek and its associated wetlands.

2. Air Quality

The Air Pollution Control Division (APCD) of the Colorado Department of Public Health and Environment is the state agency responsible for monitoring air quality in Colorado. The APCD monitors for six pollutants, as directed by the United States Environmental Protection Agency. These six pollutants are: carbon monoxide, ozone, nitrogen dioxide, sulfur dioxide, particulate matter, and lead. According to the APCD, decades long monitoring has indicated that particulate matter is the only pollutant of concern in the Breckenridge area. Particulate matter with a diameter of 10 microns or smaller (PM₁₀) is being monitored by the APCD at the Summit County Justice Center located at the intersection of North Park Avenue and Airport Road. The other five pollutants either have never been a concern or are no longer a concern. For example, nitrogen dioxide and sulfur dioxide are typically associated with large industrial plants, which are not present in Breckenridge; carbon monoxide and ozone are typically problems in large urban areas; and lead has been eliminated from automobile gasoline.

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

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

Table 1. Breckenridge Year 2005: PM₁₀ Data Summary¹

	Days	24 Hour	24 Hour	24 Hour	Annual	Annual
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	Sampled	Maximum ug/m ³	Expected Exceedances (Year 2000)	Expected Exceedances (3 Yr. Ave.)	Average ug/m ³ (Year 2000)	Average ug/m ³ (3 Yr. Ave.)
Breckenridge, 501 N. Park Ave.	116	170	2.94	.735	21.4	19.7
National standards		150			50	

¹ Colorado 2005 Air Quality Data Report, Colorado Department of Public Health and Environment, Air Pollution Control Division
 ug = micrograms

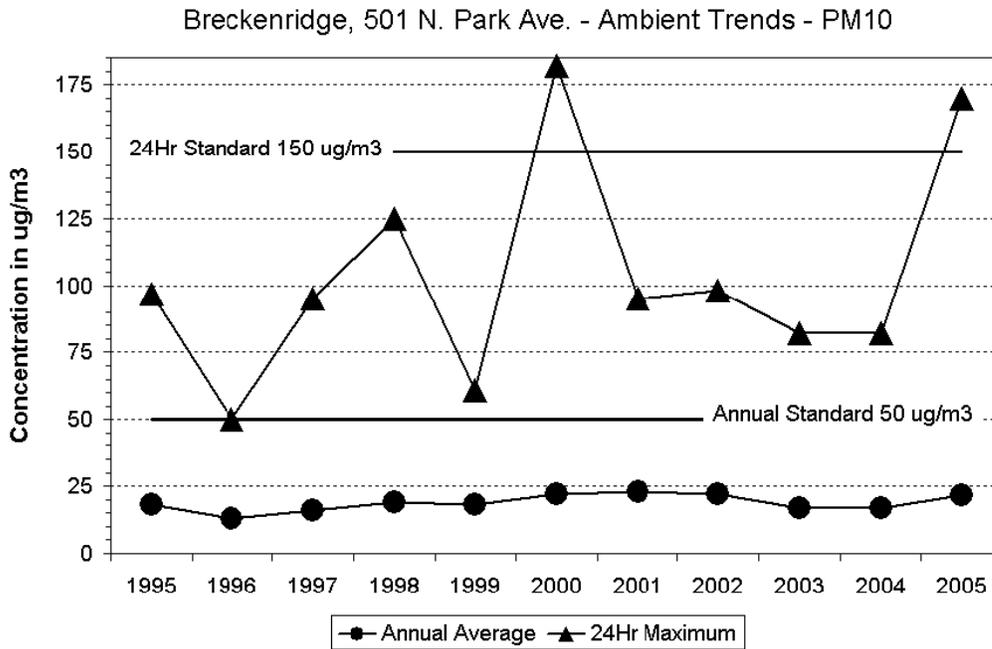


Chart Source: Colorado Department of Public Health and Environment

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

The primary source of particulate matter is dust, with secondary sources being from vehicle exhaust and wood smoke. Dust comes from many sources including: sanding of

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

roads; vehicular traffic on roads; unpaved surfaces such as roads, driveways, parking lots and sidewalks; construction sites; and forestry activities. There is also an asphalt and concrete batch plant in Breckenridge, which contributes to particulate matter pollution. Winter is the worst time of year for air pollution, because stagnant air conditions occur more frequently.⁴

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

3. Soils

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

4. Slope

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

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

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

5. Vegetation

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



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

The vegetation of the area is important as a visual resource, as a screen or buffer from development, and wildlife and ecologic purposes. Bio-diversity (the number of species and their relative abundance) is of primary concern with vegetation. Because of its importance to the community, the Town has implemented programs to protect vegetation. The Town requires the screening of development through development code policies. Landscaping is required in order to contribute to a more beautiful site, to screen development and to provide for a buffer from development. Particularly beautiful and healthy trees are protected against development impacts because they serve as specimen trees, which must be maintained on the property. Trees and other vegetation

are protected by disturbance envelopes. Drought tolerant landscaping and irrigation are encouraged through the development code.

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

Several species of non-native plants have become a threat to the economic and environmental value of land in Breckenridge, Colorado. These plants are not indigenous to this area and have no natural predators or diseases to keep them in check. They are rapidly displacing native vegetation, causing a loss of native ecosystem stability and diversity, while affecting recreational resources. Pursuant to § 35-5.5-101, *et seq.*, C.R.S., The Colorado Noxious Weed Act, the state of Colorado has mandated that “each municipality in the state shall adopt a noxious weed management plan”. The Town has appointed a representative to the Summit County Weed Advisory Board and is working with the County’s noxious weed program coordinator, for the purposes of fulfilling its responsibilities with respect to the Act and managing all of the lands within the Town limits with respect to noxious weeds. As part of this planning, the Town is requiring that property owners abate identified noxious weeds on their properties. The Public Works department has designated staff to inspect and treat Town-owned properties and work with private property owners to develop weed management plans and eradicate noxious weeds. The Town partners with the County to manage noxious weeds on open space parcels that are jointly owned.



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

6. Forest Resources

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



The forest lands in the Breckenridge area also contain great “intrinsic” values (i.e., resources that

do not necessarily have a direct commercial value). The US Forest Service manages national forest lands around the Town for ecological and natural processes, biological diversity, habitat enhancement, natural landscapes, education, and scenery. While it is difficult to place a commercial value on these resources, they undoubtedly are vital to the health of the forest and to the welfare of the Breckenridge community. One of the greatest intrinsic values for the Breckenridge community is the surrounding mountain backdrop, which is critical to the tourist and recreational industries that are such an integral part of the community and upon which the community is so dependent. The surrounding mountain backdrop also plays a vital role in defining the community's character.

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



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

Forest resources on private lands and public open space lands within and outside of the Town limits have similar resource values to those found on National Forest lands in that they predominantly have recreation and intrinsic values, including heritage stands which contain old growth or undisturbed trees. There is virtually no private commercial timber land in the Upper Blue Basin, because almost all of the private landholdings have been subdivided into smaller acreages. The Town has coordinated with and will continue to coordinate with Summit County regarding forest resources outside of the Town limits through joint planning and open space efforts and by commenting on specific development proposals. The Town protects forest resources within Town limits by adopting policies, ordinances and standards that address impacts to these resources. For example, the Town strives to preserve specimen trees on properties, preserve undisturbed forested areas outside of building envelopes, and preserve treed buffers from adjacent properties in review of development applications. Many of these forest resources are also addressed under other chapters in this Comprehensive Plan.

In addition to development impacts, other activities can also impact forest resources. Development of new ski trails in forested areas, particularly in spruce/fir forests just

below timberline, can remove healthy trees that may become more important from a visual and habitat standpoint as the pine bark beetle infestation eliminates most of our lodgepole pine stands (see later discussion).

Insects and diseases that affect the forests in and around Breckenridge include various bark beetles, armillaria root rot, cytospora canker and dwarf mistletoe. If left unchecked, these problems can spread to other trees. Most of these problems require either pruning or removal of the affected tree, along with



proper disposal. The Town has implemented preventative

and remedial actions dealing with bark beetles, including education, requiring land owners to remove diseased trees and including such trees as a nuisance. The Town encourages methods that assure that affected trees are properly addressed in order to prevent the spread of the insect or disease. Because outbreaks of insects and diseases are more likely to occur in unhealthy tree stands, the Town will continue to support projects that improve the health of the forest, such as reducing single species, uniform aged, dense tree stands.

The infestation of pine bark beetles in the Upper Blue Basin is potentially approaching epidemic proportions. Some forest management experts project that up to 90 percent of the existing lodgepole forest, which dominates elevations below 10,500 feet in the valley, will succumb to the onslaught of the bark beetles. In recent years, the Town has aggressively worked to address bark beetle impacts on Town lands and has also worked



with private landowners to assist them in addressing the beetle. Programs that have implemented include preventative spraying of select trees on Town properties, financial assistance to private landowners for removal and chipping of beetle-infested trees, and public education efforts. The Town is beginning to work on a multi-pronged plan for forest recovery after the pine beetle has moved through the area, including looking at issues such as reforestation and wildfire prevention/mitigation.



Wildfire hazard is another problem associated with the forests inside of and outside of the Town limits. The Town encourages the implementation of methods to reduce wildfire hazards. Fuel breaks, especially around buildings, should be allowed in order to reduce

the chances of wildfires destroying the buildings, and likewise, reduce the likelihood of a house-fire spreading to the forest. However, because the Town is served by a professional fire department that is at station at all times, fuel breaks within Town limits should be minimized. This should be done in order to achieve other desired goals, such as screening buildings from view and protecting the visual qualities of view corridors and prominent hillsides.

The loss of our lodgepole forest and potential subsequent wildfire would alter the landscapes surrounding Breckenridge. The aftermath of such events could result in a loss of vegetation and ability to hold the soil in place. When this happens, the entire watershed becomes susceptible to greatly accelerated erosion, resulting in increased sedimentation in our streams and potentially Goose Pasture Tarn, the Town's primary water supply. Aquatic habitat could be significantly impacted. Large wildfire events in other parts of Colorado (e.g., the Hayman Fire) have experienced these issues. Therefore, the Town is pro-actively looking at ways to better manage its watersheds and plan for post-pine beetle conditions.

7. Visual Resources

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



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

Major visual elements are important to preserve and enhance due to their impact on community character, quality of life and the local economy. Because of this, the Town has created policies for the preservation of the visual beauty of the basin. The Town has identified two major policies regarding visual resources. The first is the establishment and preservation of a visual corridor along Highway 9, the main entrance to the Town. In order to achieve this policy, a 150' set back has been designated along both sides of the highway with only very low density being allowed within the setback. It is also encouraged that any density from this area be transferred to a more suitable location for development to further help preserve the views of the mountains and the Blue River as one enters the community.

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

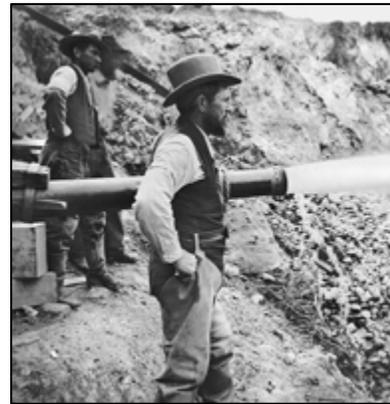


Preserving open space, both inside and outside of the Town's boundary, will help preserve the visual resources which are so important to the Town; as well as help with the protection of the natural environment. The Town Vision Plan of 2002 noted that accessible open space, trails and backcountry should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

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

8. Mineral Resources

Breckenridge was founded as a mining community in 1859 and the Town and surrounding area sits in one of the richest, mineral-laden areas in Colorado. Mining methods started with panning from the local rivers and streams. Looking for more efficient ways, miners then turned to hydraulic mining using large nozzles fed by water diverted through hand-dug ditches and pipes known as flumes, leaving eroded and exposed areas of land. At the same time that hydraulic mining started, the miners also turned to hard-rock mining, blasting and digging shafts and adits into the ground, with visible piles of mine tailings left as a by-product.



Finally, from the turn of the last century to the start of World War II, dredge boats were used to churn up the riverbeds, leaving huge piles of dredge rock several miles in length where the rivers once flowed.



Active hard rock mining has not really been a significant contributor to the recent Breckenridge economy. Nearby mines which at one time produced gold, silver, copper, lead and zinc, have virtually all been abandoned

because the net metal value, after milling, does not cover the local cost of mining the ore. Today, active mines must be permitted through the Colorado Division of Minerals & Geology, and through the U.S. Forest Service if located on National Forest lands. The Division states that there are a few active small-scale placer mining operations being conducted in Summit County. There are also a few hard rock mining operations in Summit County that have permits with the State, although none are currently being operated. The U.S. Forest Service stated there are three active mine operations in the Upper Blue Basin, none of which are at a commercial level. However, an increase in the price of a mineral could potentially bring a return to mining in the area. This potential was noticed during the 1980's when the sudden high price of gold brought a resurgence of interest in permits for exploratory mining. However, no significant resurgence in mining materialized due to the subsequent drop in gold prices.⁵

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

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



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

⁵ Conversation with US Forest Service personnel

⁶ Conversation with Colorado Division of Minerals & Geology personnel

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



The State regulates active mines for compliance with standards. However, many abandoned mine sites were shut down long before such standards existed. The Town will continue to work with other jurisdictions and private property owners to assure that pollutants from mining operations and reclamation of sites are properly addressed. Also, the Town supports design standards that address any new mining activities in the area. Partnering in regards to financing the reclamation of these mines is critical because of the enormous costs involved. Additionally, these mining sites provide an integral element of the history of the area. After all, Breckenridge was originally founded as a mining community. The Town supports efforts to offer interpretation of these mining sites, not only because of the value that history brings to a community's citizens, but also for the economic revenue that can be generated from tourists visiting these sites.

9. Wildlife

While some wildlife species have experienced substantial amounts of their habitat being degraded or destroyed in recent years, there is still a lot of wildlife that remains in the Breckenridge area. Larger mammals seen in the Breckenridge area include moose, elk and mule deer. Elk and deer migrate from the higher elevations in summer to the lower elevations in winter. Mountain goats, black bear, coyote, red fox, mountain lion, and bobcat are also found in the Breckenridge area.



Smaller mammals include pine martens, marmots, porcupines, beavers, muskrats, snowshoe hares, picas, skunks, squirrels, and chipmunks. Common birds include osprey, red-tailed hawks, goshawks, coopers hawk, boreal owls, Canadian goose, ducks, ptarmigan and grouse. The Colorado River cutthroat trout, brook trout, rainbow trout and brown trout inhabit the rivers and streams around Breckenridge.⁷ Non-native brown trout have been stocked in the basin, and out-compete native cutthroat trout, preventing them from occupying numerous water bodies. The cutthroat trout are found only in French Creek above the Wellington-Oro mine, where contamination prevents the Brown trout from invading their habitat and displacing them.

⁷ Conversation with Colorado Department of Wildlife personnel



Wildlife attracts tourists, hunters, fishers, watchers (such as birders), and nature lovers. Wildlife also provides an educational and aesthetic/spiritual resource, and adds to the quality of life. Wildlife is a component of the local ecology. Due to the growth and development that has already occurred and that will likely continue to some extent in the area, it is paramount to preserve adequate wildlife habitat and movement corridors in order to maintain the ecological health and balance in the area. Movement corridors provide important links between regions

outside of the Breckenridge area as well. Additionally, at this time, the Breckenridge area contains habitat for species that are listed as threatened or endangered, and thus protection of habitat may also be required by regulations such as the Federal Endangered Species Act of 1973. It should be noted that it is possible that these listed species could be down-listed, de-listed or that other species could be added to the list in the future. Regardless of regulations, the Town supports protection of wildlife from extinction or extirpation.

The Cucumber Gulch wetlands area west of Town is of particular significance in terms of wildlife habitat. The boreal toad (*bufo boreas boreas*), which has been listed by the State as endangered has been sighted there. This is the only toad in Colorado that lives above 8000'. The toad requires shallow water bodies, such as those found in beaver ponds, but migrates to upland areas after breeding season. Thus, the Gulch is an ideal habitat for the species.



The river otter, which is also a State endangered species, has also been sighted in the Gulch. Large ungulates, such as moose, elk and deer are known to frequent the Gulch via wildlife corridors. The Town acquired ownership of much of the Gulch, which makes regulation of that portion of the Gulch much easier. The Town has also adopted a vitally important overlay district to protect the valuable wildlife habitat that the Gulch provides.

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



The Town protects wildlife habitat through several

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

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

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

B. NATURAL HAZARDS

1. Landslides

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

2. Pierre Shale

Areas underlain by Pierre Shale experience extreme shrink-swell, little or no porosity and low percolation. These sites are undesirable for septic or well systems and are

⁸ Colorado Department of Wildlife website

⁹ Colorado Department of Wildlife website

vulnerable to structural damage. Pierre Shale is primarily found in the Delaware Flats area, throughout the Ten Mile Vista Subdivision, and along the Swan River drainage basin.

3. Faulting

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

4. Snow Avalanches

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



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

5. Flooding

The Blue River is the major drainage channel within the Breckenridge Master Plan area. There are four main tributaries which feed into the Blue River within the Town, including Sawmill Gulch, Illinois Gulch, Lehman Gulch and French Creek Gulch. All of these tributaries, as well as the Blue River, have designated floodplain (upland area that can be inundated by floodwaters) and floodway (the primary channel expected to carry floodwaters) boundaries.

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

¹⁰ Colorado Office of Emergency Management website

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

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

C. RESOURCE/ ENERGY CONSUMPTION AND SUSTAINABILITY

Given the magnificent and healthy natural environment that residents and visitors in Breckenridge enjoy, it is critical that we become even better stewards of this environment in order to sustain it in the future. The recent national interest in the global warming issue has elevated the awareness of all people regarding the fragile balance that humans share with our planet. The potential impacts of warming from greenhouse gasses on a global level could be devastating. Besides the indirect impacts that Breckenridge and Summit County would experience from this, there are also very real local impacts. For example, warming of temperatures even by one or two degrees in the autumn would delay the ability for ski areas to make snow, thus delaying opening of the ski area. Slightly warmer temperatures at the beginning and ending of the ski season would lessen possibility of snow during those times, resulting in a potential overall thinner snowpack and shortening of the ski season. This could have economic impacts, particularly if the ski area is no longer able to open for the Thanksgiving weekend.

Regardless of global warming issues, the Town feels it is the responsibility of the Town and its residents to treat the environment with respect and to take steps to reduce our carbon footprint. The Town of Breckenridge intends to take a leadership role in striving for ways to reduce overall energy consumption in the Town, thus lessening our contributions to greenhouse gasses. The Town has already initiated a number of programs to accomplish this, including an audit and retrofit of more efficient heating systems in its public buildings, increased transit opportunities as an alternative to automobile use, and sustainable "green" building code requirements to ensure more energy-efficient homes are being built. The Town will be exploring more initiatives in upcoming years, such as enhanced recycling programs, more efficient fleet vehicles with less emissions, van pool programs for commuters living in Park County and other programs to promote alternative transportation modes. The goal is for the Town to become a more environmentally sustainable community, lessening our ecologic footprint.

Given the significance of these resource consumption issues, it is suggested that the Town consider development of a "Sustainability" Plan. Such a Plan could provide an overall Town blueprint for a holistic approach to addressing environmental sustainability in the Town.

D. NATURAL ENVIRONMENT GOALS AND POLICIES

Goals

1. Protect and improve the health of the natural environment.
2. Preserve and enhance important visual resources.
3. Preserve, maintain, and enhance accessible open space, trails and backcountry.
4. Protect wildlife, habitat and movement corridors.
5. Avoid development in areas subject to natural hazards.
6. Make Breckenridge a model community for environmental sustainability.

Policies

General:

1. Develop a Sustainability Plan, intended to improve environmentally sustainable practices in the Town and protect our natural resources.
2. Review development to avoid areas of significant constraints, unique or fragile resources and areas which are critical to sustaining the ecosystem.
3. Discourage development on slopes of 15% or greater, and encourage the density allocated to these sites to be transferred to areas suitable for development.
4. Review existing policies and evaluate whether new policies are necessary to provide for the further protection of wetlands.
5. Preserve or restore riparian vegetation to the maximum extent possible to protect water quality and wildlife habitat.
6. Continue to acquire and manage open space lands for the protection of visual and natural resources.
7. Preserve and enhance the resources of Cucumber Gulch.
8. Promote the use of renewable energy technologies in residential construction.

Water:

8. Assure an adequate supply of water by implementing water conservation methods.
9. Assure water is of high quality by addressing pollution sources.
10. Encourage the use of xeriscaping and drought-tolerant species to conserve water resources.

Air Quality:

11. Reduce dust and other particulate matter through dust reduction methods, using alternative fuels and transit, and by promoting best-available technology for woodstoves and wood fireplaces to minimize emissions.

Vegetation:

12. Preserve vegetation and specimen trees from development; and assure the re-vegetation of disturbed land.
13. Encourage landscaping that is native, drought tolerant, and that is appropriate for Breckenridge's high altitude and climate.

Forest Resources:

14. Encourage the preservation of recreation and intrinsic resources through commenting on Forest Service proposals.
15. Work cooperatively with the Forest Service to establish joint-planning efforts on the Intermix management areas.
16. Address forest insects and disease problems in order to help preserve forest resources.
17. Take a comprehensive approach to addressing the pine bark beetle infestation, from short-term tree removal to longer-term programs that include replanting and watershed planning and protection efforts.
18. Carefully evaluate the effects of pesticide use in controlling pine bark beetle infestations and manage pesticide spraying programs to avoid environmental impacts.
19. Support hazardous and diseased tree removal and wildfire mitigation including the discouragement of wood shingles; but balance them with other goals such as landscaping, visual resources, buffers, etc.

Visual:

20. Preserve and enhance major visual resources such as scenic backdrops, the Blue River and the night sky.

Mineral Resources:

21. Encourage the reclamation of dredge mining piles, where environmentally and socially feasible and practical, while leaving some for historic interpretation.
22. Treat abandoned mine sites that are polluted and pose a threat to human health and safety, and close off sites that present a physical hazard.
23. Work with other jurisdictions and property owners to assure that mining pollution and reclamation occurs.

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

Wildlife:

25. Protect wildlife habitat from development, transportation routes and other impacts.
26. Protect wildlife habitat and movement corridors in large, contiguous blocks, where possible, although small isolated blocks are also beneficial.
27. Continue to encourage home and business owners to manage food and garbage in a manner that is not easily accessible by wildlife.

Natural Hazards:

28. Discourage development on slopes of 15% or greater or on land subject to natural hazards, and require engineering when development on such sites is allowed.
29. Maintain undeveloped steep-slope areas exceeding 30 percent as natural open space to protect soils, vegetation, water, fish and wildlife and open space resource value.
30. Maintain floodway areas in open and undeveloped land uses where legally permissible, including agriculture, parks and open space.

CHAPTER V: TRANSPORTATION

This chapter of the Comprehensive Plan addresses how to get people to and from Breckenridge, and how to transport them while in Town. This chapter contains an inventory of existing conditions, and identification of issues concerning all modes of transportation, including air travel, highways, streets, alleys, parking, transit, gondola, bicycle and pedestrian ways, and parking



for the Breckenridge area. Although the major element of the transportation system is the highway and street network, this Plan seeks to strengthen all modes of transportation and thereby facilitate the improved flow of people, goods, and services. Providing efficient transportation is critical to the community because of the resort-based economy and the need to assure satisfied visitors.

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

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

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

The Town’s transportation system becomes overloaded during peak visitor days to such an extent that it causes congestion, a lack of convenient parking and an unfriendly pedestrian experience. However, the Town for the last several years has been addressing this challenge with a cutting-edge, integrated solution that will place the Town as a leader in dealing with resort transportation issues. In essence, the solution

involves highway capacity improvements leading to central parking lots where transit and pedestrian facilities will then complete the transportation service. The gondola from the parking lots to the ski area and a ski trail returning to the parking lots, which were both completed in late 2006, are key parts of this future-looking solution. Extending the award-winning Riverwalk pedestrian path from the core of Town to the central parking lots will further increase pedestrian mobility. Enhancing Main Street will make it attractive to pedestrians and create an energized atmosphere that draws visitors, resulting in a successful public space. A parking program resulting in a high level of efficiency will complement this solution. Finally, an improved wayfinding system (signage and directions) for drivers and walkers will top off this progressive solution. In this manner, the Town will seek solutions that can be attractions in themselves. For example, visitors may be attracted to Breckenridge if they know that they don't need an automobile once they arrive.



A. INTEGRATED TRANSPORTATION PLAN



In response to the above concerns, in early 2004 the Town together with the Breckenridge Ski Resort (BSR) and the Colorado Department of Transportation (CDOT), adopted an Integrated Transportation Plan. The stated goal of the plan is to “create a destination resort which is non-auto dependent”. The plan notes that to realize this goal will require infrastructure improvements, efficient facility locations, accessible and understandable information, and effective partnerships. The plan recommends the following:¹¹

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

¹¹ Town of Breckenridge Integrated Transportation Plan

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

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



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

Finally, there are other issues that interface with transportation that are addressed in other chapters of this Plan. For example, concentrating high-density, multiple-use developments in the core of Town (as discussed in the Land Use Chapter) coincides with the goals of the Integrated Transportation Plan. Street lighting can impact community character and natural resources, such as the night sky. However, because street lighting is only one aspect of light pollution, lighting is also addressed in the Natural Environment Chapter.

B. AIR TRAVEL

Breckenridge itself does not have an airport. However, the Denver International Airport, which opened in 1995, is about 105 miles from Breckenridge. In 2006, it served 47.3 million visitors making it the nation's fifth busiest airport and the tenth busiest in the world.¹² The other airport that serves Breckenridge, to a limited extent, is the Eagle County Airport, which is a regional airport about 70 miles away that served 203,000 passengers in 2007.¹³ Virtually all air travelers to Breckenridge use the Denver airport.¹⁴ At one



¹² Airports Council International website

¹³ Eagle County Airport website

¹⁴ Colorado Department of Transportation Draft I-70 PEIS Travel Model 2000 and 2025 Assumptions; revised Oct. 8, 2003

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

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

C. HIGHWAYS

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

1. Interstate 70



Interstate 70 is the major highway access route to Breckenridge, which is about 10 miles south of the interstate. The interstate provides access to Breckenridge from the west, but especially from the east for the large Front Range population that resides in communities such as Denver. In 2007, there were over 11.7 million travelers through the Eisenhower Tunnel, which is located

about 15 miles from the I-70 exit to Breckenridge. The tunnel experiences an annual average daily traffic (AADT) count of 32,260.¹⁵ While the interstate generally functions within capacity, at times there is significant traffic congestion, primarily during the weekends and holidays. The congestion is predominantly due to the number of Front Range users and tourists desiring access to the mountains for purposes of recreation. This congestion is expected to increase over the next 20 years and beyond, (to an AADT of 40,815 in the year 2020) due to the growth projected to occur on the Front Range and within the I-70 corridor itself, including Summit County. Because congestion degrades accessibility for all users, CDOT is seeking “to increase the corridor capacity, address the congestion issue, as well as improve accessibility and mobility for the users of the I-70 Mountain Corridor”.¹⁶

¹⁵ Colorado Department of Transportation website

¹⁶ Colorado Department of Transportation I-70 Mountain Corridor Programmatic EIS

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

2. State Highways

State Highway 9 provides the only direct vehicular access to Breckenridge, and thus is critical to the community. The highway had an annual traffic volume of 6,098,524 in 2003 Compared to 5,592,351 in 2007.¹⁷ as measured at the Tiger Road intersection.

