

SUMMIT COUNTY

UPPER BLUE MASTER PLAN

Prepared by the

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The Upper Blue Planning Commission extends an acknowledgement and thanks to the homeowners and residents of Summit County who participated and offered their time and effort in the development of and/or update to the Upper Blue Master Plan.

Adopted February 25, 2010
Planning Commission Resolution # 10-006

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The narrative contained herein serves to explain some of the background and important considerations in developing the Upper Blue Master Plan, and provides a summary of significant elements and policy direction presented. The narrative does not serve as a goal or policy / action in its own right, or the basis for any determination as to applicable master plan goals and policies, and is for illustration and guidance only.

I. Introduction

Geographic Setting

The Upper Blue Basin (hereafter referred to as “the Basin”), an area of approximately 80,400 acres, begins near the southern shores of Lake Dillon, in the Farmers Korner area, and extends southward through the towns of Breckenridge and Blue River to the summit of Hoosier Pass. The easternmost portions of the Basin extend to the crest of the Continental Divide and the westernmost portions reach the crest of the Tenmile Range. Approximately 78 percent of the Basin is National Forest System land, the majority of which comprises undeveloped mountainsides. The primary areas of development are within and adjacent to the towns of Blue River and Breckenridge, in close proximity to the valley floor of the Blue River. The Basin is home to the Breckenridge Ski Area, one of the nation’s most popular ski resorts. Elevations in the Basin range from 9,014 feet at Lake Dillon to 14,265 feet at the summit of Quandary Peak.

Brief History of Master Plans and Design Guidelines in the Upper Blue Basin

The spectacular scenery, natural assets, recreational opportunities, and attractions for visitors that the Basin provides not only enhance the area’s quality of life but also are the source of the Basin’s economic prosperity. However, as tourism-oriented economic growth occurred in the 1970s and 1980s, local leaders recognized that the growth resulting from the Basin’s popularity could lead to a degradation of the Basin’s character and attractiveness to both its residents and visitors. Partly in response, master plans were developed to help create a vision for a more sustainable future for the Basin.

1983 - Farmer’s Korner Master Plan

The first master plan adopted in the Basin appears to be the Farmer’s Korner Master Plan, approved by the Upper Blue Planning Commission on January 6, 1983. The Plan developed general guidelines to be used to help maintain the character of the Farmers Korner Area.

1988 - Upper Blue Master Plan

The Upper Blue Planning Commission adopted the first Upper Blue Master Plan on August 25, 1988. The plan established an overall philosophy and important guidelines and goals. The overall philosophy established in the Plan was that the Town of Breckenridge be the primary growth center in the Basin. In general, there should be a logical transition from high intensity urban character within the core area of the Town to low intensity rural character in outlying area (a precursor to today’s “urban” and “rural” land use designations and Transferable Development Rights (TDR) Sending and Receiving Areas). Guidelines and goals contained in the Plan centered on: recreational opportunities, open space, visual quality, cultural and historical features, environmental factors, natural features, housing and economic viability.

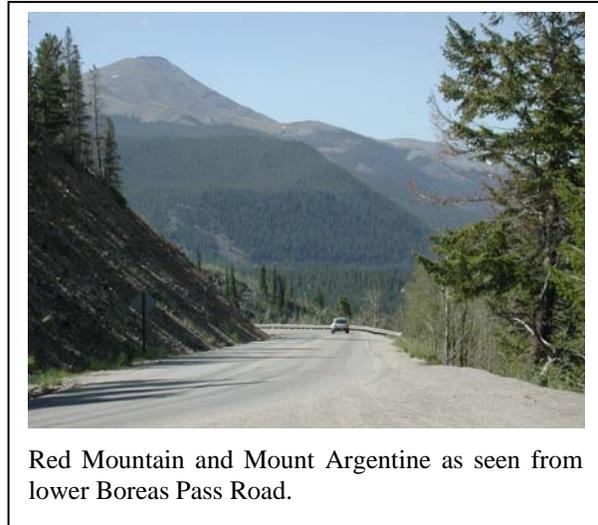
The Plan was intended to primarily provide direction on land use decisions in the unincorporated areas of the Basin. The Plan did this through dividing the Basin into smaller neighborhood units referred to as

subbasins. Each subbasin had a master plan map, which illustrated desired future land use character through identified “land use classifications”. Supplemental narrative and policies refined the desired future land use character for the following subbasins: Swan Valley, Peaks / Valley Floor, French Gulch, Woodmoor / Boreas Pass and Gold King / Hoosier Pass.

The overall philosophy, goals and guidelines of the Plan applied to the Farmer’s Korner area, with the Farmer’s Korner Master Plan functioning as the subbasin plan. If there were conflicts between the Upper Blue Master Plan and Farmer’s Korner Master Plan, they were to be resolved by the Upper Blue Planning Commission on a case by case basis.