Monthly averages for AADT are noted in Table 1, below. The monthly breakdown shows that the summer months are as busy as the winter months and offers further evidence that Breckenridge has more than just a skiing based economy.



¹⁷ Colorado Department of Transportation Website

Table 1: Highway 9 Traffic Volumes at Tiger Road (AADT Monthly Average)¹

Year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
2000	18,552	19,946	21,120	16,241	13,566	18,146	21,944	21,200	18,898	16,496	16,656	17,524
2001	19,832	20,985	21,906	16,237	14,523	17,639	*	19,941	17,875	16,150	16,610	20,272
2002	20,789	21,729	22,454	16,137	14,536	17,957	22,030	20,763	18,125	15,505	16,223	19,895
2003	20,478	20,373	20,468	15,362	13,761	18,156	20,179	19,480	16,843	14,964	14,829	18,654
2004	19,416	19,455	20,094	14,881	13,235	16,055	23,816	22,623	20,655	16,435	11,737	19,643
2005	18,989	20,995	21,210	15,207	13,908	18,387	21,607	19,988	17,201	14,418	14,704	16,870
2006	*	20,998	21,722	16,262	14,383	18,215	21,499	19,876	17,816	14,343	16,474	17,318
2007	17,702	17,620	18,759	14,050	12,673	15,470	*	*	18,771	16,492	17,633	19,734

¹ Colorado Department of Transportation website

* Data unavailable

In terms of mobility, State Highway 9 is similar to Interstate 70 in that it generally has an acceptable level of service, except during the morning and afternoon commuter hours, busy weekends, holidays and days with inclement weather. CDOT notes the highway is already operating at capacity with an AADT count of 18,000 in 2006 at Tiger Road, and with traffic volumes expected to increase by 39% by 2020 based on a projected AADT of 25,686.¹⁸ In an attempt to decrease travel time and improve safety, CDOT issued a State Highway 9 Final Environmental Impact Statement. The document's preferred alternative proposes to make the highway four lanes from Frisco to Breckenridge with reduced medians and shoulders to minimize impacts. According to the Environmental Impact Statement, this alternative would provide for acceptable levels of service through the year 2020, based on projected growth (residential as well as visitor). As is discussed in more detail in the Population & Demographics Chapter of this Plan, the Town anticipates build-out and maximum population to be reached prior to 2020. Thus, unless there is substantial unanticipated growth (most likely from visitors, as long as the Town and County continue to support the "no new density in the Upper Blue Basin" policy), it is expected that the preferred alternative will adequately address transportation needs for Highway 9 for the foreseeable future.

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

A critical element of the document is the re-designation of Highway 9 in Breckenridge to Park Avenue instead of Main Street. This switch was finalized in early 2004 and provides the Town with greater control of Main Street in terms of streetscape elements,

¹⁸ Colorado Department of Transportation website

pedestrian friendliness, parking and closure for events. In addition, this switch should help to partially alleviate congestion on Main Street by directing traffic away from Main Street. In conjunction with this switch other major improvements have been completed at both the North Park Avenue and South Park Avenue intersections, with a partial (modified) round-about constructed at North Park Avenue.

The other highway serving Breckenridge is State Highway 285, which intersects with Highway 9 about 23 miles south of Town and provides a southern access to Town. This highway, together with the portion of Highway 9 south of Town, has significantly lower traffic volumes than Highway 9 north of Town, as noted in Table 2, below.

Table 2: North vs. South Traffic Counts¹

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

¹ 2006 Annual average daily traffic count, per Colorado Department of Transportation website

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

D. STREETS¹⁹

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

1. Existing Street Conditions

The street system in the core of Breckenridge is based upon historic settlement patterns and is basically a grid pattern involving the relatively flatter area served by Main Street and adjacent streets to the east. Further to the east, the streets serve non-historic areas which were laid out more as a response to the natural features of the hilly land. The

¹⁹ Town of Breckenridge Engineering Department and Town of Breckenridge Department of Public Works

street system west of Main Street also serves non-historic areas and has wider right-of-ways, curvilinear streets, and a design that provides for the transportation and utility needs of this multi-family residential and commercial area. The streets to the north of the Town core, with the exception of the straight and flat industrial and commercial area, are curvilinear and were developed in response to more recent subdivisions on hilly terrain. Table 3, below provides a summary of Breckenridge's existing street system.

Table 3: Breckenridge Street System (Linear Feet)

	Arterials	Collectors	Streets	Alleys	Sidewalks¹
Length	19,206	12,494	204,864	2,079	98,596

¹ Sidewalk total includes the paved recreation path

Many of the Breckenridge streets were not designed for the heavy traffic volumes the Town now experiences during peak tourist times, especially in the core of Town. Most of the streets in Town were not even paved until the early 1980's. However, since the 1980's, the Town has been continuously upgrading the street system to the point where the existing system today has only a few major problems that can be corrected through improvements, with routine maintenance generally being the focus now. Additional improvements within the Town core to increase mobility are somewhat prohibitive due to existing development and the subsequent costs of increasing capacity.

2. Level of Service (LOS) and Traffic Issues

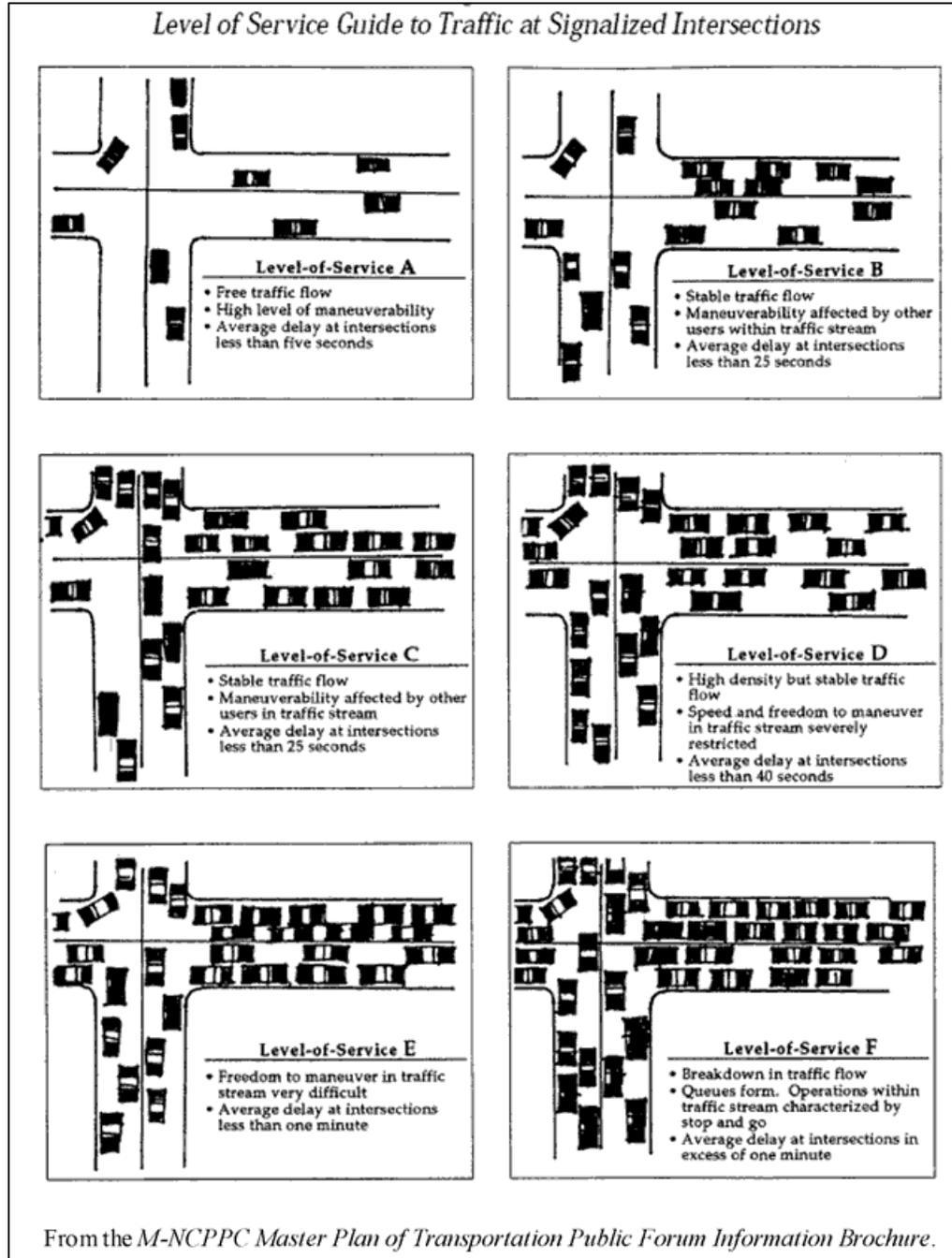
Level of Service is a measure of roadway congestion ranging from LOS A (least congested) to LOS F (most congested). LOS is one of the most common terms used to describe how "good" or how "bad" traffic is projected to be. In general most roadways within the Town of Breckenridge operate at a Level of Service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

The gridlock that the Town experiences during peak day traffic presents a challenge. The Town and BSR should coordinate on these peak days to put in place traffic management practices (e.g., increased policed traffic control, BSR marketing schemes that reduce day skier traffic) that mitigate these impacts.

While traffic congestion can be a problem at certain times, the Town is generally seeking solutions through means other than merely increasing existing street capacities, as is noted in the Integrated Transportation Plan. The Town is expecting the implementation of the Integrated Transportation Plan will adequately manage and mitigate the need to significantly modify the current road system in order to increase capacity. Furthermore, because Breckenridge is approaching build-out and most neighborhoods are already served by existing streets, the Town anticipates that very few new arterial/collector streets or major improvements will be constructed in the foreseeable future. The Town

regulates the construction of all new streets within new development through the Subdivision Ordinance and to some extent through the Development Code, which contain extensive policies regarding new streets.

While providing for mobility is critical in transportation systems, the width of a street can also affect neighborhood character. Wide streets create large asphalt expanses, encourage higher vehicle speeds and result in a greater separation between buildings, all of



which result in a less pedestrian friendly street, fewer interactions with neighbors and generally a less pleasing experience. Additionally, wider streets create greater visual impacts, especially on hillsides and steep slopes. However, narrower streets can cause

problems, too, particularly with increased costs of hauling snow after it is plowed. For these reasons, the Town supports narrower street widths on a case-by-case basis, when feasible. As an alternative, the Town also supports constructing narrower streets within traditional right-of-way widths, to reduce the amount of asphalt, even though the building setbacks would remain far apart. And finally, as an alternative means to reduce vehicle speeds, the Town supports the meandering of streets within right-of-ways (which also produces an aesthetically pleasing experience) and other traffic calming devices, so long as they do not create significant problems for plowing snow. These are preferred to simply lowering the speed limit, which is less effective and does not help reduce street signage. In addition to relaxation of street standards, the Town will also explore having a more flexible standard for road grades, which can reduce the amount of paving and site disturbance.

An issue associated with maintenance is that of hauling snow after it has been plowed. Plowing of streets and sidewalks isn't the last step in dealing with snow in the Breckenridge transportation system. Snow has to be hauled away or the piles and berms created from plowing get too high and subsequent plowed snow merely rolls back down. As berms keep creeping in size, they reduce effective road surfaces and can eventually block off access altogether. The amount of snow that the Town has to haul away is tending to increase to some degree, irrespective of snowfall amounts. The Town currently uses the Stillson placer property and the McCain-Block 11 property to store hauled snow. However, there are issues pertaining to both of these sites: the former is not very large and has site constraints, while the latter will eventually be affected by implementation of the McCain-Block 11 master plan. The Town is committed to assure another adequate site is available before allowing uses on the McCain-Block 11 property that preclude the storage of hauled snow. In addition, the eventual site for snow storage should utilize best management practices that remove pollutants and trash from snowmelt prior to being released via stormwater into local streams. Options should be explored for the eventual snow storage site that include potential use of snowmelt systems utilizing sustainable green technologies.

3. Arterials

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



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

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

The following streets are identified as existing or proposed arterials:

a. Airport Road

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

b. Boreas Pass Road

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

c. County Road 450/Reiling Road

County Road 450 is a County-maintained, two lane, paved road running east from Highway 9 into the French Creek basin. Where the road veers north to serve Huron Heights and Quality Hills subdivisions, Reiling Road continues up the valley floor to serve the French Creek/Valdoro subdivisions (unincorporated areas that are County-maintained) and Vista Point/Gibson Heights (within and maintained by the Town). Beyond the junction with Wellington Road the Town's Wellington neighborhood is also accessed by these roads. In 1999, a traffic signal was added to the intersection with Highway 9. A recent study recommends improvements such as sidewalks and traffic calming devices. Since Summit County does not install nor maintain sidewalks, some of the recommendations may not be implemented without annexation into the Town. Traffic calming devices have been added on Reiling Road. As development continues in the Wellington neighborhood, traffic should continue to be monitored and additional traffic control measures should be implemented where determined appropriate.

d. Main Street

Main Street runs through the heart of the Town and provides access to the central business district. The designation of Park Avenue as Highway 9 freed up Main Street to be enhanced according to the Town's wishes, instead of having to comply with State

traffic standards. Most of Main Street is within the Historic District and as such has a historic Main Street feel with shops and businesses lining the sidewalk adjacent to on street parking. A plan for enhancing pedestrian safety and amenities on Main Street was developed in 2006. The “Main Street Revitalization Plan” identifies a number of enhancements, including safer pedestrian crossings, improved landscaping and street furniture, decorative pavers and lighting. The overall intent is to improve the pedestrian atmosphere of the street, while still providing good vehicle access and parking. The Town does not intend to turn the street into a pedestrian mall, except for special events.



e. Park Avenue

This avenue is a two lane (plus turn lane) fully improved road running north/south on the west side of Breckenridge. In 2004, Park Avenue was designated as State Highway 9 and now serves as the primary route through Breckenridge, as well as being the main road to the Watson-Sawmill-Parkway Center-F Lot-Tiger Dredge parking lots located adjacent to it. The Hwy 9 study²⁰ recommends improvements to Park Avenue including the widening to four lanes from the north Main Street Intersection to Ski Hill Road and signalizing the intersections between as needed. There is also a potential need for a signalized intersection or other forms of traffic management at the corner of Four O’Clock Road and Park Avenue. This road is one of the few that is anticipated to need major improvements such as adding lanes. The Town and the ski area are also working on improving the pedestrian connection from the F Lot parking lot to the Quicksilver lift. Park Avenue is now under the control of CDOT and thus improvements and access control will be subject to their standards. New development along this road will need to be consistent with CDOT plans for improvements and access controls.

f. Ski Hill Road

Ski Hill Road is a two lane, paved road serving the Peak 8 area. It was reconstructed in 1997 to incorporate a sidewalk/bike path, widened shoulders, reduced grades and storm sewer. These improvements are expected to meet capacity needs for the travel basin build-out volumes that this road serves. The ski area has constructed a gondola from the skier parking lots off Park Avenue to the Peak 7 and 8 ski base areas in order to reduce the amount of buses and cars on Ski Hill Road. The ski area also built the Skyway Skiway



ski trail back to the Watson-Sawmill-Parkway Center parking lots at Park Avenue that will help reduce traffic by allowing skiers to ski back to their vehicles. The ski area’s approved master plan for Peak 8 calls for grade changes and a re-alignment of portions

²⁰ CDOT State Highway 9 Environmental Impact Statement

of the road near the Peak 7 and 8 base areas. Because Ski Hill Road provides the only direct access suitable for emergency vehicles, a small fire station annex is being constructed in conjunction with development at Peak 7. The intersection with Shock Hill Road may need to be evaluated as buildout occurs in the Shock Hill neighborhood, to ensure safety issues related to traffic exiting Shock Hill Road near the switchback on Ski Hill Road are addressed.

g. Tiger Road

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

h. Valley Brook Road

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

i. Wellington Road

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

3. Collectors

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

The following streets are identified as existing or proposed collectors:

a. Broken Lance Drive

Broken Lance Drive serves as the only access to the Warriors Mark area of Breckenridge. In 1997, the road was realigned with Boreas Pass Road and a sidewalk was added to the portion of the roadway that was within the Town at that time. It has

since been annexed into the Town with improvements intended to bring it up to standards, including drainage and bridges.

b. French Street

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

c. Four O'Clock Road

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

d. Highlands Drive

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

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

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

4. Minor Streets

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

5. Street Extensions

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

- a. Four O'Clock Road connection to the base of the Peak 8 area.
- b. The alignment of the south end of Ridge Street with a new location for Columbine Road.

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

6. Alleys

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

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

E. PARKING²¹

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



Town staff who deal with parking estimate there are about 17 days each year when parking gets "constrained" (i.e., hard to find, congested lots, slow ingress and egress, etc.). Although parking close to the Town core can become a problem during peak times, the Town does not experience an actual shortage of parking spaces even during

²¹ Town of Breckenridge Transit & Parking Division

the busiest days of the year. Thus, the Town has an adequate amount of parking spaces, although they are not all in a convenient location close to commercial core area, where the majority of businesses and other amenities are located. Furthermore, the utilization of the spaces in the core could be improved for all users, as is explained in more detail, below.

Inventories of parking show that in early 2008 there were 4,389 parking spaces (combination of Town owned and ski area owned) that were available to the public. In order to have a more efficient use of the existing parking facilities, the Town has implemented a free/paid/permit parking program. The program includes the following four designations: employee, public, residential and skier.

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

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

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



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

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

4. Skier Parking: The central parking reservoir is comprised of the two large Watson-Sawmill-Parkway Center paid parking lots on the east side of Park Avenue, straddling Watson Avenue and the gondola; in addition to the free Gold Rush parking lot just to the west, across Park Avenue. The BSR and the Town have entered into an agreement whereby the BSR is committed to providing a minimum of 2,500 parking spaces for winter recreational visitors, including 1,560 spaces in the Watson-Sawmill-Parkway Center parking lots with such spaces allowed to be shifted among the lots and/or concentrated within a future parking structure.²² This amount of parking is expected to meet skier parking needs for the foreseeable future. The 2,500 spaces include 500 spaces that the BSR leases from the Town in a lot on Block 11.



There may be a significant revenue stream that will be generated when the Town and BSR establish a free/paid/permit parking program throughout the Town, although administrative costs could consume a high percentage of these revenues. The potential revenue may likely be targeted towards management and expansion of parking and transit elements. The development of this parking program is ongoing and will be regularly evaluated to determine appropriate program modifications.

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

Overall, the Town intends to ensure an adequate amount of parking through the utilization of the above mentioned free/paid/permit parking program. The free/paid/permit parking program is a component of the Integrated Transportation Plan which also includes the Intermodal Center, Breck-Connect Gondola, and north and south Park Avenue and Main Street intersection improvements. Additionally continued contributions to the parking service district will also help provide for additional parking facilities that are determined to be necessary. Although there are high costs involved with acquiring land and constructing a parking structure/garage, the Town is considering this as another part of the solution in addressing the parking situation in the core. In 2006 the Town built a two-level parking structure at the Exchange lot, which increased the capacity of that lot from 59 to 93 spaces. The Town believes that by using a number

²² Parking Agreement between the Breckenridge Ski Resort and the Town of Breckenridge

of different approaches, the amount of parking in the Town should be adequate and subsequently should not have to increase dramatically in the near future.

F. TRANSIT

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

1. Regional Transit

The major regional carrier for Breckenridge is the Summit Stage bus system, which serves most of Summit County. Started in 1977 to provide transit for skiers, the system was taken under Summit County operations in 1989 to increase service year-round and to provide for longer daily hours. The system is funded through a 0.75% sales tax which generated about \$6 million in 2003. The Town provides no direct subsidy, although a major portion of the sales tax is collected in Breckenridge. The system provides free service connecting Breckenridge with other towns in Summit County, as well as limited in-Town stops and two routes extending out-of-Town (to French Gulch and Boreas Pass). In 2003, the system served 325,920 riders between Breckenridge and Frisco. See Table 5 below for a monthly ridership breakdown. The system is connected to the national Greyhound bus system at the Frisco transit station, which is ten miles from Breckenridge. The Greyhound line provides transportation to all portions of the nation.²³



Table 5: Summit Stage Ridership: Frisco-Breckenridge, 2007¹

Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
51,918	41,805	44,117	28,732	22,460	27,010	31,577	31,676	27,590	25,402	27,403	47,957

¹ Summit Stage

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

2. Local Transit

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

The BSR and the Town have initiated efforts to integrate their transit systems. In 2002, bus routes were consolidated into the Freeride system. Consideration is being given to merge these two distinct systems into one combined transit system. Any such

²³ Summit Stage

combining should be based on sharing costs in an equitable and fair manner. This single system would greatly enhance the guest experience, improve transportation especially between the ski area, Watson-Sawmill-Parkway Center parking lots and the Town core, save costs, and also reduce reliance on automobiles.²⁴

In early 2004, the consolidated Town-BSR system consisted of 4 routes that operate year-round, with 3 additional routes during the winter. The Town routes operate from 6:30am to 12 midnight, serve most neighborhoods of the Town, and travel about 270,000 miles annually. The BSR routes run directly from the Watson Sawmill parking lots to the ski base areas, and also between the ski base areas via residential routes, and operate only during the ski season during the day. Both systems are free. In 2002, the Town changed the bus system from a circulator to a bi-directional (or “hub & spoke”) system with the F Lot parking lot being the hub. In 2004, the hub was changed to the transit station at the Watson-Sawmill-Parkway Center lots. This change to a hub & spoke system increased ridership significantly, with annual riders exceeding 400,000 in 2002, as shown in Table 6, below. In addition, the BSR system averages from 900,000 to 1.1 million users annually. Taken together, the Town, BSR and Summit Stage systems combine to serve up to 1.8 million annual riders.²⁵



Table 6: Breckenridge Transit System Ridership¹

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

¹ Town of Breckenridge Transit & Parking Division

With funding assistance from CDOT, in 2004 the Town constructed a transit station building at the Watson-Sawmill parking lots. The building is located adjacent to the bus turn-around and offers information on transit routes and access into Town. The station will help facilitate the parking lots becoming the hub of the hub-and-spoke bus system in Town, and further implement the Integrated Transportation Plan.

Mass transit is a critical element in the transportation system of Breckenridge. The Town promotes the use of local bus systems to carry visitors and encourages participation in the mass transit system through the Town's Development Code and through other means. As neighborhoods are developed or become annexed to the Town, transit service has been extended when feasible. The Town will continue to

²⁴ Town of Breckenridge Integrated Transportation Plan

²⁵ Town of Breckenridge Transit & Parking Division

provide expanded service, again when feasible, while still providing good service to the core. The Town will continue to find ways to improve service. The Town supports the continued operation and enhancement of all these transit systems, locally and regionally, as they help to reduce congestion, parking and environmental impacts, as well as helping to preserve community character. The Town supports the equitable delivery of a regional transit system.

In the future it is anticipated the Town and the Ski Resort may merge all of their parking and transit operations, including the Gondola, and form a parking and transit district. The benefits of doing so would be numerous. By consolidating the two entities, Breckenridge would have the possibility of becoming the third largest district in the state, which will increase the Town's chances at future grant money. The district would also provide an independent funding source to pay for parking and transit services, as any money generated within the district will be available to be specifically spent on transit and parking related operations.

3. Gondola & Skiway

The BSR Peak 7 and Peak 8 master plan approved by the Town in 2003 included the construction of a gondola from the parking lots on Park Avenue to the ski base areas on Peak 7 and Peak 8. Construction of the gondola was completed in 2006 and it was placed in operation in January, 2007. The gondola has reduced traffic levels to the base areas via Ski Hill Road because the vast majority of skiers wanting to reach the base areas now use the gondola instead of buses or cars. In this sense, the Town



considers the gondola to be an important element of the transportation system. The BSR also constructed a ski trail (the Skyway Skiway) in 2006 that allows skiers to ski back down to the parking lots on Park Avenue from the Peak 7 and 8 areas, rather than taking a bus. Thus, the skiway is also helping to reduce traffic on Ski Hill Road.

The gondola currently operates only during the ski season and from approximately 8 am to 5 pm. As developments are finalized at Shock Hill and Peak 7 and 8 there may be a need to consider expanding the hours of operation into the evening and at other times of year. The gondola crosses over Cucumber Gulch, an environmentally sensitive area with wildlife use. Consideration of extended hours for gondola operation should include an evaluation of potential impacts to wildlife, while also considering the benefits of reduced automobile traffic on Ski Hill Road.

G. BICYCLE AND PEDESTRIAN WAYS

Bicycle and pedestrian ways are an important element of the Breckenridge transportation system. They provide alternatives to vehicle-based modes of transportation and clearly help implement the Integrated Transportation Plan's goal of making Breckenridge a non-auto dependent community. Furthermore, bicycle and



pedestrian systems contribute to the quality of life and improve the health of citizens. This section examines the existing systems and policies that the Town plans to use to achieve the intended future system.

1. Bicycle Paths

There is only one major paved bicycle path (or recreation path) existing in the Breckenridge area at the present time. This path runs from Watson Avenue north to the Town of Frisco, a distance of approximately ten miles. In Frisco, it connects to other recreation paths that go to Keystone, Vail and beyond. The County recently declared that the path should be referred to as a “rec path” due to the various types of recreationists that use it. Although the vast majority of users are recreational, this path does provide for a bike commuter route between Breckenridge and nearby communities (when it’s not covered with snow).

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

2. Pedestrian Paths

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



One deficiency noted in recent traffic studies is the lack of mobility across the Blue River in the heart of Town. There are limited streets and pedestrian bridges that provide access in an east-west (or vice versa) direction. However, due to the existing development and street pattern, there appears to be little opportunity for creating more cross-streets. Based on this, the importance of establishing better pedestrian access

across the river is magnified. The Town will continue to seek additional pedestrian crossings of the Blue River through capital improvements and through development proposals as appropriate. Another mobility issue is the crossing at South Park Avenue and Main Street. The Town has discussed improving the pedestrian crossing with an underpass, although the cost could make this impractical.

The Breckenridge Subdivision Ordinance requires that new subdivision proposals include a pedestrian system designed to preserve and integrate with existing paths appropriate to the magnitude of the proposed development. This provision allows the Town to require that subdividers provide easements for pedestrian uses. The Development Code contains policies which encourage a safe, efficient and convenient pedestrian circulation system, and which require the provision of pedestrian systems that integrate with existing systems. It should be noted that sidewalks are not appropriate for every street because they create impervious surfaces and usually require Town maintenance. As a result, sidewalks should only be provided when intensity of anticipated use points to their need. One location sidewalks should be constructed is along Airport Road, particularly as the new housing projects on Block 11 are developed.

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

H. WAYFINDING

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

I. TRANSPORTATION GOALS & POLICIES

Goals

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

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

Policies

Highways:

1. Support short-term capacity improvements and the long-term inclusion of transit in solutions to alleviate congestion of I-70.
2. Support the timely improvement of State Highway 9 from Frisco to Breckenridge to include: four-lanes, reduced medians, transit improvements, demand management, pedestrian/bicycle facilities and aesthetics; with HOV lanes a consideration.
3. Encourage improvements including the addition of wide shoulders or a bike path on Highway 9 south of Town.

Streets:

4. Support efforts toward carpooling and flexible work hours to alleviate peak congestion.
5. Encourage new streets to connect through or be continuous to provide for better mobility.
6. Encourage improvements to the pedestrian crossing of Park Avenue between the F Lot parking lot and the Village development/Quicksilver chairlift.
7. Solutions to in-Town traffic congestion will generally not include adding new lanes, but instead rely on minor improvements and other methods.
8. Regulate new street and alley construction through policies of the Subdivision Ordinance and the Development Code.
9. Support flexible street standards including narrower street widths and support traffic calming devices on a case-by-case basis.
10. Minimize the amount of street signage and implement an efficient wayfinding program.
11. Assure adequate snow storage will be provided before altering existing storage sites.
12. Coordinate with the Breckenridge Ski Resort to develop and implement effective traffic management practices during peak traffic days.

Arterials:

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

14. Encourage secondary access and consolidation of existing access onto arterials.
15. Enhance the pedestrian environment of Main Street while still providing for good vehicle access and parking.
16. Support CDOT in improving and managing Park Avenue from Main Street to Ski Hill Road in a manner that preserves community character.

Alleys:

17. Improve and use alleyways in commercial areas, where appropriate, as a means of diversifying the Town's transportation network.

Parking:

18. Collaborate with the BSR to implement a parking management plan that includes free, paid, and permit parking for the Town and ski area parking lots.
19. Increase the parking capacity in the Town core to assure there is an adequate amount of parking facilities, especially close to the core of Town.
20. Continue to implement the Parking Service District to address parking needs.
21. Establish a parking and transit district and operating entity to coordinate and unify all parking and transit elements.
22. Regulate parking through policies in the Off-Street Parking Ordinance, Development Code and Subdivision Ordinance.

Transit:

23. Support and coordinate local and equitable regional transit operations.
24. Completely merge the Town and ski area transit systems.
25. Provide easily accessible and understandable information regarding transit options.
26. Extend existing service to additional neighborhoods, as feasible.

Gondola:

27. Evaluate the potential for extending hours and seasons of operation for the gondola, giving appropriate consideration to effects on wildlife in Cucumber Gulch.

Bicycle/Pedestrian Paths:

28. Support bicycle and pedestrian paths as important elements of the transportation system.

29. Establish a thorough, convenient and safe bicycle and pedestrian transit system within the Town that connects with adjacent jurisdictions' systems.
30. Provide for wide road shoulders to accommodate bicycles, when appropriate.
31. Improve sidewalks as part of the street improvement program.
32. Seek additional pedestrian crossings of the Blue River in the core of Town.
33. Assure new development provides pedestrian and bicycle systems per policies in the Subdivision Ordinance and Development Code.
34. Extend the Riverwalk to connect with the Watson-Sawmill parking lots to the north and to Main Street Station to the south.
35. Improve the Riverwalk through public improvements and incentives to property/business owners.
36. Enhance wayfinding as a means to improved vehicle and pedestrian access.

CHAPTER VI: HOUSING

An adequate supply and availability of housing that is attainable to all sectors of the population is critical to the Breckenridge community. As is the case with other topics of this Plan, there is a strong interdependency between housing and other issues, especially the economy, transportation, demographics and community character. Such housing has a variety of labels associated with it, including “affordable”, “attainable”, “employee” and “workforce”. This Plan uses the term “workforce” housing, because the Town believes this term best describes the target of the Town’s housing efforts.

A. HISTORICAL OVERVIEW

The amount and type of housing in the Breckenridge area has closely mirrored the boom and bust cycles of the local economy. During the settlement phase of the Town from 1860-1870, houses were constructed by hand and consisted of simple log cabins that were likely viewed as temporary shelter. The camp phase from 1870-1881 brought more prosperity, which supported a more substantial housing industry including milled lumber for framing and paneling. The town phase from 1881-1920 saw



Breckenridge evolve into a transportation and supply center with housing architecture becoming more varied and elaborate in regard to finished materials, along with a local style created by craftsmen. The stabilization phase from 1921-1942 saw a slow pace of development, with most new housing consisting of alterations to existing buildings. Then with the virtual end of mining, there was very little new housing from 1943-1960. Finally, the resort phase from 1961 to today, started with ski stylistic housing such as alpine chalets and A-frames, and also the rehabilitation of older houses and the introduction of condominiums.²⁶ After the initial stages of the resort phase, housing evolved to include large-scale condominiums, town-houses and duplexes, and very large single family houses, with a preponderance towards mountain-style architecture consisting of natural materials and muted colors.

²⁶ Breckenridge Handbook of Design Standards for the Historic and Conservation Districts

B. EXISTING HOUSING²⁷

The number of housing units in Breckenridge has been steadily increasing since the ski resort opened in 1961; and the numbers have increased for all types of units, except for mobile homes; see Table 1, below.

Table 1: Breckenridge Housing Units¹

Year	Single Family	Duplex	Multi-Family	Access. & Apartment	Mobile Home	Total
1970	222	-	102	-	-	324
1980	245	26	1,024	-	-	1,295
1990	307	82	2,673	53	5	3,120
2000	657	98	3,364	354	5	4,748
2003	967	234	4,242	369	5	5,817
2006	1,158	294	4,398	373	5	6,228

¹ Source: Town of Breckenridge Community Development Department

In fact, the number of housing units in Breckenridge is greater than the number of people who reside full-time in the Town (3,406 residents in 2006). With such statistics, one might assume there is a housing surplus in the community. However, many of these units are rented on a short-term basis to handle the large influx of visitors (Town peak population of 36,157 in 2006); are second homes, which are unoccupied for much of the year; or are occupied by retirees who are increasingly using their Breckenridge home as their primary residence. In any case, the units are unavailable for the workers who live in the area. This can have an impact on many community aspects including: transportation due to the high numbers of workers who must commute from outside the community, the natural environment due to traffic dust and noise, community character due to a lack of full-time residents and out migration of age cohorts, and the local economy due to the high cost of living that is driven primarily by high housing costs.

While the short-term renting of second homes may affect the local housing market, it should be remembered that the second homes provide lodging for the very important tourism segment of our economy. And as is noted in the Economy Chapter, vacation homeowners are the second largest economic driver in the County, and may soon pass up winter visitors as the primary economic driver as has already occurred in other resort communities in Colorado. Also, they provide a large source of local tax revenue, without placing a large burden on services that the taxes support. Thus, it is important that the Town recognize the contribution of vacation homeowners and that they are vital to the Town, along with residents and tourists.

²⁷ Breckenridge Overview

Table 2: Breckenridge Housing Occupancy (%)¹

Year	Owner Occupied	Renter Occupied	Vacation Home
1989	6	13	81
1993	6	11	83
1998	7	13	80
2003	10	15	75
2006	11	14	75

¹ Census and 2006 RRC Needs Assessment

The many amenities in the Breckenridge area make it an attractive place to purchase a home. Since the 1990's, housing prices in Breckenridge have been steadily increasing, as more people have desired to own a second home in the area; see Table 3, below. Prices will likely continue to increase again as the Town approaches build-out. (This is further discussed under Trends, below.) As the price of homes has increased, their availability to local workers has decreased to the point where housing "costs are beyond the means of many area residents and workers".²⁸ For example, the average median income for a family of four in Summit County was about \$77,700 in 2006. This roughly translates into the ability to purchase a home of approximately \$250,000 (depending on interest rates, down-payments, etc.). As can be seen in Table 3, the average price of a single-family home in Breckenridge is much higher than what the average family income can purchase.

Table 3: Average Listed Home¹ Prices²

Year	Ave. Price
1990	157,000
1994	256,000
1995	375,000
1996	340,000
1997	424,000
1998	522,000
1999	707,000
2000	803,000
2001	574,000
2004	600,000
2005	726,868
2006	838,656

¹ Single Family Houses in Breckenridge

² In 2005 the standard switched to average sale price from average listing price

²⁸ Joint Upper Blue Master Plan 1997

C. NEEDS ASSESSMENT²⁹

In order to better address workforce housing, the Town commissioned RRC Associates to document the housing needs of the Breckenridge area. Their findings were included in the Breckenridge Affordable Housing Strategy, which was adopted by the Town Council in May 2000. In 2006, RRC Associates updated the Needs Assessment. Some of the key findings from the recent Needs Assessment included:

- 40% of Breckenridge households were paying in excess of 30% of their income for housing (considered cost-burdened households);
- Between 2001 and 2006, wages did not keep pace with housing prices in the County;
- An estimated 597 Breckenridge workers commute from outside Summit County; and
- In 2006, about 41% of Town households own their own home.
- Only 15% of the MLS housing listings were affordable to a two-person household earning below 180% Area Median Income (AMI) in Breckenridge.
- The housing market is not providing rentals priced for low-income households (under 60% AMI).
- There is a need for ownership units priced for a variety of income levels (moderate, middle-income and upper-middle households), ranging from 60% AMI to 180% AMI).
- It should be noted that not all commuters want to live in the Breckenridge area. The 2006 Housing Needs Assessment estimates the need for housing units for different household income levels up to 180% of the AMI, in Breckenridge. These need figures were further broken into “catch-up” numbers accounting for the deficit that already existed relating to cost-burdened households and commuters, and “keep-up” numbers accounting for annual increased demands for housing based on growth. The figures in Table 4, below, show the total (catch-up and keep-up) estimated housing needs. The table indicates that slightly over 900 additional deed-restricted workforce housing units are needed to keep up with the demands of residents and local employees through the year 2015, beyond what the housing market is expected to provide.

Table 4. Summary of Workforce Housing Units Needed in Breckenridge¹

Total units needed	914
Total rentals needed	314
Catch-up In-Commuters/Residents (<60% AMI)	64
Catch-up Seasonal (2 workers/unit) (<50% AMI)	77
Keep-up (through 2010) (<60% AMI)	84
Keep-up (2015) (<60% AMI)	89
Total ownership units needed (60 to 180% AMI)	600
Catch-up In-Commuters/Residents	396
Keep-up (2010)	99
Keep-up (2015)	105

¹Source: Town of Breckenridge Housing Needs Assessment, 2006

²⁹ Town of Breckenridge Housing Needs Assessment, 2006

In recent years, the Town has been aggressively pursuing the provision of workforce housing in order to address the issues identified above. The Town has partnered with the Summit Combined Housing Authority and with private sector developers to ensure that identified housing needs are being targeted. The Summit Combined Housing Authority facilitates workforce housing through down-payment assistance, rental assistance, homebuyer education, monitoring for compliance with deed restrictions and the actual construction of units. The Town has partnered with private-sector developers by providing land, waiving fees, paying for sewer tap fees, transferring Town-owned density and adopting new zoning. Such partnering allows the initial cost and initial price of the housing to be reduced to a level that is available to more workers. In general, the lower the AMI that the housing unit is targeted for, the greater the subsidy that must be provided. As a result of these efforts, the number of workforce housing units within the Upper Blue Basin, has increased dramatically since 1999, as is noted in Table 5, below.

Table 5: Upper Blue Workforce Housing Units¹

Year	Units
1999	135
2004	388
2007	485

¹ Source: Town of Breckenridge Community Development Department

Table 5 includes any unit that is subject to some form of a deed restriction such as requiring owner occupancy, prohibiting short-term rental, limiting the price appreciation, etc.



Deed restrictions regarding occupancy help to keep the units occupied by local workers, which is the intent of the program. Deed restrictions that cap the appreciation of prices help to keep the units affordable for future workers. The best type of appreciation cap is for perpetuity, to avoid the windfall that would result if prices could rise to market levels. Both occupancy and appreciation deed restrictions are critical to workforce housing.

D. TRENDS

Based on the experience of other resort communities, Breckenridge can anticipate the percentage of vacation homes to increase and the price to continue to increase. These predictions are based on several factors. The baby boomer generation has entered their peak earning years and will be in those years for the next 10-20 years. This will likely lead to a tremendous demand for second homes. Many of the current homeowners in the community purchased their homes when prices were not out of reach. But many of these homeowners will likely cash out their equity and move to where the cost of living is lower. When these homes are sold, they



will likely become second homes. To compound the housing situation, many of these homes currently serve as de-facto workforce housing, even though they are not deed restricted. In all likelihood, the Town will someday reach the point where the only housing that is affordable to workers is that which is deed restricted.

There is a limit to how much housing the Upper Blue Basin can support. This limit is based on physical factors such as the capacity of the water system, the amount of traffic that the highways and roads can handle and the impacts to natural resources, and on qualitative factors such as the effects on community character. Based on these factors, plus the density cap and density reduction strategies that the Town and County have adopted, it is estimated that when build-out is reached, there will be 7,770 unrestricted market units and up to 1675 deed restricted units (485 deed restricted units that have been constructed, plus 276 units have been approved for construction, plus 914 additional units that are needed based on the 2006 Needs Assessment). The total number of deed restricted units at buildout will be approximately 17% of the housing stock. These restricted units would accommodate approximately 2,980 employees which is roughly 39% of the employees needed to fill Breckenridge jobs at buildout. Approximately 47% of the employees currently working in Town live in



Town. In order to maintain the current level and prevent an increase in in-commuters the Town will need to preserve many of the unrestricted units that currently house employees, in addition to adding 914 units.

A high percentage of vacation home-ownership has other implications for the Breckenridge community. Vacation homeowners tend to have different demographics, values and spending patterns than local workers and tourists. For example, studies show that nationally, vacation homeowners spend 5 times more money on services than on retail goods. The Town Vision Plan addressed this issue under Community Character by setting a goal of 35% resident housing and 65% vacation homes. The idea was to increase the existing percentage of resident housing to a level that seemed reasonable to attain. Vacation homeowners are also tending to participate more in local government - especially as they spend more time in their vacation homes - by being elected to or appointed to commissions and even voting in some jurisdictions.

As the baby-boomer generation ages, there will be a need for more retiree housing. This is especially the case since people are tending to live longer than previous generations, thereby having many more years of retirement to enjoy. Demographic statistics show the number of retirees is increasing in the Breckenridge community; see the Population & Demographics Chapter of this Plan. Retirement housing needs to have specific design and locational criteria to function the best. While the Town supports the development of retirement housing by the private sector, the bulk of the Town's efforts will be focused on workforce housing.

E. STRATEGIES

The Affordable Housing Strategy was adopted in 2000 and contains several options, which the Town is considering to address the housing needs of the community, including:

- Identify and land bank sites appropriate for future housing projects;
- Create opportunities for employers to address housing needs;
- Fund additional down payment assistance and mortgage assistance programs;
- Strengthen the accessory unit program;
- Waive density requirements for workforce housing;
- Use annexations as a tool for implementing workforce housing;
- Review requirements for commercial and residential development to see if opportunities for workforce housing exist;
- Convert existing housing to workforce units;
- Adoption of a “no net loss” policy for units that operate as de-facto workforce housing; and
- Implement administrative standards to have consistency in workforce housing standards.

In addition to the Affordable Housing Strategy, the Joint Upper Blue Master Plan recommends major employers be encouraged to provide housing, especially for their seasonal employees; local governments provide incentives such as land and financing; review of tap fees; and

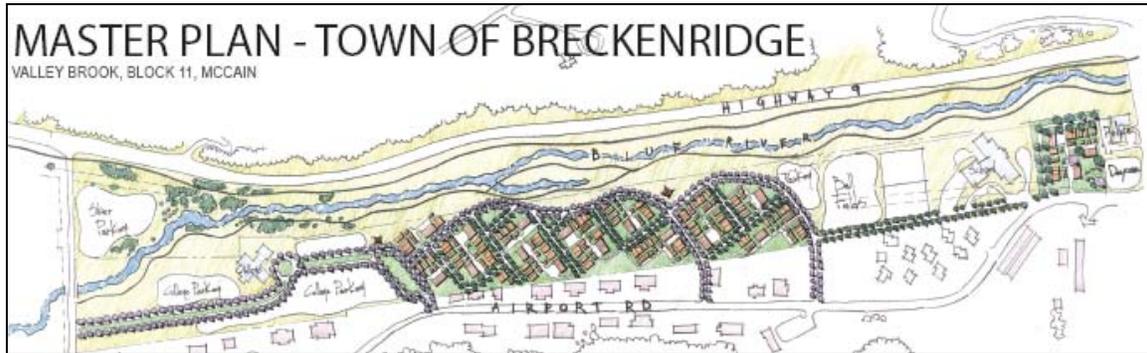


adoption of an absolute housing policy in conjunction with new development. The Breckenridge Vision Plan calls for accessibility for all community members; working closely with the County; exploring partnerships with the private sector; and requiring new development to provide a range of housing densities and styles.

In November, 2006 Summit County voters approved a ballot measure that created a sales tax for affordable housing purposes and also allowed local jurisdictions to impose an impact fee on all new housing development. Revenues from the sales tax and impact fees are used for building workforce housing in the community. Between these new revenue sources and funds the Town has already committed, the Town now has a sizeable funding stream to pursue construction of workforce housing.

The Town has identified a number of vacant properties that the Town owns that could be utilized for workforce housing purposes. The vacant Town property that can accommodate the highest capacity of workforce housing is on Block 11. In 2007, the

Town undertook a planning effort for the Block 11 property, which resulted in the identification of an area to accommodate from 300 to 400 workforce housing units. The first phase of the housing development is proposed at a site south of the Upper Blue Elementary School and adjacent to the police station and Valley Brook child care facility. With the Town providing the land, the development of workforce housing becomes financially feasible for private developers. The Town intends to develop cooperative agreements with private developers to see workforce housing constructed on identified Town-owned sites.



The Town is also actively involved in a “buy-down” program, where housing units are purchased by the Town, deed-restricted to ensure the units will remain affordable to target AMIs, and then sold at a discounted rate to local workers. Finally, the Town has made a commitment to require a high percentage of deed-restricted workforce housing units in all proposed vacant land annexation requests.

One of the recommendations of the 2000 Affordable Housing Strategy includes waiving density requirements for deed-restricted affordable housing projects. This waiver is consistent with policies contained in the Joint Upper Blue Master Plan. While this policy has helped incentivize construction of affordable housing, it has also resulted in an increase in the number of actual units built in the community, thus increasing the ultimate buildout in the basin, traffic and activity levels, etc. The Town recognizes that as new affordable units are built, these activity levels will likely increase and there are concerns about maintaining our quality of life and staying within the capacity of the community’s infrastructure. To mitigate these potential impacts, the Town is evaluating whether to transfer some level of density to all affordable housing projects, either from town-owned properties or other locations. By doing this, the overall density in the basin will not be increased and additional impacts can be avoided.

F. HOUSING GOALS & POLICIES

Goal

To have a diversity of permanently affordable housing integrated throughout the community, which provides a variety of housing options to sustain the local economy.

Policies

1. Assure that workforce housing is permanently affordable and includes a variety of densities and styles and is accessible to all members of the community,

- including income levels up to 180% AMI. Strive for consistent deed restrictions and implement guidelines that will facilitate the administration of deed restrictions and the development of new projects while allowing some variation for projects that target different family sizes, income levels, etc.
2. Strive towards achieving 25 to 35% of all housing being resident housing.
 3. Maintain or improve the current figure of 47% of the Town's workforce being housed in the Town.
 4. Support the development of retirement housing by the private sector.
 5. Coordinate with the County and Summit Housing Authority regarding the provision of workforce housing and the administration of workforce housing programs.
 6. On a regular basis evaluate all of the following strategies and determine which strategies will be most effective given the then-current circumstances (construction costs, AMI, interest rates, buildout, rental vacancies, jobs generation rates, in-commuter rates, etc.). Implement specific work programs and goals based on need assessments and projected effectiveness of the different strategies. The strategies that should be considered include:
 - Identify and landbank sites appropriate for workforce housing.
 - Create opportunities for and partnerships with the private sector, including developers and employers, regarding workforce housing.
 - Support workforce housing through incentives such as fee waivers, funding assistance, density transfers, supplying land and utility taps, and other methods.
 - Encourage accessory housing units to serve as workforce housing.
 - Waive density requirements for workforce housing or consider transferring density to the housing projects from density held on Town-owned properties or other properties.
 - Use annexation agreements, the revision of development code requirements, the review of tap fees, and the adoption of land use guidelines as tools to facilitate workforce housing.
 - Acquire existing housing units and convert them to workforce housing.
 - Preserve existing market units that function as workforce housing.
 - Consider adoption of an Absolute Policy or additional incentives to encourage the development of workforce housing with new development.
 - Pursue the development of deed-restricted workforce housing on identified Town properties.

CHAPTER VII: CULTURAL RESOURCES

The cultural arts enrich, stimulate and enhance the aesthetic experience of a community. Art and culture are inseparable, as art is one critical component of an area's culture. Physical art pieces complement the visual element of Breckenridge's identity. Performance art such as music, theatre and dance add to the quality of life for residents and tourists. Art provides opportunities for expression, creativity and education. Art conveys the human spirit and human condition. By virtue of these efforts, the community is a richer place for everyone.

Cultural arts also contribute to the local economy. Visitors are tending to desire additional activities beside recreation while on their vacations. Many visitors prefer to take a break away from constant physical activities and also have discretionary income to spend, thereby adding to local revenues. In this sense, cultural arts provide an important attraction for the community. And with other resorts and nearby communities offering similar attractions, the Town must provide cultural arts to stay competitive.

This chapter examines the cultural arts in the Breckenridge community, including existing conditions and future needs. The different types of art have been categorized



in this Plan to facilitate future reference for policy direction. This Plan generally addresses the organized art venues. However, this should not be construed as a complete list of all the artistic venues in the community. A broad definition of "art" could include any creative or aesthetic action that goes beyond pure utilitarian. As such, there are many artistic activities in the Breckenridge community that are not included in this Plan. Furthermore, there are some activities that are addressed in this chapter that are

loosely considered as culture or art. There are some amenities that contribute to or could be considered as "cultural", but are addressed in other chapters of this Plan (e.g., historic resources are addressed under the Historic Character Chapter).

The Town of Breckenridge supports cultural arts several ways. The Town partners with several other organizations regarding the provision of different venues. The Town provides financial support that is used by these organizations to sponsor events. Alternatively, the Town directly sponsors some events. For instance, the annual Town Party is backed financially by the Town.

The Town also provides grants to several non-profit organizations, intended for marketing of events. Oftentimes, these organizations use their events as revenue raisers. Generally, the Town sees its role in providing for cultural arts as that of offering facilities and staff support. The Town typically does not see its proper role as being a promoter, except in the case of the Arts District, and leaves promotion to other organizations. The Town's ultimate aim is to increase event revenues for all events to the point where each event is self-supporting financially. However, it is recognized that

this may not be feasible for every event, and that some events are too important to the community to discontinue even if they never achieve financial self-sufficiency.

A. CULTURAL RESOURCES

1. Breckenridge Public Art Commission

The Breckenridge Public Art Commission (BPAC) was established in 1996 as an advisory commission to provide guidance to the Town Council regarding public art in the community. The BPAC is responsible for selecting, locating, placing and maintaining art in public places, exposing the community to art, fostering educational programs and advancing economic growth.

The Commission updated the Arts in Public Places Master Plan in 2006. The master plan describes the mission, responsibilities and processes that the Commission uses to provide for art in the community. Table 1, below, shows the Town's public art collection through early 2008. It should be noted that some of the pieces were collaborative efforts and were not solely initiated by the BPAC.

Table 1: Breckenridge Public Art Collection¹

Year	Art Piece	Artist	Location
1993	Dream of the Miner's Child	Robert Tully	Blue River Plaza
1996	Utility boxes	Various	Riverwalk
1997	Three Cowboys	Stephen Hansen	Gaymon Cabin Info Center
2000	The Nest	Chapel	S. Ridge & Main Street
2000	Going Home	Willie Morrison	Carter Park
2001	Ullr	Richard Jagoda	S. Park Avenue
2001	Acoustic wall panels	5 th grade students	Carter Park Pavilion
2002	Double Axel	David Griggs	Rec Center Lobby
2003	Soldiers of the Summit	Robert Eccleston	East of F-Lot Parking Lot
2003	Acoustic ceiling panels	5 th grade students	Carter Park Pavilion
2003	Chris Ethridge Memorial	Chaz de la Porta	Stephen C. West Ice Rink
2004	Colorado River Rock Bridge	Steuart Bremner	Whitewater Park
2005	Gone Fishin'	Steve Puchek	Blue River near Riverwalk Center
2005	Kachina Steel	Jack Hill	Sculpture Garden
2006	Athena First Flute and Lydia First Violin	Michael Adams	Riverwalk Center
2007	My Book	Jane Rankin	South Branch Library, Airport Road
2007	Mister Barney Ford	Emanuel Martinez	Between Tin Shop and Barney Ford House Museum
2008	Through the Eye of the Needle	Rik Sargent	Alpine Bank, N. Main Street

¹ Source: Town of Breckenridge Community Development Department

In addition to the public art collection noted above, the BPAC coordinates several programs and venues such as the Breckenridge Theatre Gallery and the Sculpture on the Blue annual outdoor sculpture show, while providing expertise to others wishing to procure public art. The BPAC is also responsible for making recommendations regarding any public art that is proposed to be placed in the Town, including any piece that is subject to positive points during the development review process before the Planning Commission.