1996 - Farmer’s Korner Design Guidelines

On December 30, 1996 the Upper Blue Planning Commission adopted the Farmer’s Korner Design Guidelines. The guidelines summarized a vision for the character of development in the Farmer’s Korner area, and provided a series of planning policies and design guidelines that would help to achieve that vision. Elements and policies in the guidelines focused around and included: land use, density and scale, gateway function, highway image, views, focal points, pedestrian and bicycle, auto circulation, parking, landscaping, street elements and architectural character. The guidelines worked in conjunction with the Farmer’s Korner and Upper Blue master plans.



1997 - Joint Upper Blue Master Plan

In 1997, Summit County, along with the towns of Breckenridge and Blue River, adopted the Joint Upper Blue Master Plan. The Joint Plan was in response to heightened pressures and awareness related to growth and development in the Basin and represented a collaborative effort between the towns and the County to create a common vision for the Basin. Some of the key policy direction provided in the Plan includes:

- A goal that no additional density should be created in the Basin.
- A goal to reduce activity levels and ultimate build-out in the Basin to less than could potentially be allowed by existing zoning.
- A goal of enacting land use regulations to protect the character of the backcountry.
- A goal to develop a TDR program and a requirement that upzonings on properties only be allowed when TDRs are used to transfer the density to the property proposed for upzoning.
- Goals of preserving and enhancing recreational and trail opportunities in the Basin.
- Goals of retaining the Basin’s spectacular mountain vistas and blending development with the natural landscape.

Upon adoption of the Joint Upper Blue Master Plan in 1997, most of the policies of the 1988 Upper Blue Master Plan were superseded or replaced, with the following exception:

“The Joint Upper Blue Master Plan adopted on this date shall supersede and replace the Upper Blue Master Plan adopted on August 25, 1988 except that the Land Use Classifications and Subbasin Plans contained in the previous plan shall remain in effect until they are specifically replaced or amended in the future.”
(Excerpted from Resolution 97-31, the resolution of the Upper Blue Planning Commission that adopted the

Joint Upper Master Blue Plan)

Therefore, the County continued to rely on the Land Use Classifications and subbasin plans contained in the 1988 Plan to direct land use decisions in unincorporated areas of the Basin.

The Joint Upper Blue Master Plan is almost thirteen years old and it is felt that the Plan is in need of an update to better reflect conditions that have changed since 1997. As such, in 2010, the County and Town of Breckenridge intend to initiate an amendment to the Plan. It is anticipated this amendment will be focused on several key topics: existing and potential build-out; evaluating overall capacity in the Basin; revisiting the density reduction target and density reduction strategies; adding additional wording to address issues raised by a recent District Court ruling; possibly reevaluating service commercial / light industrial uses; and updating or adjusting outdated narrative, information and implementation measures.

2005 - Upper Blue Master Plan Update

On March 24, 2005 the Upper Blue Planning Commission adopted an update to the 1988 Upper Blue Master Plan (hereafter referred to as “the Plan”). With adoption of the updated Plan in 2005, the Land Use Classifications and subbasin plans from the 1988 Upper Blue Master Plan were replaced by the goals, policies / actions and land use designations in the 2005 edition of the Plan. Compared to other County basin master plans, this Plan became much more succinct, primarily because much of the land use policy direction was already articulated in the Joint Upper Blue Master Plan or Countywide Comprehensive Plan. Additionally, the Plan was written and developed to supplement the goals and policies of the Joint Upper Blue Master Plan and the Countywide Comprehensive Plan (the County’s over-arching policy document).

Other issues addressed in the 2005 edition of the Plan (other than land use) included: transportation, mapping and protection of significant summer and winter routes and trails, and the mapping of visually important landscapes. Moreover, the Plan also included a Design and Visual Resources Element. This Element formally replaced the need to reference or use either the 1983 Farmer’s Korner Master Plan or 1996 Farmer’s Korner Design Guidelines.

2009 - Update Focused on Affordable Workforce Housing

In September 2008, the Board of County Commissioners (“BOCC”) directed all planning commissions and staff to pursue an update and amend their respective master plans (i.e. Lower Blue, Snake River, Ten Mile and Upper Blue master plans). The updates were to focus on locating potential sites for affordable workforce housing and strengthening related narrative, goals, policies / actions and implementation strategies. Additionally, the amendment provided an opportunity to update: 1) outdated narrative, goals, policies / actions or strategies that had been implemented or were no longer relevant, and 2) master plan maps, data or information to reflect land use approvals that had occurred or existing conditions / circumstances that had changed since the last amendment to the Plan in 2005. The update to the Plan was adopted February 26, 2009 and identified thirteen preferred sites for potential affordable workforce housing. General guidelines, to shape possible affordable workforce housing proposals were developed for each of the respective locations / sites.