2. Riverwalk Center³⁰



The Riverwalk Center was built and funded by the Town of Breckenridge in 1992/1993 to host the National Repertory Orchestra and the Breckenridge Music Festival Orchestra. It contains an amphitheatre with seating for about 750 people, rehearsal rooms, changing rooms, storage areas, a conference room and offices. The amphitheatre is used for music, dance, receptions, theatre productions, lectures and other events, and was covered with a tent from spring to autumn for fifteen seasons. Over the years, this facility also met the increasing needs of other community nonprofits and special events. In the process of reviewing the replacement of the tent (which was slated for 2007/08), the Town committed to continue subsidizing the operational and maintenance costs of this community facility but wanted to gauge the level of commitment from the private sector on a hard shell vs. a tent replacement. In response, the community raised over \$1.1 million towards constructing a permanent roof and sides. This public/private collaborative partnership was unprecedented in Breckenridge and should serve as a model for future public/private projects.

This renovation will greatly enhance the patron and performer experience by improving the acoustics, temperature control and lighting within the facility. The design also

³⁰ Breckenridge Events and Communications Division

includes elements that maintain vital links to the unique outside environment of Breckenridge with six large clear doors that open to the Riverwalk Center Lawn. While the Riverwalk Center will mainly remain a seasonal facility, the design is flexible enough to allow for winter use, which will provide an opportunity to host the growing number of winter events. Completion is scheduled for June 2008. The two major tenants of the Riverwalk Center are the Breckenridge Music Festival and the National Repertory Orchestra, which are discussed below.

3. Breckenridge Music Festival³¹

The Breckenridge Music Festival (BMF) had its inaugural year in 1980. This nonprofit organization started out as the Breckenridge Music Institute, but changed its name to the Breckenridge Music Festival in 2001. The BMF provides entertainment, music and music education for residents and visitors. The main feature of the BMF is the chamber orchestra comprised of 45 professional musicians from all over the United States that convene in Breckenridge for five weeks in July and August. Many of the musicians return year after year. Typically, the BMF Orchestra performs 13 concerts at the Riverwalk Center; in addition, there are smaller ensemble concerts at area churches and a Champagne Series on Sunday evenings in area homes during the summer season. Attendance at the 2007 orchestra performances averaged 496 people per concert and has steadily increased over the life of the festival. The BMF also provides other programs such as the Fall-Winter Concert Series and non-classical forms of music, including the Blue River Series at the Riverwalk Center. Another component of the BMF is providing music education including music programs for schools in the County, an elder hostel where participants are exposed to the facets of classical music programming, and summer music camps.



4. National Repertory Orchestra³²

The National Repertory Orchestra is a non profit organization whose major program is an 8 week internship/fellowship program for the most promising young orchestral musicians from around the country, ages 18 - 28. Each summer, 89 musicians are chosen in a nationwide audition tour to participate in an intense symphonic orchestral experience, which include numerous performances that mirror one full season with a professional orchestra. The NRO performs two full orchestra



³¹ Breckenridge Music Festival and Breckenridge Events and Communication Division

³² National Repertory Orchestra and Breckenridge Events and Communications Division

concerts each week in the Riverwalk Center between mid-June and early-August. Additionally, members of the NRO take part in smaller chamber concerts, and the full orchestra plays at several other locations in the state. During their summer fellowship, NRO musicians also take part in the NRO's Education and Community Engagement Program, which prepares the musicians for an active role in the communities they will be serving. In addition to musicians, internships also address production, recording and marketing. Attendance at the 2007 festival averaged 482 concert goers for 15 concerts at the Riverwalk Center.

5. Breckenridge Resort Chamber³³

In addition to taking the lead on a variety of cultural arts endeavors, the Town also partners with a number of organizations in providing cultural art offerings. Another entity is the Breckenridge Resort Chamber (BRC), which produces a variety of events. The BRC's mission extends well beyond events and includes promoting Breckenridge as a world renowned destination resort, ensuring the vitality of the economy and preserving a quality lifestyle.



In 2001, event staff from the Town and the BRC loosely formed the Breckenridge Events Coalition to co-produce events with the overall intent that Town staff would take the lead on operations and execution, while the BRC staff would take the lead on marketing and promotion. Each year, the Town and BRC work together—along with the community—on a number of events and programs, including Main Street Performances, Kingdom Days (heritage weekend), Independence Day weekend, Colorado Gold Panning Championships, Oktoberfest, Ullr Fest (winter carnival), International Snow Sculpture Championships, Mardi Gras, and Spring Massive.



6. International Snow Sculpture Contest³⁴

The International Snow Sculpture Championships was started in 1990. It grew out of the Town's annual Ullr Fest celebration of winter. With consistently cold temperatures and plenty of snow, Breckenridge is an ideal location for such a contest. For the first two years the contest was conducted on a statewide level, before qualifying for international status. In 2008, there were 16 teams from nine countries that participated in the contest. Teams compete in carving artistic forms from twenty ton blocks of

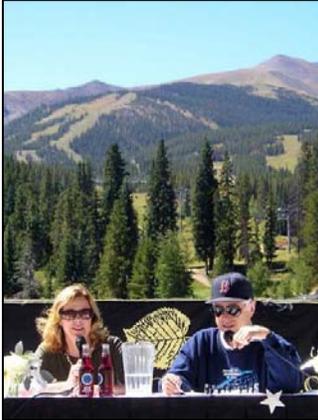


³³ Breckenridge Resort Chamber website and Breckenridge Events and Communications Division

³⁴ Breckenridge Events and Communications Division

packed snow. The contest has an “Olympic” atmosphere to it, with teams and their flags appearing at the awards ceremony where medals are bestowed. In 2008, there were over 125 volunteers contributing approximately 450 hours of labor to the contest.

7. Breckenridge Festival of Film³⁵



The Breckenridge Festival of Film had its inaugural year in 1980. The festival has evolved into four full days of film showings in June, ranging from Hollywood first releases to independent short films. Awards are presented in a number of film categories as well as professional categories. The festival also provides informal opportunities to meet actors, producers, directors and other film professionals. Additionally, forums with interviews and discussions take place with film-makers and stars. Community volunteers assist the festival participants by being hosts and providing local knowledge and assistance.

8. Backstage Theatre³⁶

The Backstage Theatre started out giving melodrama performances in bars and restaurants and survived by “passing the hat” for two years before being incorporated in 1976. The company performed in a 74 seat theatre until 1980. From 1980 to 2000, a theater was used in the Village at Breckenridge on Park Avenue. The company was without a primary theatre building from 2001 through 2002 and used several venues around the county. In 2002, the Town of Breckenridge purchased the Shamus O’Toole’s Roadhouse Saloon on Ridge Street and spent almost \$300,000 renovating the building into a multi-use 100 seat theatre. In 2004, the Backstage Theatre funded and constructed a “backstage” addition for the theatre and currently leases the building from the Town for their performances. The company generates revenues from box office receipts, grants and fund raisers.

B. CULTURAL ARTS PLANS

1. Breckenridge Year-Round Performing Arts Center Feasibility Study

In 2000, the Breckenridge Year-Round Performing Arts Committee considered the feasibility of a year-round performing arts center. The committee hired Webb Management Services, Inc. to conduct a feasibility study³⁷. The study analyzed the market area, potential uses, impacts and benefits, and offered conclusions and recommendations. Some of the study’s major conclusions included:

- Visitors, both summer and winter, are becoming more likely to participate in cultural activities.
- The physical limitations and access issues involving existing cultural facilities are inhibiting organizations and audiences.

³⁵ Breckenridge Festival of Film website

³⁶ Backstage Theatre website and Breckenridge Events and Communications Division

³⁷ Breckenridge Year-Round Performing Arts Center Feasibility Study, 2000

- Opportunities for economic development associated with a cultural center are outstanding.
- Improvements are recommended to the Riverwalk Center including audience amenities, storage and sound.
- An indoor proscenium theatre with 400 seats is recommended that would support theatre, dance, music, film and conferences.
- An art production center located at a non-Breckenridge site to contain a 150 seat studio theatre, rehearsal rooms, production facilities and classrooms.

The Town used the recommendations of the study in making decisions regarding cultural facilities, including the purchase of the Breckenridge Theatre and the remodeling of the Riverwalk Center.

2. The Arts District of Breckenridge Master Plan³⁸

The Town adopted the Arts District of Breckenridge Master Plan in 2004. The vision for the Arts District was to provide an additional layer of activity for the local community and visitors to enjoy through an authentic cultural amenity. It was recognized that there were already several strong cultural organizations in existence such as the Breckenridge Music Festival, National Repertory Orchestra, Backstage Theatre, Breckenridge Film Festival and the Summit County Arts Council. Developing the Arts District in



collaboration with these existing organizations would not only make these organizations stronger, but also in addition, establish Breckenridge as a leader in the arts for the region.

The Arts District is located in the heart of Breckenridge, predominantly on the corner of South Ridge Street and east Washington Avenue. However, the Arts District is anchored on the west by the Riverwalk Center via Washington Avenue and to

the east by the Breckenridge Theatre on South Ridge Street. Washington Avenue is an important axis that provides an excellent sight line from Main Street up into the district.

The master plan outlines the development of a pedestrian friendly arts campus that adapts existing historic structures and proposes new structures that are sympathetic to the historic character of Breckenridge. The arts campus will be energized year round with indoor and outdoor studios that take shape through the careful placement of structures, walkways and plazas. The master plan outlines the future locations and intensities of proposed structures, as well as their intended uses. The master plan is intended to develop over time as private investment and public budget allow.

³⁸ Arts District of Breckenridge Master Plan, 2005

The Arts District has become a draw for visitors and thus contributes to the local economy. It also provides more activities for residents, contributing to their quality of life. The Arts District hosts art workshops and provides venues for a variety of performances and cultural events. Visitors and residents can attend art workshops or observe artists at work. The primary buildings currently utilized in the Arts District are the Riverwalk Center (performance and music venue), Breckenridge Theatre (performance art and a rotating art gallery), the Robert Whyte House (visual arts workshops), and the Tin Shop (residence and studio for guest artists). Two new buildings, the historic Fuqua Livery Stable and the Quandary Antiques Building, will be available in the Arts District to host events in the summer of 2008.

C. CULTURAL RESOURCES GOALS & POLICIES

Goals

1. Improve the community experience for residents and visitors by offering diverse and affordable cultural programming.
2. Promote Breckenridge as a year-round cultural center for the region.

Policies

1. Differentiate Breckenridge from other resort communities through the provision of cultural arts and events.
2. Celebrate specific attributes of the community through public events and public art.
3. Partner with local businesses and organizations to support and promote cultural resources and events.
4. Offer facilities and staffing support to promote cultural programs and events.
5. Work towards a goal of having each event evolve to be financially self-supporting, although continued support for important events that do not achieve financial independence may be necessary.
6. Continue to evaluate and expand, as demand dictates, the offerings at the Riverwalk Center for cultural events and programming.
7. Co-manage events with the Breckenridge Resort Chamber, with the Town generally conducting operations and the Chamber generally conducting marketing.
8. Based on financial feasibility, implement the Arts District of Breckenridge Master Plan.
9. Establish cultural programs for youth.
10. Encourage the support of local and regional artists whose works reflect and celebrate the character and quality of life exhibited by the community.

11. Support the Breckenridge Public Art Commission in implementing the Arts in Public Places Master Plan.
12. Consider recommendations from the Breckenridge Public Art Commission regarding the placement of public art, including pieces that receive positive points through the Development Code.

CHAPTER VIII: RECREATION & TOURISM

Recreation is arguably the most common thread shared by the citizens of the community. The Breckenridge Vision Plan states that “recreation resources were identified as a primary attraction for local residents and visitors” and that existing recreation opportunities are the “number one asset of the Town”. Recreation plays an essential role in the well-being of the residents, second homeowners and tourists in our community because it has a positive effect on them physically, emotionally and spiritually. Recreation is also the basis of the local economy. Without the many recreation amenities, there would be far fewer reasons for tourists to visit and for homeowners to purchase second homes here. It is fair to say that without recreation, the Breckenridge community would be quite different from what it is today. In this sense, Breckenridge fits well with the larger Colorado experience, where recreation is also very important – so important in fact, that the State Legislature has required that all comprehensive plans for jurisdictions contain an element on “recreation and tourism” in addition to the standard elements that most plans contain (i.e. natural resources, infrastructure, transportation and land use). For the most part, tourism is covered in the Economy Chapter of this Plan.

A. HISTORICAL OVERVIEW³⁹

Recreation has always been a part of the Breckenridge community although, until a few decades ago, it only provided entertainment and a break from the major reason people were here, namely to work. There are accounts of early citizens (miners, postmen, etc.) using long wooden hand-curved skis as a means of transportation during the months when snow was on the ground. There are also stories of citizens in other Colorado communities using skis for pure recreation, including races in the 1880’s. Thus, it is likely that Breckenridge citizens were also recreating on skis at this time. However, until 1910 there was no organized ski facility in Summit County.



Then, sometime just after 1910, a ski jump was constructed near Old Dillon. In the 1930s, a “small ski area on Hoosier Pass” operated for a short time. Finally, with the end of World War II, the veterans of the 10th Mountain Division returned to Colorado to start the beginning of the modern ski industry in the State, which included the opening of Arapahoe Basin ski area in 1945.

In Breckenridge, there was a short rope-tow that operated during the early 1950s at Carter Park, which was put up by the local volunteer fire department. It operated two nights per week and cost 50 cents.⁴⁰ Eventually, Breckenridge became the site

of the present-day ski area when the owners of a lumber company in Kansas City

³⁹ “Summit: A Gold Rush History of Summit County, Colorado”; Mary Ellen Gilliland; 1980

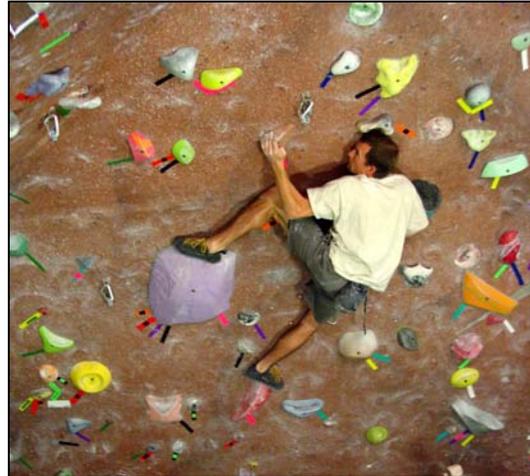
⁴⁰ Maureen Nichols

wanted to log their forest lands and in conjunction decided to open the Peak 8 facilities on December 18, 1961. Not being ski area operators, the ski area was sold after a few years to local investors who had started the Arapahoe Basin ski area. These investors sold the company to Aspen Ski Corporation in the early 70's, and the company exchanged hands several times before being most recently sold to Vail Resorts, Incorporated in 1997.

Along with skiing, there were similar introductions and growth in other recreational activities. Two nordic centers were developed to accommodate groomed cross-country skiing. The Recreation Center was constructed to offer traditional indoor activities. The Town built two ice rinks to accommodate skaters and hockey players. There have been numerous parks created throughout the community. A 27-hole golf course was established on the north edge of Town. In addition, the numerous soft-surface trails both within the Town and on adjacent national forest lands provide a venue for two of the most popular summer recreational activities: hiking and mountain biking. These trails also offer opportunities for backcountry skiing and snowshoeing in the winter. The community has a stunning recreational flavor that both residents and visitors appreciate. In this regard, the Breckenridge community is not just a niche market and has much more to offer than just the well-known alpine skiing facility.

B. EXISTING CONDITIONS

The Breckenridge community is blessed with a wide variety of indoor and outdoor, as well as organized and non-organized recreational amenities. To better understand the community needs for recreation, the Town commissioned the Breckenridge Facilities Master Plan, 2003. The plan inventoried existing Town facilities, including those providing recreation, surveyed community citizens, and then projected future needs based on per capita standards and population growth. Much of the information that follows in this section on existing conditions is based on information gleaned from the plan.



1. Alpine Skiing



While there are many recreational amenities and attractions in the Breckenridge area, the single largest draw is the Breckenridge Ski Resort (BSR). With an upper elevation of 12,998', dry snow due to a continental climate, and an average annual snowfall of 300 inches, the ski resort attracts local, state, national, and international skiers and snowboard riders. In general, with some exceptions for low snow years, the ski resort has continually grown its skier/rider visits to the point where it is typically either the first or second most visited ski area in the United States; see Table 1, below.

Table 1: Breckenridge Ski Resort Visits¹

Year ²	Skier Visits
1970	197,684
1972	271,213
1974	441,810
1976	287,005
1978	627,540
1980	195,718
1982	673,129
1984	850,000
1986	940,406
1988	1,071,111
1990	931,413
1992	1,140,185
1994	1,227,357

Year ²	Skier Visits
1996	1,341,179
1998	1,385,927
2000	1,422,783
2002	1,424,000
2004	1,470,961
2006	1,650,000

¹ Source: Breckenridge Overview for years 1970-1992; and Colorado Ski Country USA website for years 1994-2005
² For ski seasons starting in the indicated year



The ski resort has also continually expanded its skiable acreage. The Peak 8 trails and facilities were opened in 1961, the Peak 9 trails and facilities in 1972, Peak 10 trails and facilities in 1986, and the Peak 7 trails and facilities in 2003. This has brought the ski area to where it currently consists of 2,360 skiable acres. The ski area’s permit boundary with the US Forest Service extends from Peak 10 to Peak 5 along the Ten Mile Range, although any expansion of the existing ski area would be subject to a public environmental review process and is not

guaranteed. The ski area regularly exceeds 14,500 skiers/riders during holiday periods and weekends after the first of the year, with a daily capacity of over 20,000 daily skiers/riders per day.

In 1997, the ski resort was purchased by Vail Resorts, which owns several other ski resorts and also has interests in lodging and the development and sale of real estate. The Town and the BSR both realize that having a healthy ski resort is good for the Town, and a healthy town is good for the ski resort. To some extent, both entities are dependent upon each other for their success. Because of this, the Town and the BSR have partnered together on several projects of mutual benefit. For example the Town was a financial partner in the funding for construction of the gondola. The Town also supported the proposal in 2005 for the Imperial Express lift to the summit of Peak 8. This lift is the highest in North America and increases the amount of easily accessed ski terrain. A number of issues have been negotiated between the Town and the BSR and solidified through development agreements, such as the redevelopment of the Peak 7



and 8 base areas. The Town intends to continue to partner with and support the BSR on

projects and issues of mutual benefit, while ensuring that proposed projects are in the best interests of the community.

2. Nordic Skiing



There are two developed centers for cross country skiing in the Breckenridge area. The Breckenridge Nordic Center is one of the oldest nordic centers in Colorado, originating in 1975. It contains over 16 kilometers of regularly groomed trails for skiing and 13 kilometers for snowshoeing. The ski trails are groomed for both classic and skating skiing. The Nordic Center's regularly groomed trails are on land leased from the Town in or near the ecologically sensitive resources of Cucumber Gulch. The Open Space Division oversees the monitoring of impacts to the Gulch from the Nordic Center operation, while the Recreation Department oversees the concession contract for operating the Nordic Center. The Breckenridge Nordic Center also offers an additional 11 kilometers of nordic skiing trails on national forest lands to the west. These trails are groomed less frequently (once or more weekly).

A report titled Cucumber Gulch Resource Protection & Recreation Plan was prepared for the Town in 1998. The report recommended that the Town complete a recreation plan to determine the appropriate recreational uses in the gulch. Additionally, the report recommended that the Town establish a stewardship presence near the gulch to afford better protection of the natural resources. The Town adopted the Cucumber Gulch Recreation Plan in 2004 and is in the process of implementing it. Also, the Town is considering the construction of a building that would accommodate the dual uses of a

nordic center and a nature center to be located near the existing Nordic Center building. The nature center would house the recently initiated nature series program offering educational opportunities as a recreational/educational amenity.

The Gold Run Nordic Center opened in 2002 at the Town-owned Breckenridge Golf Course. It contains over 20 kilometers of groomed skiing trails and 12 kilometers of snowshoe trails. According to the Upper Blue Nordic Master Plan (Phase I) adopted in 2002, this nordic center should be the focus for expansion, as it has significant potential for trails expansion into the Golden Horseshoe area. Because of the Nordic Center's location at the golf course, the Town carefully monitors impacts to the golf course. The Gold Run Nordic Center is a focus for state and regional competitive nordic ski events, and there is even more appropriate and extensive mileage and terrain in the Golden Horseshoe area. A goal in the master plan is to enhance nordic skiing in the area to the extent that it becomes regionally significant. This is consistent with the 2000 Vision Plan which calls for attracting more visitors to sustain the economy, as well as preserving natural resources and enhancing recreation thereby adding to community character. Many people appreciate nordic skiing as a quieter way to appreciate the outdoors, as opposed to alpine skiing. The lack of transit service to the nordic center is a concern in relation to the potential growth and development of the center.



The Town Council together with the Breckenridge Resort Chamber is committed to making the Breckenridge area a destination for nordic skiers. This is based on the idea that quality nordic skiing provides an amenity for residents and visitors alike and adds to the diversification of the local economy. The Town is exploring co-branding/cross-marketing opportunities with the Town of Frisco's nordic center

Finally, there are many skiers, snowboarders and snowshoers who prefer to venture out on their own away from any organized alpine or nordic ski area, instead using the roads, trails and mountains during the winter, seeking more solitude and/or a backcountry experience. The multitude of trails and surrounding public lands provide easy access for these undeveloped recreational pursuits. Easily accessed on these backcountry routes are two huts (Francie's Cabin and the Section House) which are utilized for overnight use by backcountry skiers. These huts host about 4,500 overnight users annually.

3. Recreation Department

The Town Recreation Department operates as a unified, one-stop-shop recreation provider for the community. The department provides many different types of recreation. The following are some of the larger amenities. In addition, the department is involved directly with other recreational activities listed in this chapter, such as nordic skiing.

a. Recreation Center

The Breckenridge Recreation Center was opened in 1991. It is comprised of 69,000 square feet and houses many kinds of amenities including a swimming pool, hot tubs, sun deck, gymnasium, tennis courts, exercise equipment, running track, rock climbing wall, child care room, meeting rooms and studios. The Recreation Center sells passes to residents, workers and non-residents. It also houses the programs division; thus, participation is tracked for both center visitation and programs participation (see table 2 below). The center is already exceeding capacity and hitting maximum participation limits in several program areas. The Town is considering an expansion of the center that may involve adding additional space and renovating several areas.



Table 2: Recreation Center Visitors¹

Year	Total Visits	Total Passes Sold	Total Program Participants
2006	103,080	4746	55,583
2007	91,670	4710	59,285

¹ Source: Breckenridge Recreation Center

b. Stephen C. West Ice Arena



The Stephen C. West Ice Arena was completed in 1997 and totals 17,000 square feet. It includes an indoor ice rink with spectator seating, outdoor ice rink, locker rooms and meeting rooms. The ice rink serves public skating, figure skating and hockey leagues. Participation is tracked by passes sold, visits, program participation, and ice session participants (see Table 3, below). At this time, there are no plans for further ice skating facilities in the Town.

Table 3: Ice Rink Visitors¹

Year	Passes Sold	Total Visits	Program Participants	Ice Session Participants
2006	239	28,462	473	21,198
2007	190	29,497	--	--

¹Source: Stephen C. West Ice Rink. Some 2007 data unavailable.

The Facilities Master Plan suggested potentially using the ice arena “to form a nucleus of a second major recreational facility center distinct from the Kingdom Park/Recreation Center complex”. Informal surveys indicate the need to explore such a winter sports center or some variation. This would help grow alternative winter sports as a means of providing more diversity for residents and visitors. The Town will consider the recommendations of the Facilities Master Plan in regard to future winter sport amenities.

c. Parks

The Breckenridge community has many different types of parks that serve both residents and visitors, ranging from play fields to historic interpretative parks. These are discussed below. It should be noted that the Town has embarked on a collaborative effort with neighboring jurisdictions to assess field needs on a countywide basis, which may affect the identified existing needs as discussed further in this chapter.

i. Kingdom Park

Kingdom Park is located along Airport Road, adjacent to the Recreation Center and comprises 29.01 acres. The park includes softball/baseball fields, soccer fields, tennis courts, a skateboard complex, basketball court, playground and parking for 300 cars. The paved Summit County Recpath, which connects with other communities in Summit County, is on the edge of the site and is very popular with cyclists, walkers, runners, in-line skaters, and others. The Breckenridge Whitewater Park is within the Blue River along the east side of Kingdom Park. The Whitewater Park, finished in 2003, consists of twelve features on which boaters can practice. The Breckenridge Facilities Master Plan identified additional outdoor fields for softball, rugby, and soccer as future needs. This is consistent with the Countywide Comprehensive Plan, which notes an existing need and increasing demand for traditional recreation facilities (i.e. ballfields).

ii. Carter Park

Carter Park is adjacent to the Breckenridge Elementary School in the historic district and is on an 8.10 acre site. The park includes tennis courts, volleyball court, play structures, an open play field, sledding hill, a dog park area where dogs are free to run, and an indoor pavilion with BBQ and picnic area.



Carter Park is also the only off leash dog park in Town and it serves as a trailhead providing access to the Town trails system and ultimately the backcountry. There are no plans to expand the park at this time.

iii. Upper Blue Elementary Park

The Upper Blue Elementary School has a park site adjacent to the school on 6.8 acres. The park's outdoor facilities include a little league ballfield, an open play field, a basketball court and children's play equipment. The school district manages the fields for its varied recreational activities.

iv. Historic Parks

The Town has acquired and maintains several historic parks for interpretation as well as passive recreation. These are discussed further under the Historic Character Chapter.



v. Indoor Playspace

Informal discussions with citizens have identified the need for an indoor play space for year-round use. Given the short summer season and diversity of age groups occurring in Breckenridge, the Town will give serious consideration to providing such a facility.

d. Recreation Programs

Recreation programming is a vital service for our community, including tourists/visitors, as we are responsible for delivering recreational opportunities that meet a wide variety of leisure needs. These needs include learning experiences, competitive experiences, physically or mentally challenging experiences or simply relaxation and social needs. The Town Recreation Department offers programs for moms and tots, children, teens, young adults, mature adults, families, residents and visitors. Programs include environmental education, climbing, adventure, sports, competitive or recreational races, gymnastics, fitness, personal training, wellness, and lifetime activities.



Children's programs are also a focus of Recreation Department activities. Unlike most communities where after school "care" is the responsibility of the schools, the Recreation Department has been a lead provider of this service. Children in Breckenridge are very fortunate to have access to a significant after school program of recreational activities offered by the Recreation Center. These recreational activities provided through the school year are then supplemented by a very diverse range of summer recreational activities through a licensed

Summer Day Camp. These two programs provide school-age residents and visitors with a huge range of recreational experiences. The Recreation Department also provides teen adventure activities throughout the year, particularly in the summer. The Town

partners with the local schools to provide a winter activities program that exposes local children to nordic skiing, ice skating (figure skating and hockey), swimming, climbing, etc.

4. Golf Course



The Breckenridge Golf Course opened with 18 holes in 1985. Nine more holes were added in 2001 for a total of 27 holes on approximately 200 acres, including natural areas and the clubhouse site. The course is one of only a few publicly owned courses designed by Jack Nicklaus. The course includes a club house and driving range. The course has received many awards for how it plays, for environmental stewardship components, and for its operations.

Although a golf ball flies farther and straighter here due to the high altitude of 9,324', the course has the second most difficult rating in the state. The course had 31,921 rounds (visitors) in 2004; see Table 4, below. At this time, there are no plans for further expansion of the course.

Table 4: Breckenridge Golfers¹

Year	Visitors²
2001	28,406
2002	31,406
2003	32,417
2004	31,921
2005	34,221
2006	35,888
2007	36,378

¹ Source: Breckenridge Golf Course

² Number of 9 or 18 hole rounds

5. Equestrian Center

The Breckenridge Equestrian Center is located off Wellington Road southwest of the intersection with French Gulch Road. The facility includes 40 horse stalls, a 25,000 square foot outdoor riding arena, and parking. The facility is privately-run facility and available to the paying public. The site has access to many miles of trails available to horses in the surrounding backcountry. There have been discussions of expansion and a covered facility in the past.

6. Open Space



In recent years, the Breckenridge area has experienced high levels of development pressure. Because of this, the citizens of the community feared that there would not be an adequate amount of open space in the area. As a result, in November of 1996, voters in Breckenridge passed a ½ cent sales tax to be used exclusively for open space and trails. The sales tax produced \$1.642 million in 2006. The Breckenridge Open

Space Plan, amended in 2007, provides the framework for how the open space revenues should be used. The plan addresses land acquisition, natural resource protection, land conservation values, stewardship and management of open space, and land protection strategies.

The initial stages of the program concentrated on land acquisitions, with a sense of urgency to acquire certain lands before they were developed. By early 2008, the program had spent over \$12 million on the protection of 3,376 acres of land, including over 1,800 acres purchased from the B&B Mine Company. The Town has facilitated these acquisitions by partnering with other agencies, through state grants and especially through sharing costs with Summit County (which has contributed close to \$7 million toward land acquisitions). Table 5 below summarizes the open space acquisitions of the Town. Some of these lands have been acquired with the intent to exchange them with the US Forest Service to consolidate landownership, and thereby more efficient land management.

Table 5: Breckenridge Open Space Acquisitions¹

Area	Acreage ²
Cucumber Gulch	39.68
Golden Horseshoe	2614.86
Backcountry	563.60
Other	158.66
Total	3376.80

¹ Source: Town of Breckenridge Community Development Department

² Includes lands acquired jointly with Summit County

Although the Open Space program continues to be actively engaged in land acquisition, the program is also moving into a phase of planning, management and maintenance for the existing land holdings. This evolution is consistent with what has happened to other established open space programs in the state. This phase includes master planning the

uses for many of the acquired lands and management and maintenance of their associated resources, structures, and trails.

As part of the recreation component of the Breckenridge community, the Open Space program is responsible for constructing and maintaining a trail system that connects with the adjacent trail systems in the County and on national forest lands. In 2008, the Town trail system consisted of about 36 miles of summer trails, including the paved Recpath (not including trails in the Golden Horseshoe area). The soft surface trails are used mostly for dog walking, running, hiking and mountain biking. The Town also has control over most of the nordic trails discussed above. Some of these trails are on lands which contain sensitive resources, such as those in Cucumber Gulch. The Town monitors recreational impacts to these resources to protect them. The Town designates which trails are open to what kind of uses in order to reduce conflicts and assure a positive recreational experience. For example, the Town prohibits dogs on most of the trails in Cucumber Gulch, to avoid harassment of wildlife. In 2003, the Town initiated an Adopt-A-Trail and Friends of Breckenridge Trails programs which encourage volunteers to help in maintaining the Town's trails. In 2004, the Town constructed a "freeride" bike park that contains eleven features to challenge the skills of mountain bikers, and additional freeride features are being incorporated into other trails in appropriate locations. The Town has adopted a set of trail standards and guidelines to facilitate consistent trail construction and maintenance for the Town trail crew members, as well as any other entities required to construct trails within the Town.



As was noted above regarding nordic skiing, the Town Council and the Breckenridge Resort Chamber are also committed to making the Breckenridge area a destination for mountain biking. Amenities such as mountain biking add to the diversification of recreational offerings and are consistent with the 2000 Vision Plan in regards to preserving natural resources, enhancing recreation, and adding to community character.

In 2005, the Town and County acquired over 1,800 acres of backcountry land from the B&B Mining Company. Most of this land is within the Golden Horseshoe, an 8,000 acre land area lying between the Swan River and French Creek. In conjunction with the U.S. Forest Service (which controls the majority of land in the Golden Horseshoe), the Town and County worked through an extensive public participation process in 2006 and 2007 that resulted in the development of the Golden Horseshoe travel management plan. The plan identifies the desired future trail system in the Golden Horseshoe, along with the types of users (e.g., motorized, non-motorized) that will be allowed on each trail. The plan also



identifies important natural resources and historic resources in the area, and gives deference to the protection of these resources in order to sustain the Golden Horseshoe's assets.

In addition to the Open Space Program, the Town assures the provision of adequate open space through regulations in the Development Code. A number of open space tracts (totaling 557 acres) have also been dedicated to the Town as the result of development applications, donations, or other means. Some of the Town open space parcels and trails in unincorporated areas are regulated by the Summit County Development Code.

In 1997 the Town Council established the Breckenridge Open Space Advisory Commission (the BOSAC), which advises the Council on the appropriate goals and objectives of the Town's Open Space Program, such as the acquisition, stewardship and preservation of open space. The BOSAC helps define the types of open space to be protected, the criteria used to select parcels for acquisition, and the priorities for stewardship practices. The BOSAC is also the public forum for discussion on open space issues.

7. Miscellaneous Activities



There are many other forms of recreation that take place in the Breckenridge area. Currently, there is one private company that runs tours of the surrounding area, with snowmobiles and dogsleds in winter and with four-wheel drive vehicles in the summer. Many residents and visitors use snowmobiles, four-wheel drive vehicles, or off-road vehicles, on their own. Many people also use the existing trails and roads in the area for running, hiking, horseback riding, walking their dogs or cycling. Climbing to the summits of the surrounding mountains – the highest being 14,265' Quandary Peak - also is a popular activity during both the summer and winter seasons. Mountain bike tours and clinics are also available in the area. Finally, one of the most popular recreational activities in the area is simply sight-seeing of the beautiful landscapes, whether it be from a trail, road or Highway 9.

C. RECREATIONAL PLANS

Breckenridge has some unique needs for recreation, although they are not necessarily unusual for a mountain resort community. This is partly because of the demographic composition of the community. For example, there are a large number of second homeowners in addition to full-time residents, plus the large number of tourists. There is a growing retirement population, as well as families and empty nesters. Providing recreation for such a diversity of needs is the challenge that the Town is facing. Furthermore, the Town must prioritize needs, as it is fiscally impossible to meet

everyone's needs. The Town is working on finding a better balance between winter recreational resources and those in use during the other seasons. The Town recognizes the importance of partnering with the private sector to provide for recreation, and in assuring recreation is available to all segments of the community.⁴¹

The Breckenridge Facilities Master Plan includes a projection of recreational needs based on population growth. These projections were calculated on assuming a need of 5 acres per 1,000 persons, which is similar to what other recreation-based communities provide, with an assumed 100% resident population and an assumed 50% vacation home population, combined with population growth estimates. Using this method, the plan estimates that although the Town currently has 58 acres of park and recreation land, which was an adequate supply in 2003. We are currently experiencing a slight deficit, as noted in Table 6, below.

Table 6: Breckenridge Projected Recreational Park Needs

Year	Need (Acres)
2005	4
2010	14
2015	23
2020	40

However, it should be noted that the Facilities Master Plan's population projections for 2005 and 2010 were higher than the more recent projections that are noted in the Population & Demographics Chapter, so the projected deficit is likely lower. At the same time, the plan's population projections for 2015 and 2020 are actually lower than those in the Population & Demographics Chapter. Regardless, it can safely be assumed that there will be a deficit of recreational facilities in the near future, as the Town approaches build-out, if the Town doesn't act to address such needs.

In addition to the quantitative analysis just mentioned, the Facilities Master Plan also conducted a qualitative needs analysis based on surveys of the citizens. While such methods can produce an abundance of needs due to a "wish-list" tendency, the input still has some value, especially when prioritizing needs. Three major needs that were consistently identified as high priorities in the surveys were a movie theatre, performing arts center and another indoor ice rink. The Facilities Master Plan can be reviewed for more details regarding recreational needs.

In addition to the Facilities Master Plan, the Town has recently completed a master plan for the McCain/Block 11 properties at the north end of Town. The properties are being master planned to guide future uses, which will include some additional recreational park opportunities that may offset the potential parks deficit discussed earlier.

⁴¹ Breckenridge Facilities Master Plan 2003

D. RECREATION & TOURISM GOALS & POLICIES

Goal

To provide world class recreational opportunities for a diversity of activities throughout the year, while ensuring they remain affordable, accessible and enriching for visitors and residents alike.

Policies

1. Partner with and support the Breckenridge Ski Resort regarding projects and issues of mutual community benefit.
2. Monitor and manage recreational impacts to sensitive areas.
3. Focus future expansion of nordic skiing at the Gold Run Center, while pursuing the location of a nature/nordic center at the Breckenridge Nordic Center facility.
4. Develop management plans for Town-owned open space so that the land's resources are sustained and recreational opportunities are enhanced.
5. Expand and enhance the Town's trail system to further connect with trail systems on adjacent lands and offer a variety of experiences.
6. Consider separating users in heavily used areas and trails.
7. Make Breckenridge a destination for nordic skiing and mountain biking.
8. Help assure the provision of adequate open space through the regulation of development.
9. Update the Trails and Open Space Plans periodically to ensure that the plans remain consistent with community values and consider future community open space and recreational needs.
10. Provide a diversity of recreation for all different ages and ability levels for residents, second homeowners, and tourists.
11. Provide a variety of winter and summer recreational amenities.
12. Work with the private sector and other public agencies to enhance recreation in the area.
13. Identify and provide for future recreation amenities where there is the greatest need.
14. Continually seek public input to determine recreational needs.
15. Consider the establishment of an advisory board to provide ongoing input and support regarding recreation in Breckenridge.

16. Implement the recommendations of the Facilities Master Plan, McCain Master Plan, Upper Blue Nordic Master Plan, Golden Horseshoe Travel Management Plan, the Cucumber Gulch Recreation Plan, the Open Space Master Plan, and the Trails Master Plan.
17. Continue to work cooperatively with Summit County to acquire and manage jointly-owned properties in the Upper Blue Basin.

CHAPTER IX: COMMUNITY FACILITIES

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

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

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

A. WATER SERVICE⁴²

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



1. Water Source, Storage and Distribution

The Town of Breckenridge provides treated water to the Breckenridge area by obtaining raw water from the Blue River at the Goose Pasture Tarn, the Town's primary water source. Almost all municipal water is treated at the Breckenridge Water Treatment Plant

⁴² Town of Breckenridge Water Division

located just north of the Tarn, which has a 5 million gallon per day treatment capacity. The Town also owns and operates a very small drinking water treatment facility for 400 homes in the Peak 7 area. This facility has been shut off since 2002 due to cost, inefficiency, and low stream flows and is not expected to re-open.

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

Table 1: Breckenridge Water Adjudication¹

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

¹ Source: Town of Breckenridge Water Division

² In case no. W-183, Water Division V, an alternative point of diversion and place of storage for these water rights was obtained at Goose Pasture Tarn on the mainstream of the Blue River. Total direct flow diversion is limited to 4.87 cfs at the alternate point of diversion at the outlet of Goose Pasture Tarn.

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

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

Table 2: Monthly Total Water Outflow for 2007 (million gallons)¹

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Outflow	69	59	57	48	42	69	91	75	52	33	39	52
Rank	3	5	6	8	9	3	1	2	6	11	10	7

¹ Source: Town of Breckenridge Water Division
 2004 Total: 733 Million Gallons (MG) = 2252 Acre Feet (AF)
 Daily Average: 2.01 MGD = 3.10 Cubic Foot/Second (CFS)
 Peak Day: 3.37 MGD = 5.21 CFS

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

2. Capacity and Protection Policies

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

The Town presently has the water capacity to service the area within the Town limits and the areas outside of the Town limits that are within the Comprehensive Plan. Build-out is currently estimated to be about 11,930 SFE's (single family equivalents). The Town uses SFE's to distinguish different residential uses and their impacts. The Town's capacity is adequate to serve 13,055 SFE's. Currently, the Town water system is serving just under 9,242 SFE's via 3,595 actual taps, which is about 70% of the estimated water system build-out of about 13,055. The 9,242 SFE's includes in-town taps and out-of-town taps. This means there are about 1,125 remaining taps above the estimated system build-out number. Table 3 below, summarizes the water system figures. This build-out number includes many taps outside the Town limits, but is lower than the basin build-out number due to the use of wells. However, the transfer of development rights from backcountry parcels that would use wells to in-Town lots that will use the water system, could impact the projected system build-out number. The total water demand for the build-out of the Breckenridge Comprehensive Plan is projected to be approximately 3,560 acre feet over a one year period of time or a daily average of 4.9 cfs.

Table 3: Breckenridge Water System¹

Existing SFE's	9,242
Build-Out² SFE's	11,930
System Capacity SFE's	13,055
Excess SFE's	1,125

¹ Source: Breckenridge Water Dept. and Community Development Dept.

² Different from Basin Build-Out Due to Wells

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

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

B. SEWERAGE⁴³

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

⁴³ Breckenridge Sanitation District

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

1. Treatment Plants



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

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

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

Table 4: District Average Monthly Sewage Inflow 1999-2007 (million gallons)¹

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

¹ Breckenridge Sanitation District, averages exclude year 2000 figures, which were unavailable.

2. Discharge Standards

Although the District operates its own certified laboratory, the Colorado Department of Health and Environment conducts annual comparison sampling and compliance testing. The District operates under a series of effluent standards for water discharged into the Dillon Reservoir. The Farmers Korner plant discharges directly into the reservoir, while the Iowa Hill plant discharges into the Blue River which then feeds the Dillon Reservoir. The standards require that treated effluent from the plant contain less than specified concentrations of BOD (Biological Oxygen Demand), total suspended solids, fecal coliforms, total residual chlorine, total phosphorous, and dissolved ammonia. The District has always met these standards except for one day in 2000 as the Iowa Hill plant was first started up (the level of pH was violated on one sample due to fine tuning of the phosphorous removal system).



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

The District has discussed a pump-back of discharged water from the Farmer’s Korner treatment plant back upstream to near the Iowa Hill treatment plant outfall. The water that would be pumped back would be treated and not harmful. This would allow greater dilution of pollutants and also benefit natural resources by providing for an additional 17 cfs of flow in the Blue River. This increased flow would eliminate the drying up of the river during low water periods. The District has not committed to pursuing this pumpback project. If the project is implemented, the Town may evaluate the benefits of paying to have the line extended two more miles back to the Maggie Pond to increase flows through the heart of Town.

3. Projections and Capacity

The current total capacity for the entire District system is 4.5 MGD and 15,000 taps or SFE’s. In 2001, the District served the following SFE’s: 3,858 residential; 8,520 multi-family; and 1,849 commercial.

The Countywide Comprehensive Plan adopted in November 2003 indicates there were 9,891 existing residential units plus 2.8 million square feet of commercial space in the Upper Blue Basin. That plan estimates the Upper Blue Basin build-out number for residences to be 15,044 with an additional 1.6 million square feet of commercial space. The addition to the Iowa Hill plant in 2009 is anticipated to add 2.1 MGD or 7,000 SFE's. With the addition, the District anticipates that total District capacity will be approximately 22,000 SFE's and that this will accommodate the projected build-out of the Upper Blue Basin for sewer service. Table 5, below, summarizes current and potential District capacity.

Table 5: Sanitation District Capacity¹

	SFE's
2007 Service²	14,850
2007 Capacity	15,000
Potential Service³	22,000
Potential Capacity	22,000

¹ Source: Breckenridge Sanitation District

² Breckenridge Sanitation District 2007 estimates

³ Build-Out of Upper Blue Basin

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

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

Table 6: Sanitation District SFE Factor¹

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

¹ Source: Breckenridge Sanitation District

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

4. Strategies

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

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

C. EDUCATIONAL

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



The total projected permanent population growth and the distribution of that growth affects the need for: additions to existing schools, construction of new schools; and the location of future schools. The location of schools must be compatible with community land use patterns. School buildings are often an important focus in a community,

particularly when they are used for a variety of community functions. Finally, new schools must be located in coordination with adjacent land uses and other community facilities, particularly parks, bike and pedestrian ways, and transportation networks. Because of these interrelationships, there is a need for close coordination between the School District and the Town. And because of the importance of educational facilities to the Breckenridge community, the Town supports the provision of these facilities through methods that lower the costs of new facilities.

1. School District

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

Table 7: Breckenridge Schools Enrollment/Capacity (Students)¹

School	Enrollment			Capacity
	1995	2000	2006	
Breckenridge Elementary	319	175	226	279
Upper Blue Elementary	-- ²	216	230	324
Middle School	536	662	654	900
High School	589	711	889	1,000

¹ Source: Summit County School District

² Constructed in 1996

It is estimated that for the 2004-2005 school year, the middle school had 31% or 198 of its students and the high school had 30% or 257 of its students from the Upper Blue Basin. As can be seen from Table 7, above, no school is operating at capacity at this time.

The District added a wing to the high school in 2006 and the middle school was renovated to accommodate up to 900 students in 2007. An option that the District may implement in the future is expansion of the Upper Blue Elementary School. With these improvements, the District believes it can accommodate the anticipated build-out numbers of the Upper Blue Basin without any additional facilities.⁴⁴

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

2. College

The Colorado Mountain College (CMC) has a campus in Breckenridge on South Harris Street on a 1.34 acre site. The College provides a number of educational opportunities

⁴⁴ Summit School District

ranging from college courses to community interest courses, and serves as a focus for other community wide activities. The building includes an auditorium/theatre in the basement. The building is part of a dispersed college campus system in the county with other facilities in Silverthorne and Dillon.

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



D. FIRE PROTECTION⁴⁵



area for the past 125 years.

The Breckenridge area is served by the Red, White & Blue Fire District. The District covers 138 square miles of Summit County, including the towns of Breckenridge and Blue River, the Breckenridge Ski Area, and adjacent sections of unincorporated Summit County. The District's boundaries are Hoosier Pass on the south, Lake Dillon on the north, the Continental Divide on the east and the Ten Mile Range on the west. Red, White & Blue Fire District and its predecessors have been providing emergency services in this

Red, White & Blue is a career department, with 52 paid personnel in 4 divisions: Operations, Administration, Community Risk Management and the Division of Safety, Training and Health. The District responds to approximately 1300 calls per year. Red, White & Blue is a multi-functional emergency services agency, providing fire protection, emergency medical services, hazardous materials response, wild land firefighting, public education, plan reviews and a variety of rescue functions. The District recently

⁴⁵ Red, White & Blue Fire District

upgraded their level of emergency medical response to advanced life support, providing its citizens and guests with the highest level of pre-hospital emergency care.

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

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

E. TOWN GOVERNMENT

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

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



In 2003, a Facilities Master Plan⁴⁶ was completed for the Town. The Plan notes that Town Hall, located on Ski Hill Road, contains 11,771 useable square feet and is below standards for average net useable square feet per person. The report concludes that it would not be feasible to remodel the existing building to better accommodate existing and future staff needs (28,756 square feet excluding the Police Department). Based on this, the Town constructed a new Police Department facility on Valley Brook Road in 2006. Even with the Police Department

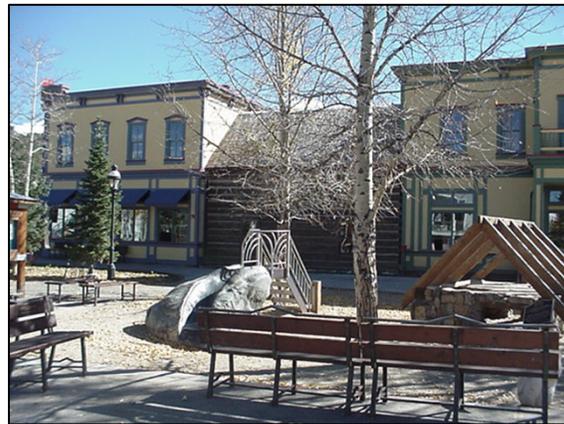
vacating Town Hall, the existing building is not designed in a functional manner and could not accommodate future anticipated growth of Town staff without an expansion. Because of this, the Town is considering alternatives in which to locate a new Town Hall. The Town has the option to purchase the current CMC building once the college relocates to its new location on Block 11.

⁴⁶ Town of Breckenridge Comprehensive Facilities Master Plan, 2003

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

Other major facilities for the Town include the Riverwalk Center on Park Avenue, the Recreation Center at Kingdom Park and the Stephen C. West ice rink on Boreas Pass Road. The Riverwalk Center is discussed in more detail in the Cultural Resources Chapter of this Plan. The two recreation buildings are discussed in more detail in the Recreation & Tourism Chapter of this plan.

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



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

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

Regarding expanding public information, the Town intends to make more extensive use of its web site to provide a broad variety of information and services (e.g., downloadable development application forms). This not only will provide better public service but will also increase efficiencies in answering public questions.

The Town is committed in working towards a more sustainable future. As such, it is recommended that Town government facilities and services are provided in a sustainable manner, with a focus on providing environmental protection and maintaining our natural resources. The Town has recently established a "Green Team", an

interdepartmental advisory group that focuses on reducing the Town's ecologic and carbon footprint through sustainable resource stewardship. The Green Team has initiated a number of sustainable measures, including: an audit of the Town's heating/electric systems and hiring of an Energy Service Company to retrofit existing facilities to reduce energy consumption; a van pool program to provide transit options for employees in Park County; installation of recycling containers throughout Town; assessment of the Town vehicle fleet and potential purchase of cleaner and more energy-efficient vehicles; replacement of lighting ballast to more energy-efficient lighting; purchase of renewable wind power for Town electricity needs; and numerous educational programs. The Town intends to continue to incorporate sustainability practices into the decisions it makes regarding its facilities and services.

F. COUNTY GOVERNMENT



Because Breckenridge is the county seat, Summit County government has long had a strong presence in the community. The County Courthouse was constructed in 1905 and has served as the primary building for County services ever since, housing the administration, finance, human resources, treasurer, clerk and recorder, assessor and attorney services. The other County facilities located in Breckenridge are the Justice Center (expanded in 2005), the South Branch

Library (completed in 1996), and the Sheriff, ambulance and road & bridge facilities on County Road 450.

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

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

G. ELECTRIC POWER

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

Power for the Breckenridge area is derived from several power plants that are all grid tied through various transmission systems throughout the entire country. These are the high voltage (some times referred to as high tension) lines that are much more visual than the lower voltage distribution systems that connect to end users. Energy sources for Xcel Energy include coal, nuclear, gas & oil, hydro, and wind.⁴⁷

Loads are monitored at the Breckenridge substation and the Xcel Energy Capacity Planning group utilizes this information to forecast load growth and budget for planned upgrades to the system as needed. At present the substation has 3 feeders that provide electricity to approximately 11,000 customers in the town proper and peripheral areas. At peak, the Breckenridge area demands 50+ megawatts of electricity. Peak loading is in the winter. Current forecasts reflect that another feeder may be necessary by about 2010.⁴⁸

Xcel Energy is preliminarily reviewing available routes and is committed to working with the Town to evaluate what will be the best potential routes to minimize impacts as they get closer to the actual budget and design process. Xcel Energy tries to locate lines in areas that will reduce exposure to outages and provide safe delivery of electricity to the end user. They are required to comply with all federal, state and local rules, laws and regulations governing the installation, operation and maintenance of power lines.⁴⁹

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

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

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

H. DAYCARE

⁴⁷ Xcel Energy, Inc.

⁴⁸ *Ibid.*

⁴⁹ *Ibid.*

There are two major daycare centers in the Breckenridge community. The Carriage House constructed a new 6,800 square foot facility on land provided by the Town in 1995, just north of the Recreation Center on Airport Road. The facility can handle approximately 124 children up to 10 years of age. The center currently serves 108 children and 131 more are waitlisted as of March, 2007. The Little Red School House opened in 1983 and operated on land provided by the Town until 2005. In 2005, the facility moved to a new location on land that the developer of the Vista Point subdivision provided in accordance with an annexation agreement with the Town. The school is a year-round Montessori based pre-school and childcare center that serves approximately 163, children ranging from two to six years (55 more are waitlisted).



Several other smaller day care facilities service the community. The Breckenridge Montessori on North Main Street services 30 children. The Kinder-Hut day care facility, which provides on-mountain day care for visitors but also serves local families, is scheduled to close in, 2008. Kinder-Hut accommodates 15 children of local families in the winter and 58 children of local families in the summer. The Peak 8 Learning Center day care facility is also scheduled to close in the future with development of the Peak 8 base area. About 10 local children are served by this facility.

The availability of daycare services in the community is a concern because the need is greater than the available facilities can serve. A recent daycare needs assessment performed for the Town indicates that at buildout there will be a need for an additional 127 daycare slots to accommodate the community's daycare needs. For this reason, the Town supports the provision of daycare services in various manners. The Town recently adopted new regulations to ease the provision of in-home childcare.

In response to the shortage of day care, and because of a desire by the Town to provide adequate day care for Town residents and workers, the Town initiated construction of a new day care facility on Valley Brook Road in 2007, directly across the street from the Carriage House. When completed in 2008, the new Valley Brook day care facility will accommodate 69 children. This will account for a little over half of the projected daycare need at build-out. It is therefore thought that additional daycare facilities may need to be constructed sometime between now and buildout to accommodate the remaining projected daycare needs.

I. TELEPHONE

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

J. SOLID WASTE⁵⁰

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

K. DRAINAGE⁵¹

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

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

The Engineering Standards developed in 1987 provide basic standards for drainage systems in the Town. Any newly developed area is required to meet these standards and therefore provide a functioning drainage system. These standards deal with water quantity and quality. In the future, the Town should explore alternative best management practices as a way to deal with drainage, such as considering the use of pervious parking surfaces.

⁵⁰ Summit County Engineering Department

⁵¹ Town of Breckenridge Engineering Department

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

L. COMMUNITY FACILITIES GOALS AND POLICIES

Goal

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

Policies

1. Monitor and expand facilities and services in order to maintain an adequate level of service.
2. Consider impacts on community facilities before development or annexation requests are approved.
3. Require development projects to bear a portion of the cost for needed support facilities.
4. The provision of community facilities will be undertaken in a manner that takes into consideration all the elements of this Plan.
5. Coordinate with other jurisdictions and agencies to locate facilities where developments are more easily served.
6. Growth trends shall be carefully monitored to accurately anticipate the need for future community facilities expansions.
 - Monitor infrastructure capacity on an ongoing basis to understand capacity limitations on accommodating new development.
7. Coordinate with appropriate agencies to assure that design and location of new facilities are considered in order to integrate them into their surroundings.
8. Utility distribution lines shall be located underground in all future developments.

Water Service:

9. Consider the acquisition of additional water rights and additional storage.
10. Require developments to pay for mainline extensions, with the Town remaining primarily responsible for maintenance and upgrading.

11. Limit the provision of additional water service to areas outside of the Town Comprehensive Plan boundaries, and ensure that such services are only provided where public health issues arise or where other important public purposes (e.g., affordable housing) are served.

12. Implement conservation methods to minimize water use.

13. Ensure adequate water service and conservation through provisions of the Subdivision Ordinance and Development Code.

14. Explore the establishment of a new water reservoir or expanded reservoir to hold Town water (e.g., McCain property).

Sewerage:

15. Cooperate with the Breckenridge Sanitation District and other agencies to accommodate growth through proper collection and treatment of sanitary waste.

16. Monitor community growth and sewer tap requirements to assure the adequate capacity to meet future service demands.

17. Encourage conservation methods and technologies that reduce inflow volume that must be served.

Educational:

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

19. Support agencies in meeting the needs of the community, including through methods that lower costs of new facilities.

20. Coordinate with the School District to assist with the availability of housing for District employees.

Fire Protection:

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

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

Town Facilities:

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

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

- 25. Expand the public information program to ensure timely dissemination of information and increased opportunities for public engagement;
- 26. Increase the support of non-profits that provide services to the community; and
- 27. Work closely with local employers to create employment opportunities and to reach out to youth and other segments of the community to involve them in civic issues.

County Facilities:

- 28. Coordinate with the County regarding the provision of public services.
- 29. Work with the County to provide seamless integration of services, especially regarding transportation and land use planning.

Electric Power:

- 30. Convert existing overhead utilities to underground service.
- 31. Encourage substations to be located outside residential and intensive commercial districts.
- 32. Provide incentives for the conservation of energy through adoption of policies in the Development Code.
- 33. Provide leadership regarding energy conservation including the consideration of technologies and methods endorsed by green building standards and retrofit Town buildings to achieve higher levels of energy conservation.

Daycare:

- 34. Provide Town support for new and existing daycare facilities in the community.

Solid Waste

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

Drainage:

- 36. Implement the recommendations of the Drainage Master Plan.

CHAPTER X: POPULATION & DEMOGRAPHICS

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



The information in this chapter (in conjunction with other data) will be used to some extent to identify existing conditions and form goals and policies in virtually all of the other chapters of this plan.

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

A. POPULATION

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

The population of Breckenridge has two important components: permanent and peak. Permanent population can be looked at as the number of people who reside in the town on a year-round basis. Peak population is the total number of people who are in the town at one time, including residents, second homeowners, day-visitors, day skiers, along with an assumed 100% occupancy of all lodging units. Peak population is a very important figure for the town because service requirements are based on the actual number of people in Town at any one time. Upper Blue Basin and County population figures (permanent and peak) are also important because of the impacts that can result

to the Town from the people who live or are staying outside the actual Town boundaries. Skier visit numbers are addressed under the Recreation & Tourism Chapter. The percentage of second homeowners, who have a large impact on many facets of the town, is discussed under the Housing Chapter.

1. Existing Population

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

Table 1: Summit County Towns’ Permanent Populations¹

	1960	1970	1980	1990	2000	2005
Breckenridge	393	548	818	1,285	2,408	3,359
Blue River	-	8	230	440	685	745
Dillon	814	182	337	553	802	811
Frisco	316	471	1,221	1,601	2,443	2,703
Montezuma	-	-	-	60	42	48
Silverthorne	-	400	989	1,768	3,196	3,840

¹ Compiled from the Breckenridge Master Plan 1983, Breckenridge Overview 2003, and Countywide Comprehensive Plan 2003, all of which in turn were based on the US Census and information from Colorado State Demographers Office. Years where no figures are reported reflect those jurisdictions not being incorporated at the time. Dillon’s decrease in population in 1970 reflects that town’s move to a new location due to its inundation by Dillon Reservoir.

Table 2: Permanent and Peak Population¹

Year End	Breck Permanent	Breck Peak	Up. Blue Permanent	Up. Blue Peak	County Permanent	County Peak
1870	51	-	-	-	-	-
1880	1,657	-	-	-	-	-
1890	714	-	-	-	-	-
1900	976	-	-	-	-	-
1920	834	-	-	-	-	-
1920	796	-	-	-	-	-
1930	436	-	-	-	-	-
1940	381	-	-	-	-	-
1950	296	-	-	-	-	-
1960	393	-	-	-	-	-
1970	548	-	-	-	2,665	-
1980	818	9,903 (1983)	2,302	19,806 (1983)	8,848	-
1990	1,285	21,729	4,069	30,982	12,940	88,752
1991	1,354	21,961	4,140	31,161	13,471	89,216
1992	1,390	22,268	4,230	32,283	13,840	91,244
1993	1,514	22,690	4,498	33,637	15,194	93,732
1994	1,670	22,828	4,990	34,882	17,107	97,066
1995	1,710	23,033	5,276	35,456	18,270	99,085

Year End	Breck Permanent	Breck Peak	Up. Blue Permanent	Up. Blue Peak	County Permanent	County Peak
1996	1,860	23,491	5,485	36,757	19,396	102,665
1997	1,949	23,878	5,669	38,148	20,349	106,391
1998	1,990	24,341	6,049	39,544	21,281	109,690
1999	2,228	26,127	6,152	41,279	22,568	117,577
2000	2,408	27,892	6,526	43,526	25,725	123,430
2001	2,728	29,972	8,043	48,126	25,268	138,278
2002	3,126	33,291	8,444	50,525	25,895	141,709
2003	3,181	33,828	8,463	NA	26,067	NA
2004	3,253	34,386	8,821	NA	26,424	NA
2005	3,335	35,026	8,952	NA	NA	NA
2006	3,406	36,157	NA	NA	NA	NA

¹ Population Data is from the Colorado State Demography Office and the 2007 Town of Breckenridge Overview. Data for -2006 was incomplete at the writing of this Plan.

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



Because peak population is such an important statistic for the Town, breaking it down into estimates of monthly comparisons is useful. In order to do this, data has been gathered regarding monthly sales tax revenues, monthly inflows into the sewerage treatment plant, and monthly water usage. It can be assumed that the monthly fluctuation in sales tax revenue, sewage inflow and water usage correspond somewhat to peak population fluctuations. Using these three sources offers a greater chance of assuring an accurate conclusion.

Table 3, below, notes how each month ranks in terms of its percentage of the yearly sales tax revenues. Table 4, below, compares the amount of flow into the Town sanitary sewer treatment plant, on a monthly basis, averaged from 1999 through 2003. And Table 5, below, compares the monthly water usage based on outflows at the Town’s water plant, and includes discounts for summer outdoor uses (irrigation, washing cars, etc.) which accounts for 20-50% of summer water use.

When the three tables are compared, it can be concluded that the months with the largest peak populations are December through March, with a summer spike in July. When the data for 2003 in tables 3, 4, and 5 is compared with 1983 peak population

data, which is noted in Table 6 below, two trends can be observed: November is generally no longer one of the busiest months, at least with regards to sales tax revenues or sewage flows; and July has become a busier time.

Table 3: Monthly Sales Tax Percentage of Yearly Totals¹

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

¹Town of Breckenridge Finance Department

Table 4: Average Monthly Sewage Inflow 1999-2007 (million gallons)¹

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

¹Breckenridge Sanitation Department. Averages exclude year 2000 figures, which were unavailable.

Table 5: Monthly Total Water Outflow for 2007 (million gallons)¹

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

¹Town of Breckenridge Water Division, includes summer discounted usage totals (for irrigation, etc.)

Table 6: Monthly Rankings for Peak Population, 1983¹

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
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Rank	5	3	1	6	12	11	8	7	9	10	4	2
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¹ Town of Breckenridge Master Plan ,1983

Another segment of the population that is not well-documented or understood is the seasonal work force. During the busiest seasons in the winter and summer, hundreds of temporary residents are employed at the ski resort and at other Breckenridge businesses. These workers typically only stay for the winter or summer season and then leave Town. Data collected through employer surveys indicates that there were about 3,700 winter seasonal employees and 2,400 summer seasonal employees in 2006.⁵² Of these seasonal workers, the majority of them do not return the following season and thus new employees had to be recruited.⁵³ Without seasonal workers, the Town would not have enough workers to support the service industry during the winter and summer seasons. This seasonal work force places its own demands on the Town’s infrastructure, including on the Town’s housing supply. Because the seasonal work force has not been as thoroughly documented or analyzed as other segments of the population (e.g., permanent population), this Plan suggests that the Town take steps to further evaluate this segment of the population, to understand better their impacts on the community and what needs to be done to best accommodate them.



2. Projected Population

Economic factors have had a dramatic effect on Breckenridge's growth and economy in the past 140 years. Mining activity was the primary economic force from the time Breckenridge was founded in 1859 until the early 1940’s, and until recently, most population fluctuations have been associated with this industry. The first major population increase occurred between 1859 and 1863 when gold deposits were first discovered in the local streams and hillsides and were extracted by lone miners staking claims. During this time, the population of the Upper Blue Basin is estimated to have reached as high as 8,000.⁵⁴

A second major mining period lasted from approximately from 1878 to 1909 and involved large scale mining operations with heavy equipment. The population of Breckenridge was as high as 1,657 in 1880 and did not return to this level until over a century later in 1993, as noted in Table 2, above. The third mining period stretching from about 1898 to 1942 brought huge dredge boats to the Blue River, Swan River



⁵² Town of Breckenridge Housing Needs Assessment, 2006

⁵³ *Ibid.*

⁵⁴ “Summit: A Gold Rush History of Summit County Colorado”; Alpenrose Press; by Mary Ellen Gilliland; 1980

and French River. The boats discontinued operation in 1942 due to World War II and simultaneously the economy took a sharp downturn and population growth came to a standstill. During this dormant period the major economic activity for local residents was employment at the Climax Molybdenum mine in Lake County, as well as various ranching endeavors, and the Town's population dropped to below 400 for several decades.



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

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

The high rate of population growth of 8% is based on what the Town experienced during the 1990's, which is considered by most people as a boom-time. The low growth rate of 4% is what the State Demographers Office uses to project population for the Town. And the medium growth rate of 6% attempts to balance these high and low extremes. Although any of these growth rates are conceivable, none of them can be sustained for very long, as the maximum build-out of housing units (7,514 excluding lodging and accessory units) will eventually cap the maximum permanent population for the Town, assuming the current policy of approving no new density remains. Given that build-out of the Town would only allow 7,514 total units, permanent population is projected to top out at approximately 5,681. (7,514 units x 35% year-round residents x 2.16 occupants per unit = 5,681.) Thus, estimating future population figures for the Town is more an exercise in determining when build-out will occur, rather than projecting population out 20 years or more into the future, as is standard procedure for many municipalities.

**Table 7: Reaching Build-Out of Permanent Population
By Different Growth Rates**

Population at Start of Year	Low (4%)	Medium (6%)	High (8%)
2006	3,406	3,406	3,406
2007	3,542	3,678	3,678
2008	3,684	3,899	3,972
2009	3,831	4,133	4,290

2010	3,984	4,381	4,633
2011	4,143	4,644	5,004
2012	4,309	4,923	5,404
2013	4,481	5,218	↑
2014	4,660	5,531	-
2015	4,846	↑	-
2016	5,040	-	-
2017	5,242	-	-
2018	5,452	-	-
2019	5,670	-	-
2020	↑	-	-

↑ Projected buildout and permanent population of 5,681 attained

As can be seen from Table 7, using a medium growth rate the Town should reach the maximum permanent population of 5,681 sometime in 2015. Even with the low growth rate projections provided by the State Demographers Office, the Town could expect to reach maximum population no later than sometime in 2020. With a high growth rate, maximum population could be reached as soon as sometime in 2013. Regardless of which growth rate proves to be most accurate, in all likelihood, the Town can expect to reach maximum unit and population figures in the near future, and should make decisions accordingly.

Table 8, below, projects peak population figures for the Town into the year 2015. As might be expected, as permanent population figures continue to rise, so will peak population figures.

**Table 8: Breckenridge Peak Population Projections¹
Based on Medium Growth Rate of 6%**

Year	Peak Population
2006	36,157
2007	37,047
2008	37,937
2009	38,828
2010	39,718
2011	40,608
2012	41,498
2013	42,388
2014	43,279
2015	44,169

¹This table was calculated taking the difference between 2006 and 2015 peak population estimates, and then dividing the difference by the number of years. Peak population for 2015 is

based on: permanent population + 65% of housing build-out units (second homeowners) x 5.5 occupants + lodging/accessory units x 2.5 occupants + day skiers + day visitors. $5,681 + (.65 \times 7514 \times 5.5) + (970 \times 2.5) + (6,900 \text{ day skiers}) + (2,300 \text{ day visitors/nonskiers}) = 44,169$. Day skiers are based on 30% of total skiers (.30 x 23,000). Day visitors are based on 1 visitor for every 3 day skiers.

B. DEMOGRAPHICS⁵⁵

While population deals with the overall number of people, demographics concerns itself with the make-up of the population. Demographics offer important information because it addresses age, sex, race, education and income of the populace. This can be useful in tracking community character and diversity as well as needs of the citizenry. For example, programs aimed at minorities can be better administered with accurate information on the racial make-up of the community; and a younger population will likely have different needs than an aging population (schools versus health care).

1. Age

Table 9 below, shows the population of Breckenridge, broken out by age cohorts. The table compares the Town’s age make-up in 1990 to 2000; and also compares the Town’s age make-up in 2000 to the State and National age make-up in 2000.

Table 9: Comparison of the Age of Breckenridge Citizenry¹

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

¹ Source: US Census Bureau

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

⁵⁵ All statistical information in this section is based on US Census data

2. Gender

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

Table 10: Gender of Breckenridge Citizenry by Age (%)¹

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

¹Source: US Census Bureau

Table 11: Gender of US Citizenry by Age (%), Year 2000¹

Gender	Age									Total
	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80+	
Male	7.2	7.4	6.9	7.7	7.5	5.4	3.6	2.5	1.1	49.1
Female	6.9	7.1	6.7	7.6	7.6	5.7	3.8	3.4	2.2	50.9

¹Source: US Census Bureau

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

3. Race

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

Table 12: Race of Breckenridge Citizenry¹

	White	Hispanic	Asian	Black	Native Am.	Pacific Islander	Other	Mixed

1990 #	1,197	42	25	3	10	-	8	- ²
%	93.2%	3.3%	1.9%	0.2%	0.8%	0%	0.6%	0%
2000 #	2,170	131	25	9	8	1	27	37
%	90.1%	5.4%	1.0%	0.4%	0.3%	0.1%	1.1%	1.5%

¹ Source: US Census Bureau

² The 1990 Census included Pacific Islander numbers as Asian, and excluded Mixed numbers.

Table 13: Race of National Citizenry (%)¹

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

¹ Source: US Census Bureau

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

4. Education

Statistical analysis routinely indicates that a higher education level generally results in a higher income. This trend appears to be increasing, as the gap between wages for higher educated and lower educated people is growing. Additionally, education level can affect community character, the employee base and desired amenities for a jurisdiction. Table 14, below, addresses the level of education obtained by the citizens of Breckenridge in 1990 and 2000. When reviewing Table 14 below, it becomes apparent that the education level of the Town’s citizens has increased since 1990, and is also far above the National average.

Table 14: Education Level of Breckenridge Citizenry (Min. Age 25 yrs)¹

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

¹ Source: US Census Bureau

Table 15: Comparison of Educational Levels (%), Year 2000¹

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

¹ Source: US Census Bureau

5. Household Income

Household income is important in determining the needs and interests of the Town’s citizens. It can affect community character and the resources that the Town has to draw

upon. Table 16, below, notes the change in household income for the Town from 1990. As can be seen, the household incomes of the Town have generally shifted upwards since 1990. While some of this shift can be attributed to inflation, there are noticeable increases in the percentage of households in upper income brackets.

Table 16: Breckenridge Household Income (%)¹

	1990	2000
<\$10,000	4.3	5.3
\$10,000 to 19,999	19.6	8.7
\$20,000 to 29,999	19.2	12.6
\$30,000 to 39,999	18.7	18.0
\$40,000 to 49,999	10.7	11.5
\$50,000 to 59,999	9.3	11.8
\$60,000 to 74,999	6.8	7.1
\$75,000 to 99,999	4.4	9.8
\$100,000 to 124,999	4.0	7.0
\$125,000 to 149,999	2.4	2.1
\$150,000 to 199,999	0.7	2.5
>\$200,000	²	3.6

¹ Source: US Census Bureau

²The 1990 Census highest category was \$150,000 or more.

Table 17: Comparison of Household Incomes, Year 2000 (%)¹

	Breckenridge	Colorado	National
<\$10,000	5.3	6.9	9.5
\$10,000 to 19,999	8.7	10.2	12.6
\$20,000 to 29,999	12.6	12.2	13.0
\$30,000 to 39,999	18.0	12.4	12.3
\$40,000 to 49,999	11.5	11.0	10.7
\$50,000 to 59,999	11.8	9.8	9.0
\$60,000 to 74,999	7.1	11.4	10.4
\$75,000 to 99,999	9.8	11.9	10.2
\$100,000 to 124,999	7.0	6.1	5.2
\$125,000 to 149,999	2.1	3.0	2.5
\$150,000 to 199,999	2.5	2.6	2.2
>\$200,000	3.6	2.6	2.4

¹ Source: US Census Bureau

Thus, it can be concluded that the overall household incomes of the Town are higher in 2000, than in 1990. When compared to the State and National averages, which are included in Table 17 above, it appears that generally the Town has similar characteristics, with exceptions that it has fewer households in the lowest income levels

(\$0 to \$19,999 brackets), and slightly fewer households in the \$60,000 to \$99,999 brackets.

C. POPULATION & DEMOGRAPHICS POLICIES

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

1. Maintain inventories regarding population and demographic information for residents, second homeowners and visitors on a monthly, seasonal and yearly basis.
2. Use population and demographic inventories in formulating other goals and policies of this plan.
3. Undertake additional documentation and analysis to understand the Town's seasonal work force and their needs and impacts.

CHAPTER XI: HISTORIC CHARACTER

Throughout its history Breckenridge has endured booms, busts, and changes. In 1859 gold was discovered in the Blue River Valley on the western slope of the Colorado Rockies, and a small town site that would become Breckenridge was founded along the banks of the Blue River. In the early years, Breckenridge was an isolated, raucous mining camp serving hopeful prospectors who poured into the valley.



They came in masse seeking their fortune in the Colorado high country. Log cabins, shanties, and tents were quickly erected and built more for function than elegance. Life revolved around hard work as miners searched frantically for free accessible gold.

Spectacular riches were discovered during this gold rush of 1859 and downtown Breckenridge was a thriving center of activity, providing a variety of community services and attractions. Despite the initial burst of activity, the 1859 gold boom was short lived. By 1862, miners began returning east to their homes. The civil war and increased difficulty in finding accessible gold cleared the mining camps. Large mining companies consolidated holdings leaving only a handful of resilient lone prospectors. The pace slowed and the community eased into a quieter period. But, this would only be temporary.

Discovery of silver in 1879 in nearby gulches would usher in another wave of fortune hunters. Merchants and professionals again poured into Breckenridge to support a growing lead and silver boom. Innovators and entrepreneurs employed new hardrock techniques to mine previously inaccessible gold. The town's location would prove fortuitous, with plenty of room to grow, and away from rock and avalanche hazards that would doom other rival mining camps. More permanent and substantial structures appeared and in 1880 Breckenridge incorporated as a town. The railroad arrived in 1882 and Breckenridge grew with vigor to accommodate a bustling population of over 1,500. Once again, Breckenridge was a vibrant community, and it reigned as queen of the Summit County gold, silver, and lead mining towns.

The community prospered during the 1880s as local businessmen, entrepreneurs, and affluent families participated in commerce, public service, and social activities. During the 1880s, many of the community's most prominent families arrived in Breckenridge and they were instrumental in the evolution of the isolated mining camp into a more refined community.

Breckenridge would remain a prosperous frontier mining town for many years. But, by the turn of the century, the local mining technology had shifted primarily to dredge mining, which employed relatively few people. The population began to drop from the heyday of the 1880s to less than 1,000 at the turn of the century. The population and economy would continue to decline during the era of the Great Depression. Other national priorities would eventually contribute to the final demise of the local mining industry. The last gold dredge shut down in 1942 as resources and attention shifted to the war effort. The Breckenridge population dropped to fewer than 300 people, and over 80 years of mining-related booms and busts came to an end. Fortunately, Breckenridge never became a ghost town. Instead, it remained a somewhat isolated, quiet, small town, relatively unchanged for several decades.

All that changed in 1961 when the development of the Breckenridge Ski Area ushered in another boom and a new rush began. This time, it was recreation and skiing, and “white” gold that drew new visitors to discover and settle in Breckenridge. With easy access from Denver and spectacular natural amenities, the community boomed again to support this new recreation-based tourism industry. The resident population grew from less than 300 in 1961 to over 3,400 in 2006. More than 6,000 housing units were constructed, and today Breckenridge hosts up to 37,000 visitors a day and over two million guests a year. There are diverse restaurants, shops, services, and world-class amenities that now serve visitors and a relatively small permanent population.



While much has changed, Breckenridge still retains its historic character. Breckenridge is still the county seat, and remains the oldest continuously occupied white settlement on



Colorado’s western slope of the Continental Divide. Breckenridge has evolved through booms and busts from a rough mining camp into a thriving recreation and tourism destination. It’s rich historical legacy helps distinguish Breckenridge from other communities and is fundamental to its spirit, charm, and prosperity.

The community recognizes the importance of this legacy, and actively promotes the preservation of historic assets and the celebration of cultural heritage. Many historic resources that represent Breckenridge’s history as a mining town are located outside the municipal boundaries. Mine sites, artifacts, and settlements throughout the Upper Blue Basin backcountry, and

beyond, reflect mining, timbering, and railroading history. All of these resources can contribute to a better understanding of Breckenridge. The value of historic resources should be considered at a broad level because history is much more than a local phenomenon.

A. HISTORIC PRESERVATION

Many of Breckenridge's earliest historic structures survived the boom and bust cycles. Neither economic nor demographic conditions warranted significant reinvestment or redevelopment during the mining era. Until the advent of the recreation and tourism boom in the 1960s, many of the earliest structures sat relatively undisturbed and unchanged. A strong preservation ethic developed in the community during the 1980s as it became apparent that many of the historic structures could be threatened by the Town's growing popularity.

1. National Register Historic District-Local Historic District

Downtown Breckenridge, including Main Street, has always been the social and economic center of town. In the 1800s Main Street met the needs of miners, and today Main Street is still the commercial heart of Breckenridge with a wealth of restaurants, retail, and office space. In 1980 the National Park Service designated downtown Breckenridge, including Main Street, as a National Register Historic District because of the mining era history that is preserved from 1859 forward. This designation was based on



a survey of the structures in the district. The designation of the Breckenridge district provides incentives for historic preservation through Federal tax credits. It also distinguishes Breckenridge from other communities, and the high standards established by the National Park Service serve the community well in marketing and presenting itself. Within the National Register Historic District, the Town recognized a Local Historic District that contains the greatest concentrations of historic structures and most clearly conveys the sense of the town during its earliest phases of development. The local historic district is the focus of the Town's Handbook of Design Standards.

2. The Handbook of Design Standards



In 1992 the Town of Breckenridge completed the Handbook of Design Standards for the Historic and Conservation Districts. This Handbook provides for the preservation of the town's historic character through a design review process and design criteria for historic structures and new development. All new development proposals and any alterations proposed to historic structures in the Historic and Conservation Districts are required to be evaluated against these criteria. Historically, Breckenridge was a "rough" town, built for function, not for elegance, and

this sense of a rustic western mountain town character is the essence that these design standards seek to preserve.

3. Certified Local Government

In 2000 the Town of Breckenridge received certification from the Department of Interior, National Park Service, as Certified Local Government. Under the program the Town of Breckenridge assumed responsibilities related to the implementation of the National Preservation Act that would otherwise be performed by the State Historic Preservation Officer. This certification insures local participation, good local expertise, and provides some funding and economic incentives for local historic preservation projects.

4. Local Landmark Designation

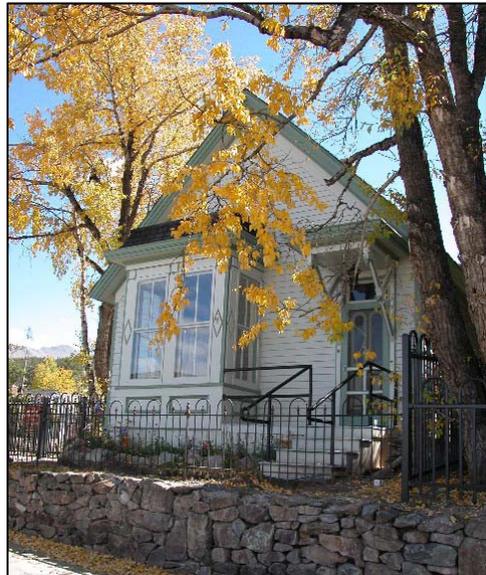


In 2001 Breckenridge implemented a local landmark program. This program provides additional protection for buildings or structures of particular historic significance. Density bonuses provide the incentive for property owners to landmark structures. Once landmarked, demolition, either intentionally or by neglect, becomes more difficult. As of 2007, 23 historical structures have been certified and protected as local landmarks.

5. Education and Heritage Tourism

Breckenridge is actively involved in a variety of educational programs, projects, and interpretive sites that ultimately promote historic preservation. These programs, projects, and sites create opportunities for visitors and residents to visit authentic sites and learn more about the community's history. Interest in cultural and heritage tourism continues to grow and the Town has contributed to the development of numerous sites and programs, including:

- Self-guided walking tours
- Mine site inventories, historic structure surveys, cultural resource surveys
- Valley Brook Cemetery Master Plan and restoration
- Oral history series
- Barney Ford House Museum



- Edwin Carter Museum
- Alice G. Milne Park
- Rotary Snowplow Park
- Iowa Hill Hydraulic Mine Site
- OK Gaymon Bungalow
- Breckenridge Welcome Center
- Fuqua Livery Stable
- William Harrison Briggles House
- Robert Whyte House
- Tin Shop

The Town also continues to collaborate with other entities involved in preserving, interpreting, and sharing Breckenridge history. The Town is working cooperatively with the County to preserve historic sites in the Golden Horseshoe area between the Swan River and French Gulch. The Golden Horseshoe area was the focal point of mining and considered the “industrial engine” that drove the Town’s economy prior to the 1960s.

In an effort to better understand the Town’s needs and actions it could take in further implementing heritage tourism, in 2006 the Town contracted with heritage tourism specialists to develop a plan. The resulting document, titled “Breckenridge 150: A Springboard for Heritage Tourism” outlined a series of actions the Town should take. One of the highest priorities identified was to develop a celebration in 2009 for the Town’s 150th anniversary. Another high priority recommendation was the establishment of a non-profit entity to spearhead all heritage tourism activities in the Town. The Town followed up on this recommendation by providing the funding to start the entity, called the Breckenridge Heritage Alliance, which was established in late 2006. The Alliance now handles most aspects of heritage tourism in the Town, including the staffing of historic sites, promotion and marketing of historic attractions, restoration and interpretation of historic sites, and planning for special historic events such as Kingdom Days.

B. HISTORIC CHARACTER GOALS AND POLICIES:

Goal

1. Preserve and enhance the character of Breckenridge as an authentic, historic mountain mining town.

Policies

1. Promote historic preservation projects and encourage adaptive reuse of historic structures through education, regulations, and incentives.
2. Document, inventory, and survey historic resources and landmarks.
3. Prioritize and facilitate historic preservation projects based on historic significance and integrity.
4. Encourage partnerships and collaborations that promote historic preservation.

5. Utilize best management principles including the Secretary of Interior Standards for rehabilitation, restoration, and preservation of historic structures.
6. Pursue available grants related to historic preservation projects to leverage local investment.
7. Consider and evaluate strategies for protection of historic resources both in and out of the Historic District, as well as throughout the Upper Blue Basin and in particular the backcountry and the Golden Horseshoe area.
8. Preserve burro barns and other secondary structures, which contribute to the sense of a rustic mining camp.
9. Protect and enhance the setting and context of the historic district.
10. Promote heritage tourism in the Town and support the efforts of the Breckenridge Heritage Alliance.

CHAPTER XII: LAND USE

The Land Use Chapter can be viewed as the heart of the Comprehensive Plan. The issues and policies from all the other Plan elements, such as Natural Environment, Transportation, and Housing are cumulatively blended together to establish an overall plan that sets a pattern for growth in the community. The Land Use Chapter considers impacts of issues discussed in chapters such as Natural Environment and directs land use activities to different locations, based on the compatibility of the locations in accommodating a particular land use.

The primary purpose of this chapter is to guide future land use decisions in the Town of Breckenridge. The chapter sets a framework upon which the Town's Land Use Guidelines are based, thus helping establish land use patterns and land use densities throughout the community. The resulting land use districts can then be used as planning tools to logically direct and organize the growth of the community. The chapter is also intended to provide policy guidance for the Town's Development Code regulations. The ultimate shape of the community is thus guided by the policies contained in this chapter.

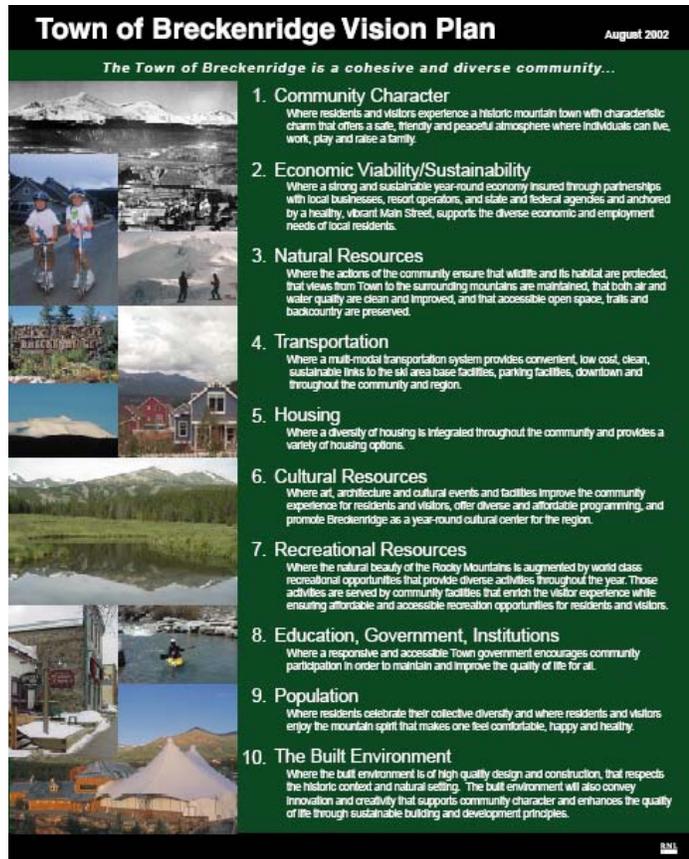
A. OTHER TOWN-ADOPTED PLANS THAT PROVIDE LAND USE GUIDANCE

The Town has adopted several other documents that help provide some general direction on land use decisions. These are discussed below.

1. Town of Breckenridge Vision Plan

In 2002 the Town adopted a Vision Plan intended to identify the Town's core values and desires for what the Town should look like socially, economically, and environmentally in the subsequent 10 to 20 years. The Vision Plan provides general direction on a number of topics such as Natural Resources, Economic Sustainability, and the Built Environment. Action steps are included under each of these topics to identify steps to carry out the visions for each topic. The Built Environment section of the Vision Plan provides the most specific direction on land use decisions, including the following:

- The Town of Breckenridge is a cohesive and diverse community... where the built environment respects the history and is characterized by high quality and sustainable



development patterns and structures that emphasize and support community character and quality of life.

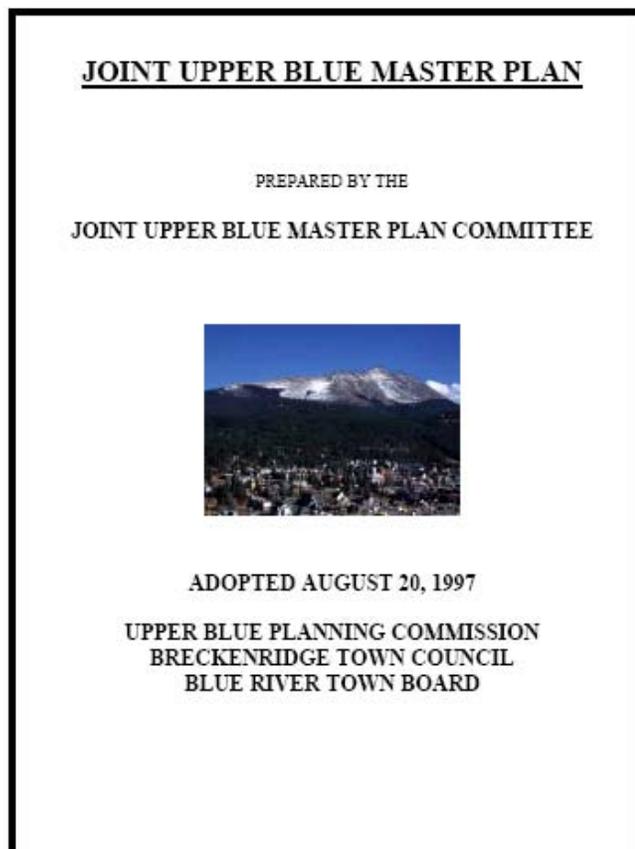
Summaries of action steps under this vision statement include:

- A need for the Town to review and update the Town of Breckenridge Land Use Guidelines and the Handbook of Design Standards for the Historic and Conservation Districts to assure important design considerations, such as architectural features, building massing, orientation, siting, and development patterns are identified. The design principles should also be compatible with the mountain environment, conveying a sense of place, and complementing the Town's character and image.
- A recommendation to evaluate the Annexation Handbook and the Town of Breckenridge Master Plan (Comprehensive Plan), in particular the master plan's section that identifies potential annexations, to ensure that future annexations are unified and integrated into the overall community development framework.
- A need to review existing policies and revise, if necessary, to ensure that high-density development is compatible with the scale and character of existing historic structures in the area.

2. Joint Upper Blue Master Plan

In 1997 the towns of Blue River and Breckenridge, along with Summit County, adopted the Joint Upper Blue Master Plan. The joint plan was adopted to provide a common and cooperative planning approach to land use issues in the Upper Blue Basin. The plan contains overall general land use guidance on a number of issues, including:

- Establishing a target for buildout in the basin at 10,500 units (about 75 percent of the estimated buildout based on existing zoning). This buildout target is suggested because it was felt that full buildout in the basin would overwhelm some of the community's infrastructure (e.g., transportation system, public sewer and water), impact rural areas, and affect the area's "small-town mountain character". A number of strategies are identified in the Plan to eliminate some of the existing zoned density.
- Prohibiting the creation of new density in the basin, whether through upzonings, annexations, or other mechanisms. Upzonings of individual properties are allowed



when development rights are transferred from another location to the upzoning site, thus moving the density around rather than increasing density (known as Transfer of Development Rights (TDRs)).

- Suggesting measures be taken to protect the character of the backcountry areas of the Upper Blue Basin. A primary method to accomplish this is suggested to be through the use of TDRs, moving development rights out of backcountry areas and into urbanized locations in the basin that can more readily accommodate density.
- Establishing numerous other policies related to topics such as protecting view corridors and open space, maintaining the area's environment and natural systems, and addressing the need for affordable housing in the community.

Summit County and the Town of Breckenridge have worked cooperatively in the last ten years to implement many of the recommendations of the Joint Upper Blue Master Plan. The County and Town have developed intergovernmental agreements regarding the use of TDRs and have established TDR regulations, with a resulting protection of over 900 acres of backcountry land. The County has rezoned thousands of acres of private backcountry land to a Backcountry zone district, which severely restricts development potential on properties located in the district.

B. BASIN CARRYING CAPACITY

As is discussed above, a key component of the Joint Upper Blue Master Plan relates to buildout targets and a desire to avoid overwhelming the basin's infrastructure and character. The establishment of buildout number targets, as identified in the 1997 Plan, was an inexact approach to addressing this issue. This Plan suggests that it is time to revisit these Joint Upper Blue Master Plan issues and perhaps develop more exact measurements that will assist the community determining what is a sustainable level of development and growth in the basin, considering such factors as infrastructure limitations, environmental quality, traffic levels, and overall quality of life.

Another policy in the Joint Upper Blue Master Plan encourages the provision of deed-restricted affordable housing in the basin and makes an exception for such housing units from density and TDR requirements. The encouragement of affordable housing continues to be one of the highest priorities of the Town. The amount of deed-restricted units has risen dramatically since the establishment of the Joint Upper Blue Master Plan (from 121 units in 1997 to 485 units in 2007), and several hundred new deed-restricted affordable units are approved and will be built in the upcoming years. This increase in housing does increase the level of activity in the Town and basin, particularly because the units are all occupied by full-time residents. In order to counter these impacts it is recommended that new affordable housing in the Town should still require density allocation. The Town owns an inventory of land that has unused density. It is recommended that the Town transfer some of this density to affordable housing projects so that the overall density levels in the Town are not increased by development of affordable housing. The County should also be encouraged to explore ways to transfer density to affordable housing projects in unincorporated areas.

1. Existing Land Use Inventory

a. Land Acreage, Ownership, and Use Patterns

The Town of Breckenridge encompasses approximately 3,700 acres of land. Surrounding private lands in the Town of Blue River and unincorporated Summit County total another 14,800 acres of land in the basin. Finally, national forest lands occupy the majority of the area in the basin (62,260 acres).

The majority of land within the Town of Breckenridge is devoted to residential uses. Other predominant uses include commercial, light industrial, parks, and open space.

b. Build-Out Analysis

The Joint Upper Blue Master Plan does not allow the creation of new density in the Upper Blue basin, essentially creating a cap on growth within the basin. This growth cap is tied to the existing Land Use Guidelines for properties in the Town’s limits. Using the Land Use Guidelines, it is possible to examine the ultimate development potential within the Town (also commonly referred to as “Build-Out”), and to compare that to what has been built to date. The table below provides an analysis of how close the community currently is to “Build-Out”.

Table 1. Town of Breckenridge Build-Out Analysis

Land Use	Existing Units/Square Footage Built	Remaining Unbuilt SFEs ²	Existing Percentage Built-Out
Residential	6,394 ¹	1,861	77.5 %
Commercial	1,195,692 ³	436,475	73.3 %

¹Source: Town of Breckenridge Community Development Department, July, 2007. Residential unit numbers are based on a realistic buildout estimate, based on zoning but excluding “phantom density”.

²SFE refers to “Single-Family Equivalent” and is used by the Town to assign different square footage limitations to one unit of density (or one SFE). Multi-family residential uses typically have a conversion rate of from 900 to 1,600 square feet per SFE, single-family residential uses outside the Conservation District have no limit on square footage, and commercial uses have an equivalency of 1,000 square feet per SFE.

³Source: Town of Breckenridge Community Development Department, July 2007. Based on a realistic buildout scenario for commercially zoned properties and does not include commercial density located on Town-controlled parking lots (which totals about 443,943 additional square feet of commercial density). Does not include institutional and government uses.

As the above table indicates, residential development in the Town is rapidly approaching ultimate build-out numbers. It already slightly exceeds the 75 percent build-out target for the Upper Blue Basin expressed in the Joint Upper Blue Master Plan. This demonstrates the maturation of the community. As the last zoned units are being built, it is likely that the Town will more frequently experience 1) infill projects that utilize remaining vacant lots within the town; and 2) redevelopment of older development parcels.

Regarding commercial uses, only a little over half of the commercial potential in the Town has been developed. The Joint Upper Blue Master Plan recognizes that there is likely a surplus of commercially zoned property in the basin, and predicts that full commercial buildout will not be attained, because the amount of commercial

development is correlated closely with the amount of residential development in the basin. Nevertheless, it is conceivable that a considerable amount of additional commercial development could occur in the Town (almost one-half million additional square feet).

c. Constrained Land

Portions of land within the Town and in surrounding unincorporated areas present severe constraints to development. These include sensitive environmental resources such as wetlands, streams, and critical wildlife habitat areas, as well as lands with steep slopes. Scenically important areas (e.g., the corridor along Highway 9 north of Town) present another type of constraint to development. These constrained lands have been typically given a very low-density designation in the Town's Land Use Guidelines map. The general emphasis is to avoid development in such locations to the maximum extent possible.

C. LAND USE PATTERNS, TRENDS AND RECOMMENDATIONS

The Town's "Land Use Guidelines" map out the appropriate types of land uses within different locations in Town and describe the general desired character of the different "land use districts". The mapping and descriptions in the Land Use Guidelines are based on the criteria and policies of this Comprehensive Plan, particularly this chapter. Any future modifications to the Land Use Guidelines should be consistent with the policy direction found within this Plan. The Land Use Guidelines are incorporated by reference as a supporting document to this Plan.

The overall land use patterns in the town have already been largely defined by historic development activity and by the Town's previous planning efforts that resulted in the Land Use Guidelines. Land use in areas outside the Town limits is guided by the County's master plans and zoning documents. It is not anticipated or desired that any major changes in the existing land use pattern will occur in the future. The existing land use patterns generally represent a logical and organized approach to land use in



a mountain community, concentrating development in the urban core while respecting and protecting the rural backcountry backdrop. Therefore, this Plan does not suggest any major changes to the Town's existing Land Use Guidelines. This Plan does make a few recommendations for some relatively minor adjustments to the Land Use Guidelines. These include the following:

- The Cucumber wedge national forest parcel should be changed from land use district 10 (two units/acre) to land use district 1 (one unit/10 acres), to promote low density and open space activities in this important wildlife movement area.

- The portions of land use district 42 (two units/acre) south of Boreas Pass Road should be redesignated to a low-density land use designation. The existing land use district density is inconsistent with the existing ranch character of the Wakefield property (much of which is under a conservation easement).
- The portions of land use district 32 near Airport Road should have higher commercial/light industrial densities (e.g., higher Floor to Area Ratios) to be more consistent with the existing developed character of the area. The Floor to Area ratio in land use district 32 is 1:25 (one square foot floor space for each 25 square feet of lot space), which is so low that it is not conducive to service commercial type uses. A Floor to Area ratio of 1:4, similar to that allowed immediately to the south in land use district 31, would be more appropriate.
- Land use districts should be established for the Farmer's Korner area, particularly for the properties adjacent to Hwy 9. This area is within the Town's three mile area of influence and it is expected that some new development and redevelopment will occur in this area over the next few years. This area can be viewed as the gateway to the Upper Blue Basin and to a lesser extent the entrance to the Breckenridge area. Land use guidelines can help establish direction for use and design, should the areas be annexed, and if not annexed could also provide guidance to the County in their land use decisions for the area.
- Establish a new open space land use district for open space properties intended to be managed into perpetuity as open space.

Land use in the comprehensive plan area can be generally categorized into three broad classifications: residential, commercial, and recreation/open space. Residential uses include single-family homes, duplexes, townhomes, apartments, condominiums, and hotels. Commercial uses include retail uses, office uses, and service commercial/light industrial type uses (e.g., auto repair, mini-storage). Recreation/open space includes active recreation uses (e.g., ballfields, recreation center) and open space (primarily undeveloped landscapes with trails). Trends in development of each of these areas are further described below, along with recommendations for how the Town should be addressing these uses in the future.

1. Residential Land Use

Residential land is characterized by higher density (e.g., 10-20 units per acre) multi-family residential uses near the town's core with generally lower density (e.g., two to six units per acre) residential uses on the perimeter. Generally, even lower densities occur in unincorporated areas surrounding the Town.

a. Residential Development Patterns and Trends

Several dominant patterns of residential development are evident in the Comprehensive Plan area. Single-family residential development (up to 11 units per acre) is found throughout the Town's Historic District on relatively small lots averaging about 3,125 square feet in size, with some of the parcels combined together and utilized for duplexes. More outlying areas in the town contain lower density single-family



residential development. Some of these areas include Shock Hill, the Weisshorn, and the Highlands, with densities one to two units per acre. Densities in the unincorporated areas continue this pattern of lower densities transitioning out from the town core.

An exception to this density transition pattern is found in the French Creek area, where the Valdora subdivision in the County and the Vista Point and Wellington neighborhoods in the Town all have densities of five units/acre or greater. These residential areas are primarily occupied on a year-around basis by local residents.



Multi-family residential development with densities of up to 20 units/acre, primarily used for short-term visitor housing accommodations, is found in some locations primarily on the west side of town near the ski area. Apartment housing for long-term residents is found in dispersed locations, such as off Airport Road.

Residential development trends in the last 35 years have included a phase of primarily multi-family visitor accommodations being built

in the 1970s and 1980s to develop the town as a resort destination. A noticeable increase in single-family residential construction occurred beginning in the 1990s and has continued to 2008. This growth in single-family residential development was primarily in response to demands of the higher-end second homeowner's market. In addition, a number of single-family units for permanent residents were constructed since 2000 in the French Creek neighborhoods. Multi-family residential growth has incrementally grown since 1990, but at a slower rate than the two previous decades. However, a spike in multi-family residential development is expected in 2008, 2009, and beyond as major condominium developments are constructed at the bases of Peak 7 and 8, on Shock



Hill, and on the final buildings in the Main Street Station complex.

Table 2. Breckenridge Housing Units¹

Year End	Single Family	Duplex	Multi Family ¹	Accessory Units and Apartment	Mobile Home	Total Housing	Lockoffs/Lodging Rooms
1970	222		102			324	
1980	245	26	1024			1,295	
1990	307	82	2,673	53	5	3,120	616
1995	388	130	2,877	55	5	3,455	665
1996	430	132	2,982	56	5	3,605	665
1997	507	132	3,162	141	5	3,947	707
1998	543	132	3,195	185	5	4,060	545
1999	583	132	3,507	213	5	4,440	545
2000	657	98	3,634	354	5	*4,748	545
2001	751	121	3,744	368	5	4,989	545
2002	916	222	4,203	369	5	***5,715	**635
2003	965	234	4,242	369	5	5,815	662
2004	1019	258	4,296	370	5	5,948	662
2005	1096	275	4,348	373	5	6,097	686
2006	1,158	294	4,398	373	5	6,228	686

¹Source: Town of Breckenridge Community Development

¹Multi-Family includes condos/condo-hotels/timeshares that are generally in this building configuration. The estimate of timeshare units is 239 plus 117 lockoffs that are included in the Lodging category (Main Street Station Bldg.D, Grand Timber Lodge Bldgs. 1,2,3,4,5A, 5B, 6 and Valdorro).

*The housing unit estimates have historically been tracked using the residential Certificates of Occupancies issued per year. These estimates are approximately 300 units higher than the 2000 Census enumeration (4,270 housing units in Town as of April 1, 2000).

**Includes 90 lock off units (30 of which were CO'd in 2002, 60 were CO'd previously, but not accounted for)

***Includes approximately 377 built units that were annexed in 2002 as part of the Warrior's Mark annexation

As alluded to above, a phenomena that has taken off in recent years is the development of second homes that are utilized on a part-time basis by people who live outside the County. Depending on their income bracket, some second homeowners have purchased condominiums and other multi-family type products in Breckenridge while others have invested in very high-end single-family residential homes. Much of the new single-family residential stock that is being developed in locations such as the Highlands is targeted towards sale to these affluent second homeowners. According to the 2000 Census, about 68 percent of the housing units in the Town are occupied on a seasonal basis. In addition, another 6.6 percent of units are vacant, which a large percent are also intended for seasonal occupancy. As a result, it is estimated that about 73 percent of the housing units in Breckenridge are seasonally occupied. Thus, only a relatively small portion of the Town's housing units are occupied by permanent residents. Escalating real estate values have helped establish these housing occupancy trends, and a sizeable portion of the Town's workforce lives in other Summit County communities or to the south in Park County.

Another trend that is being noticed in single-family residential development is that the square footage of newly constructed single-family homes is steadily increasing. Community Development staff now frequently reviews applications for 6,000 and 7,000 square foot homes or larger, many of which are maximizing use of the established building envelope.

Although property tax revenues and real estate transfer tax revenues can be significant from large homes, they do also have impacts on the community. These impacts include increased housing demands for construction workers, additional resource consumption (e.g., heating, electric, water, sanitary sewer), and the perhaps more intangible impacts to community character of having large homes that can be out-of-scale with the historic homes in the community or with the newer typically-modest homes occupied by permanent residents.



As the residential buildout analysis on Table 1 indicates, about 77 percent of the zoned residential development potential has already been built in the Town. This compares to an estimate of 52 percent residential buildout in 1995. If development continues to occur at the rate of the last ten years, full residential build-out in the Town can be expected in the next seven to 20 years. As the Town approaches build-out, it is anticipated that future residential

development emphasis will shift from development of vacant lands to redevelopment of older residential areas, as market conditions allow. This trend towards redevelopment is already occurring, and is only expected to increase as buildout approaches, affecting both single-family and multi-family residential areas.

b. Residential Recommendations

One of the goals of the previous Town Master Plan was to achieve a diversity in housing types and densities so as to provide a choice to all Breckenridge citizens, second homeowners, and visitors. To a certain extent, this goal has been achieved, although dramatic increases in real estate values have tended to limit the diversity of for-sale housing, particularly for lower income bracket groups. The goal, however, is a worthy one that should continue to be reinforced if the Town is to truly provide housing options for the locals that live and work here.

One goal this Plan suggests is to work towards a healthier ratio of permanently-occupied versus seasonally-occupied units in the Town. A higher percentage of permanently-occupied units (compared to existing percentages) will indicate that the Town is providing more opportunities to meet the housing needs of its workforce. Making the Town a place that locals can both work and live in is a key goal for the community. In development of the Town Vision Plan, workshops were held to discuss this issue. Public



comments at the workshop indicated a desire to see a more healthy mix of occupancy of units between permanent residents and second homeowners. It was suggested that a 35 % locals to 65 % second homeowners rate of occupancy should be an initial target, with an ultimate goal of close to a 45/55 ratio of permanent versus seasonal occupancy. The Town should work towards this goal using a number of approaches, including: partnering on or initiating affordable housing projects with Town funds; negotiating for or requiring affordable housing as a condition of annexation approval; and using the Code's existing incentives (e.g., positive points) or enhancing those incentives for affordable housing.



As was mentioned, the Town's land use patterns have already been established. The continued focusing of higher densities and intensities of use in the urban core should be promoted. This approach targets growth towards areas that have the necessary infrastructure to support the growth, while also providing ready access for pedestrians to transit systems and commercial opportunities. At the same time, this focused-growth approach avoids unnecessary sprawl of development into open space areas and our rural and

backcountry areas. Finally, it should be recognized that a portion of the Town's downtown core is located within the Historic District. While densities and Floor Area Ratios may be fairly high in the Historic District, it is not anticipated that building height and mass in this area will approach the size of other locations on the western part of the downtown area. Structures rarely exceed two stories in height in the Historic District, which covers much of Main Street and most of the downtown blocks to the east of Main Street, and these height limits need to be maintained.

Regarding large single-family residential homes, there is concern that these homes will eventually be built large enough to be overwhelming and out of character with the scale of development in Town. Another concern is large single-family homes being located on small lots in Town. To address these issues, it is recommended that a maximum square footage limitation be established for single-family residential homes in the Town and that Floor-to-Area ratios be considered for all single-family residential land use districts. These types of limitations should be analyzed on a neighborhood-by neighborhood basis.

2. Commercial Land Use

a. Commercial Development Patterns and Trends

Retail commercial uses are primarily focused within the downtown core area. The centralized commercial district location helps facilitate pedestrian movement between commercial establishments and it is anticipated that the central business district will continue to serve as the focal point for retail commercial activities. These retail commercial uses are primarily focused towards tourists, but also serve local residents. Smaller areas of retail commercial use are found or



planned near the golf course/Tiger Road/Braddock Flats area and at the bases of Peak 7 and 8, but they should be discouraged in other outlying locations.

There is still a large amount of commercial density that has been allocated but not yet built in the Town. As of 2007, about 1.2 million square feet of commercial uses had been built in the Town, but close to a half-million square feet of commercial density remain to be built. A study conducted as part of the 1997 Joint Upper Blue Master Plan identifies a fairly direct relationship between number of residential units and amount of commercial space needed. The study suggests that full commercial buildout will probably not occur, especially if targets for reducing ultimate residential buildout numbers are reached. The Joint Upper Blue Master Plan further recommends that the Town consider amending its Land Use Guidelines to restrict or prohibit conversions of commercial density to residential use so as to limit new demand for commercial uses. The Plan also notes that a more thorough understanding of commercial space demand and supply is needed.

Service commercial/light industrial uses, in contrast to commercial retail, are primarily focused in a couple outlying locations—along Airport Road and in unincorporated areas along County Road 450. These uses, including activities such as auto repair shops, landscaping/nurseries, and mini-storage, serve vital needs of the community. These areas are largely built-out and there is very limited opportunity for new development. Similarly, there are limited opportunities to locate commercial office buildings, particularly larger office spaces. Although there are some opportunities for smaller office spaces

within the downtown core, opportunities for locating larger office buildings are extremely limited.

Redevelopment of older structures and additions to structures are becoming more common, as buildout of vacant lands approaches. An example of this is the demolition of the old Bell Tower Mall and its replacement by Main Street Station—a mixed use complex with commercial retail uses located on the ground-level floor and residential uses above. Redevelopment is expected to occur more frequently as land values rise and the supply of vacant properties diminishes.



b. Commercial recommendations



A continued concentration of retail commercial uses within the downtown core is desired to promote a vibrant downtown that is readily accessible to pedestrian shoppers. The Main Street core area already experiences a relatively high volume of pedestrian traffic, with lots of window-shopping and activity at street-level. The various retail uses (e.g., gift shops, restaurants) along Main Street are the primary attraction for shoppers. In order to continue to promote this pedestrian-

friendly orientation, this Plan encourages that the first floor of commercial buildings fronting Main Street should be maintained for retail uses and that office-type uses, which typically do not attract many visitors/shoppers, be encouraged on upper floor levels along Main Street and on Ridge Street.

Table 3. 2006 Commercial Square Footage by Business Sector¹

	Square Feet			Avg. Size of Floor Area		
	On Main St.	Other Locations	Total	On Main St.	Other Locations	Average
Office						
Office & Professional	36,427	179,860	216,287	984	1,174	1,422
Real Estate/Lodging/Prop. Management	65,312	37,720	103,032	2612	754	1,256
Retail						
Retail	192,193	50,944	243,137	1,489	2425	1,447
Ski Shops	47,959	53,482	101,441	2,821	2,546	3,073
Bars & Restaurants	120,688	106,627	227,315	2,681	3,203	2,914
Grocery & Liquor	9,920	83,487	93,407	3,306	10,436	8,491
Service Comm./Light Industrial						
Man./Warehouse/Construction	400	83,435	83,835	400	2,628	2,149
Other						
Government & Non-Profit	20,508	333,930	354,438	6,836	14,518	13,632
Total Square Feet	493,407	929,485	1,422,892			

¹Source: Town of Breckenridge Community Development

While Main Street is seen as an area targeted towards pedestrian-friendly retail uses, Ridge Street (one block east) should serve more in a transitional capacity between the commercial uses of Main Street and the residential uses to the east. Some retail uses are found on Ridge Street, but it also provides an appropriate location for office uses, located conveniently adjacent to downtown. Finally, there are single-family residential uses on Ridge Street, contributing to this transitional character. French Street, one block further east, has a more decidedly single-family residential character and this character should be maintained. Conversions of residential structures to commercial use on French Street are not desired, so that the residential character is maintained.

There will continue to be a need for commercial service uses, light industrial uses, and commercial office uses in the Town. Thus, this Plan encourages that the limited areas zoned for such uses should not be allowed to be converted and developed as residential uses. Such conversions would be detrimental to the continued provision of commercial services to the community. In addition, conversions of any type of commercial use to residential use should be discouraged, in order to carry out the recommendations of the Joint Upper Blue Master Plan regarding reduction in ultimate buildout in the basin. The Town's Development Code policies currently contain disincentives which make it more difficult, but not impossible, to convert commercial uses to residential uses.

The Town should also look for opportunities to locate additional service commercial or light industrial uses. As has been discussed, the locations where such uses are allowed are fairly limited and are almost built-out. Locations such as the McCain property, particularly portions of the property adjacent to existing service commercial/light industrial uses to the north, should be evaluated. The Town also needs to continue to

look for opportunities to locate larger commercial office spaces in areas outside the downtown core.

Service commercial uses should continue to be located in existing outlying locations, with an intent to be separated from residential uses to avoid impacts such as noise and traffic on the residential neighborhoods. The service commercial uses on Airport Road need to be carefully designed and screened so that they do not detract from the views from Highway 9 as one enters Town.

Regarding redevelopment, redevelopment of areas outside the Historic District that improves the aesthetic character of areas and improves pedestrian circulation and other desired community character goals should be encouraged. Within the Historic District redevelopment of historic structures is strongly discouraged, as it would significantly impact the historic character of the district.

The Town has special design standards that apply to both residential and commercial development within the Conservation District identified by the Town, which includes the Town's Historic District. Unless appropriately designed, development in some areas adjacent to the Conservation District (e.g., Watson/Sawmill parking lots) could detract from the overall historic character of the area. It is recommended that the Town explore methods to control design in these areas so they are generally consistent with the character of adjacent Conservation District properties. There may be several ways to accomplish this, including a potential extension of the Conservation District to such areas.

3. Recreation and Open Space Land

Many of the recreation and open space lands are owned by the Town of Breckenridge, but some are also privately dedicated open space or active play areas within developments and subdivisions. Lands used for recreational purposes include the 27-hole golf course and nordic center off Tiger Road and the Recreation Center and adjacent Kingdom Park, which contains a number of ballfields, Carter Park, and the Breckenridge Nordic Center. Some of these facilities accommodate more active recreational uses while others are used for more passive type recreational purposes (e.g., hiking and biking). In addition, the Town owns open space lands within and outside the Town limits that are used for more passive recreational activities.



a. Recreation/Open Space Development Patterns and Trends

The Town has steadily increased its efforts in acquisition and development of recreational sites. In recent years the Town has developed the Stephen West Ice Arena, a new nordic center at Gold Run, a kayak whitewater park on the Blue River, and further developed the trail network throughout the Town. But perhaps even more significant is the Town's acquisition of lands within and outside the Town limits for open space and passive recreational purposes. The 2005 joint acquisition with the County of the B&B

Mines property, just east of town in itself secured over 1,800 acres of land intended to be used for a number of recreational purposes, such as hiking, mountain biking, and nordic skiing. Since 1997, the Town has acquired an interest in over 3,000 acres of open space land. This land is largely intended to be maintained in its existing state, thus preserving views of undeveloped hillsides as seen from Town. However, it is anticipated that a number of compatible recreational activities will also occur on the open space lands.

b. Recreational/Open Space Land Recommendations

Scenic views and recreational opportunities are two of the Town's most significant resources, and together they are a primary reason for the popularity of the Town both to visitors and to people who decide to live here. Open space and recreational lands provide these recreational opportunities. These lands also often protect sensitive environmental resources or locations such as steep slopes that are inappropriate for development. Thus, it is the Town's policy to continue to acquire lands with recreational and open space values, and to further develop appropriate recreational facilities compatible with the protection of the natural environment and scenic vistas. It is further recommended that lands designated for open space and recreational uses continue to be used for such purposes and not redesignated for other uses. However, it may be appropriate to convert some poor quality open space areas to other uses if the resulting conversion results in acquisition of higher quality open space at another location.



The current Land Use Districts utilized by the Town allow for some level of density on properties in Town, even on parcels owned by the Town and managed for open space purposes. It is recommended that a new Land Use District be established for open space properties intended to be managed into perpetuity as open space. This District would not allocate density to such properties. Summit County has an open space zoning district that could be evaluated as a starting point for developing such a land use district.

D. LAND USE GOALS AND POLICIES

Goals

1. Continue to carry forth the established land use patterns within the Comprehensive Plan boundary as identified by the Town's Land Use Guidelines, focusing higher densities and intensities of development primarily in the downtown core area, with a transition to lower densities and intensities of use at the Town's perimeter.
2. Ensure that adequate land is designated for the diverse needs of the community.
3. Maintain a land use pattern that respects environmental resources and is designed to sustain the town's natural environment.

4. Strive to achieve a 25 percent reduction in the actual buildout of the Town, in order to reduce ultimate activity levels and to maintain the Town's character.
5. Additional density should not be created (e.g., upzoned) in the Town, except in conjunction with transfer of development rights.
6. Strive to achieve a better balance of the ratio of permanent vs. second homeowners in the community by providing more opportunities for housing affordable to locals.

Policies

1. The Town's Land Use Guidelines should continue to be used to provide specific direction on the appropriate land uses and intensities of use in different locations in the Town.
 - Consider amendments to the Land Use Guidelines where the identified Land Use Districts are not consistent with the overall direction of the goals and policies of this Plan.
 - Consider amendments to the Land Use Guidelines where physical characteristics suggest lower densities would be appropriate.
2. Continue to promote a compact form of development in the Town, with higher densities and intensities of use concentrated in the downtown core, and lower densities and intensities of use on the Town's perimeter.
3. Focus commercial retail uses in the downtown core area, where pedestrian access can be accommodated.
4. Encourage a mix of uses in the downtown business district, with commercial retail uses preferred on the first floor and offices and residential uses on upper floors.
5. Retail commercial uses should be discouraged in outlying areas, with the exception of previously-identified appropriate locations (e.g., bases of Peak 7 and 8, golf course/Tiger Road/Braddock Flats).
 - Retail commercial uses in outlying locations should not compete with the downtown business district.
6. Service commercial/light industrial uses should be located primarily along Airport Road and along County Road 450.
7. Areas designated for service commercial/light industrial uses should not be converted to residential uses on the ground floor.
8. Explore additional Code provisions or other options that would act as a further disincentive to conversion of unbuilt commercial uses to residential uses.
9. Monitor the availability of land in the Town for specific land uses (e.g., service commercial uses, commercial office space) and conduct a needs assessment to

determine whether additional land needs to be provided for certain types of land uses. Based on this assessment, explore opportunities for locating additional areas for needed land uses.

10. Provide separation or appropriate buffering between service commercial/light industrial uses and developed residential subdivisions to avoid impacts.
11. Encourage appropriate redevelopment of commercial properties outside the Historic District where the resulting redevelopment improves the appearance, vitality, and functionality of the area.
12. Encourage a diversity of housing types throughout the Comprehensive Plan area in order to ensure that the housing needs of the different economic demographics of the community are met.
13. Medium or high-density residential development may be appropriate in some outlying locations that are adjacent to heavily used recreation facilities (e.g., the golf course, Peak 8) or where used for affordable housing (e.g., the Wellington neighborhood).
14. Pursue amendments to the Development Code to establish a maximum square footage limitation for single-family residential development and consider establishing Floor-to-Area ratios for single-family residential development in relationship to a single-family residence's lot size and to lot and home sizes within individual neighborhoods.
15. Continue to seek out opportunities to provide locations for affordable housing within the Town.
16. Implement strategies to reduce the ultimate buildout within the Town. Examples of these strategies include:
 - Consider amendments to the Development Code to further discourage the conversion of commercially zoned properties to residential uses.
 - Amend the Development Code to require that whenever development of a site results in the site being physically built-out, than any leftover density on the site should be eliminated through a formal legal mechanism and it should not be transferred to another site.
17. Continue to support the Upper Blue Transfer of Development Rights program, thereby directing development to areas that can best accommodate it.
 - Additional density should not be created (e.g., upzoned) in the Town, unless a corresponding transfer of development rights from another location in the basin occurs to account for the additional density, thus resulting in no net increase in density basin-wide. An exception may be provided for deed-restricted affordable housing projects.
18. Encourage areas of low-density designations (e.g., Land Use District 1) to transfer development rights to other areas more suited for development.

19. The Town should continue to acquire lands with recreational and open space values and further develop appropriate recreational facilities that are compatible with the protection of the natural environment and scenic vistas.
20. Open space areas should be encouraged to be provided in new residential and commercial developments in Town. Where applicable, new open space areas should integrate with adjacent public open space areas.
21. Establish a new Land Use District for open space properties, assigning zero density to properties within the district.
22. Explore options for further regulating the design of properties adjacent to or in close proximity to the Conservation District, to ensure that the historic integrity and character of the community is maintained.
23. The Town should work with the County to amend the Joint Upper Blue Master Plan. As part of the amendment process, the Town and County should work towards clarifying and reevaluating build-out, activity levels, carrying capacity, and consider establishing defined standards and targets intended to create a sustainable and viable community.

E. LAND USE AND ANNEXATION WITHIN UNINCORPORATED AREAS—THREE MILE PLAN AREA

Per the Colorado Revised Statutes, local jurisdictions must plan for areas outside of their jurisdiction before they are allowed to annex those areas. These areas are limited to within three miles of existing municipal boundaries, thus the name “Three Mile Plan Area”. This Comprehensive Plan, along with the Town’s Land Use Guidelines (which are hereby incorporated by reference as supporting documents to this Plan), constitutes the Town’s “Three Mile Plan”. The Town’s Land Use Guidelines apply to some of the unincorporated areas where the Town either sees potential for annexation or where the Town wishes to send a strong statement to the County on appropriate and compatible land uses.



Where properties within the Three Mile Plan area are proposed for annexation, the Town’s Land Use Guidelines will be used to determine appropriate densities and uses. Where development in the area is proposed within the County, this Plan recommends that the County consider the Town’s Land Use Guidelines for direction on appropriate land uses and densities. Furthermore, it is recommended that County involve the Town in the review process for such developments, where the County can consider using development standards similar to those normally imposed by the Town to ensure that development impacts are appropriately mitigated. It is extremely important that these areas surrounding the Town are developed in an aesthetically compatible manner.

The Town also has interest in development that occurs beyond the Three Mile Plan boundary area. The Joint Upper Blue Master Plan provides good general guidance on appropriate land use scenarios throughout the basin, with an expressed intent of maintaining low densities in rural and backcountry areas. This Plan supports that approach and recommends that the County continue to uphold low-density development in outlying areas.

In addition to coordination with the County, the Town also desires to have similar cooperative planning efforts with the Town of Blue River. Finally, the largest landowner in the Upper Blue Basin is the U.S. Forest Service, which manages the White River National Forest. Cooperative planning efforts and agreements with the Forest Service are critical to ensure that the national forest is managed in a manner consistent with maintaining the backcountry and its recreational assets.

1. Development Patterns and Trends in Unincorporated Areas

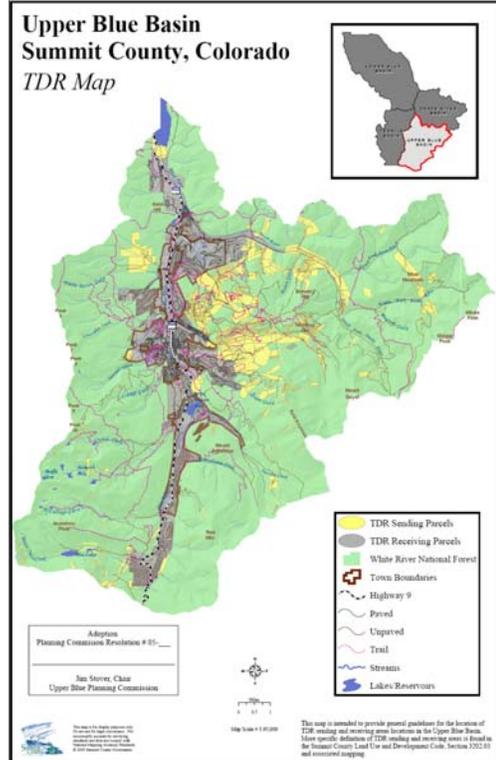
County land use policy has stayed relatively consistent for the Upper Blue Basin in recent years, thanks in part to the jointly-adopted Joint Upper Blue Master Plan. Areas of low to moderate residential densities (from two to six units per acre) occur in immediate proximity to the Town: the Peak Seven area, Silver Shekel, French

Creek/Valdora Village, and Woodmoor/Baldy Mountain areas. These areas are all primary residential in nature. To the south of Town a relatively low density residential character (one to two units per acre) is maintained in the Beckedal subdivision and continued through the Town of Blue River and beyond in a narrow corridor along Highway 9 south almost all the way to Hoosier Pass. Similar or slightly higher residential densities are found in the Farmer’s Korner area, along with some commercial uses. Higher density development is found in the Tiger Run RV Park and in adjacent townhome developments. Much lower residential densities (one unit per two acres to one unit per 20 acres) are found in other locations (e.g., along Tiger Road). Finally, more remote and rural locations in the basin are primarily undeveloped, but are all zoned for very low densities (one unit per 20 acres), with backcountry locations in the mountains having additional restrictions on development (through the County’s backcountry zoning regulations).

Development trends in the unincorporated areas of the basin focus primarily on infill development on vacant lots within existing subdivisions and on larger unplatted lots. Opportunities for large new developments are not present and would not be supported by the policies of the Joint Upper Blue Master Plan. In 2005 a subdivision was approved in a highly visible location on the south side of Gibson Hill, immediately east of the Town limits. This subdivision was possible because a number of mining claims were assembled together and developed in one cohesive development. Opportunities for similar projects are extremely limited and would be further restricted by the County’s Backcountry zoning.

2. Issues

This Plan, consistent with the Joint Upper Blue Master Plan, establishes a direction of concentrating higher density and intensity uses within the core downtown Breckenridge area, with a transition outward to lower densities on the town borders and in unincorporated areas. The County’s land use plans reflect this approach as well. Furthermore, the Upper Blue Transfer of Development Rights program is being actively used to move density out of sensitive backcountry locations to within locations in or near Town that can adequately accommodate the density. By focusing growth in the core Breckenridge area, development occurs in a location where it can be efficiently served by urban infrastructure (e.g., public sewer and water) and services (e.g., transit). At the same time, such land patterns avoid unnecessary sprawl of development into our rural and backcountry areas, thus maintaining the character of these areas.



3. Public Benefits

As the Town considers potential annexations, a number of issues should be carefully examined to determine the appropriateness of the annexation. Generally speaking, the proposed annexation area should be in a location readily served by public sewer and water. The proposed annexation should also contain uses that are complementary to the Town's Land Use Guidelines. In many cases, the costs of providing municipal services and facilities to annexed areas are greater than the income generated from property tax, sales tax, water hookup fees, and other development-generated fees. Thus, annexations will also be weighed by the types of public benefits that the annexation generates. Examples of some of these public benefits are: provision of deed-restricted affordable housing projects; protection of backcountry areas by transferring density from those areas to the proposed annexation site; and dedication of land for public purposes (such as a future community building or open space). Each annexation must be reviewed individually to review the full package of benefits and fiscal responsibilities and to determine whether it is in the best interest of the Town to pursue.

Regarding housing, most of the recent annexations entertained by the Town Council have included an affordable housing component. Because of the escalating real estate prices in Town, the Town is making a concerted effort to provide housing opportunities for working families, so our workforce can continue to live in the same community they work in. Where deed-restricted affordable housing has been proposed as the primary public benefit of an annexation, the Town has typically looked for a minimum of 80 percent of the housing units to be deed-restricted as affordable units. Where other significant public benefits are proposed, this number may be modified.

Another housing issue related to annexations is the potential loss of existing affordable housing. Annexations often involve proposals to redevelop properties. These properties may contain existing residential units (i.e., smaller, more affordable units such as mobile homes) that are proposed to be removed prior to redevelopment. These existing residential units often contribute to the community's affordable housing base. Unless the redevelopment includes an equivalent amount of new deed-restricted affordable units, there is a net loss in affordable units in the community. Thus, it is recommended by this Plan that there should be no "net loss" in affordable housing units as a result of annexations.

4. Planning Area and Growth

A typical approach taken in comprehensive planning documents is to identify an area of growth over the next 15 to 20 year period and attempt to focus growth within that area during that time-frame. The previous version of this plan utilized this general approach. However, a new paradigm has been created with the adoption of the Joint Upper Blue Master Plan in 1997. In the Joint Plan, both the Towns of Breckenridge and Blue River and Summit County embraced a cap to growth within the basin. It was felt that a cap was essential if we are to maintain the small mountain town character of the area and not overwhelm the area's infrastructure and road systems. Thus, growth into rural areas of the Upper Blue Basin is not desired when build-out has been reached in the basin. Because of this, this Plan does not suggest annexation of these rural locations.

This document does not contain specific recommendations on priorities for annexation within unincorporated areas. Those specific recommendations are included in the Town's Land Use Guidelines, which are a supporting document to this Plan.

5. Types of Annexation

There are two major types of annexations that may occur in the Three Mile Plan boundary. The first type includes annexations of vacant land with the intention of development upon annexation. The second type is annexation of an already developed area, such as the Warrior's Mark subdivision, which was recently annexed into the Town. Each type of annexation presents challenges to the Town. Vacant land annexations typically require the Town to provide new urban facilities and services. Annexations of existing subdivisions may require the Town to assume maintenance of old or inadequate facilities that may need upgrades or replacement.

The Town is not actively pursuing annexation of unincorporated areas that have already been developed. However, the Town may consider annexation of such areas if the landowners within the area request annexation from the Town. When reviewing such annexations, the Town must evaluate the fiscal impacts to determine if the revenues generated from sales tax, real estate transfer taxes, and other sources outweigh the costs incurred by the Town to provide urban-level facilities and services to the area. Notwithstanding this fiscal analysis, the Town may elect to annex an area if it is desired to make the landowners and residents a more active part of the community.

There are several areas that the Town may wish to further explore potential annexation in. These include:

- The service commercial/light industrial area along County Road 450 and the French Creek/Valdoro Village residential area along Reiling Road—redevelopment is likely and annexation would allow the Town to control the visual character of the area.
- Kingdom Park Trailer Court—redevelopment may occur and annexation would allow the Town to shape visual character, design for appropriate circulation and vehicular access on Airport Road, and address issues of displaced affordable housing.
- Claimjumper Condos, including the surrounding national forest parcel being considered for land exchange, to provide a site for an affordable housing project.
- The service commercial/light industrial area at the north end of Airport Road (Continental Court), to promote good design and prevent visual impacts from the Hwy 9 gateway to Town.

F. LAND USE/ANNEXATION GOALS AND POLICIES

Annexation/Growth Goals:

1. Provide for growth and build-out within the Town Comprehensive Plan area boundary at a rate that will not overextend the Town's ability to provide facilities and services.
2. Continue to coordinate land use planning activities with other jurisdictions in the Upper Blue Basin so that a seamless approach to planning is implemented.

3. Evaluate annexation proposals based on an analysis of fiscal impacts, public benefits, and community/social considerations.

Annexation/Growth Policies:

Planning Coordination:

1. Continue to coordinate with Summit County and the Town of Blue River to implement the recommendations of the Joint Upper Blue Master Plan and to update the plan on a regular basis.
2. Coordinate with Summit County to ensure that development patterns in unincorporated areas are consistent with the direction provided in the Joint Upper Blue Master Plan.
3. Work with Summit County to focus new urban development into the Town, where urban facilities and services can be efficiently provided.
4. Work cooperatively with Summit County to establish a coordinated development review process for development applications that occur in unincorporated areas within the Town's comprehensive plan boundary.
5. Work with Summit County to encourage their use of development regulations and standards similar to the Town's regulations and standards to ensure a "seamless" transition of development between incorporated and unincorporated areas.
6. Encourage Summit County to adopt detailed hillside design standards to protect the visual backdrop around the Town.

Provision of Services:

1. The Town should generally not provide urban services outside of the Town limits to support new development, unless there is a clearly-documented public need for the development (e.g., affordable housing projects, public facilities such as schools) that requires such service provision.

Comprehensive Plan/Three Mile Plan Boundary:

1. The Town Comprehensive Plan Boundary should include those areas outside the Town limits where the Town either may consider annexation or where the Town wishes to provide direction to the County on appropriate land uses.
2. The Town Comprehensive Plan Boundary should coincide with the areas located in the Land Use Guidelines and be adjusted should additional outlying areas be subsequently included in the Land Use Guidelines. No annexation may be approved unless the annexation area under consideration has been assigned a land use district designation under the Town's Land Use Guidelines. The Town's Land Use Guidelines are a supporting document to this Comprehensive Plan and, along with this Comprehensive Plan, considered to be the Town's Three Mile Plan area.

Annexations:

1. The Town shall only annex land that has a land use district designation in the Town's Land Use Guidelines.
2. The Town should only consider annexation of lands that promote an orderly compact growth pattern within the town's service capabilities.
3. Unless otherwise specified by the Town, preliminary development proposals shall be required for annexation requests to ensure completion of projects within a reasonable time limit.
4. Priorities for annexation, as identified in the Town's Land Use Guidelines, are guidelines only and a lower priority area may be appropriate for annexation if significant public benefits result from the annexation.
5. All annexation proposals should be accompanied by a fiscal impact analysis that compares the additional revenues (e.g., property tax) the Town will receive against the additional costs incurred by the Town in providing urban facilities and services to the area.
6. The Town may annex undeveloped land based on the following general criteria:
 - a. There will be significant public benefits (e.g., provision of deed-restricted affordable housing, dedication of important open space or trails) provided to the community.
 - i. Where deed-restricted affordable housing projects are proposed as a public benefit, a minimum of 80 percent of the residential units in the proposed annexation should be developed as deed-restricted affordable housing units. Where other significant public benefits are also proposed, or where the affordable housing is targeted towards lower income brackets (e.g., 80 percent of Area Median Income (AMI)), this percentage may be modified.
 - ii. When deed-restricted affordable housing projects are entertained as a public benefit, the Town should consider how the proposed targeted AMI for the housing relates to documented housing needs for different income groups.
 - b. There is a demonstrated existing shortage and need for a high priority use in the Town, such as affordable housing, which would be accommodated by the proposed annexation.
 - c. There will be a positive economic benefit to the community, as documented in a fiscal impact analysis.
 - d. The proposed annexation site is in a visually prominent location where annexation would allow the Town to more directly control the design of development and potential visual impacts.
 - e. The Town and other service entities have the physical and economic capabilities and capacity to provide urban level services within a reasonable period of time.

- f. The developer of the site to be annexed has the ability to develop within a reasonable period of time.
 - g. The developer of the site has the ability to install all needed services and facilities to the site.
7. The Town may annex existing developed property based on the following findings:
- a. The Town has the ability to provide needed urban services within a reasonable period of time
 - b. The residents are willing to annex to the Town.
 - c. There are social and economic ties of the area to the Town.
 - d. The residents have the ability and are willing to upgrade substandard facilities (roads, and perhaps sidewalks, sewage, water) at their expense upon or prior to annexation.
 - e. There is an economic benefit to the Town realized by the annexation, or the social benefits outweigh any economic concerns.
 - f. Where existing residential housing units, determined by the Town to be affordable, are proposed to be removed than an equivalent number of deed-restricted affordable housing units should be provided as a result of the annexation.

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