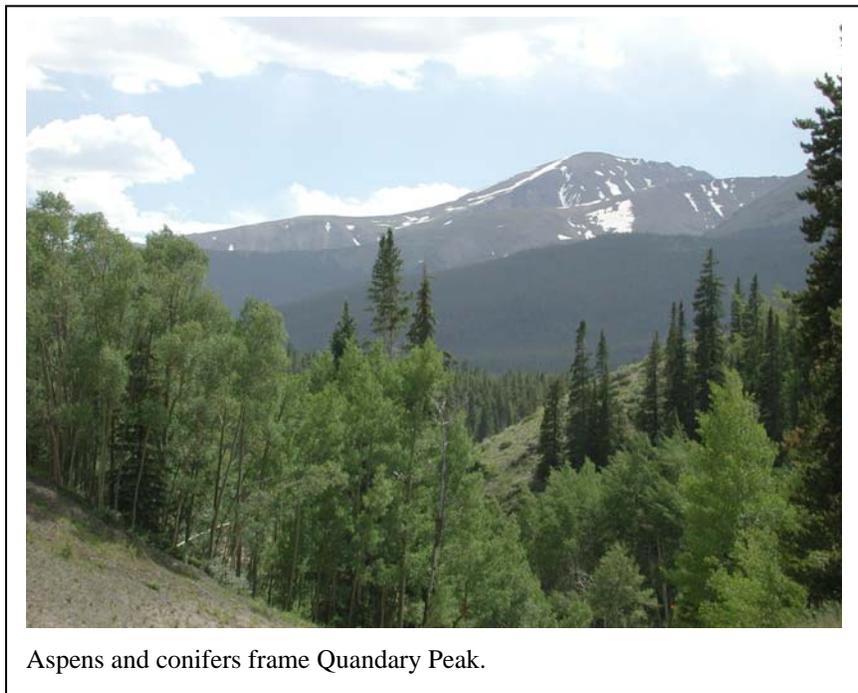
2010 – Update to Address Applicability and Interrelationship of Master Plans

In August 2009 the BOCC reprioritized the Planning Department’s work program to amend the County’s master plans and Land Use and Development Code (“Development Code”) to more thoroughly address issues related to the balance and interaction between the various master plan goals and policies. Moreover, the intent was to clarify the manner in which the Countywide Comprehensive Plan supports

and provides a general context to, rather than supersede the specific goals and policies contained in basin master plans. Additionally, as part of this update effort, considerable time and effort was also spent on reevaluating subdivisions designated as “Platted Residential” and updating the TDR Map (focusing primarily on Receiving and Neutral Areas). The update was adopted February 25, 2010.

Monitoring and Updates

Conditions in a community change over time and the Plan needs to be a dynamic document that can be modified. Staff, in conjunction with the Upper Blue Planning Commission, will monitor the Plan in upcoming years and identify potential changes necessary to improve its effectiveness. The Upper Blue Planning Commission shall review and update the Plan on a periodic basis as required by the Development Code. As a result, the Plan will be amended as necessary to ensure that it continues to reflect the community’s desires and changing conditions. The respective amendments to the Plan in 2009 and 2010 to more thoroughly address affordable workforce housing and the applicability and interrelationship of master plans represent and carry forth these important concepts and charge.



II. Guiding Tenets of the Upper Blue Master Plan

Umbrella Document / Hierarchy of Master Plans

The Countywide Comprehensive Plan and Joint Upper Blue Master Plan area intended to provide general policy guidance, and serve as the umbrella documents for this Plan. In contrast, the Upper Blue Master Plan serves as the primary document for particular guidance envisioned for the Basin, and is intended to be in harmony with the Countywide Comprehensive Plan and Joint Upper Blue Master Plan. It is expressly intended that the Countywide Comprehensive Plan and Joint Upper Blue Master Plan address broader issues and defer specific goals and policies / actions to this Plan for specific issues pertaining to the Basin.

Consistency Between Goals and Policies

The goals and policies / actions articulated in this Plan are the primary mechanism to carry out the vision of this particular master plan.

Advisory Nature, Application and Interpretation

The County's master plans are advisory documents and contain recommendations of the vision for the community in a number of different areas (e.g., envisioned use of land) and such goals or policies do not have the force and effect of law. Nevertheless, the Development Code makes "*general conformance*" with the provisions of master plans a requirement for certain development applications. The BOCC and planning commissions have the authority to consider and even require compliance with this Plan and certain goals and policies herein in particular applications (i.e. rezonings, PUDs, subdivisions, CUPs and regulatory revisions).

Review Authority

When using and applying a master plan, a Review Authority (i.e. BOCC, planning commission or staff) is entitled to discretion in evaluating whether there has been "*general conformity*" and compliance with the County's master plans and assigning weight to particular goals and policies in this Plan on a case-by-case basis. Accordingly, Chapter 15 of the Development Code defines general conformance as:

"When a development application is evaluated regarding its general conformance with applicable master plans, the Review Authority shall evaluate the application against the entirety of the goals, policies and actions contained in the master plans and need not require compliance with every provision contained therein. Nonetheless, the Review Authority may require that an applicant satisfy any particular goal, action or policy if such compliance is deemed necessary to attain general conformance."

Nexus to Development Code

Master plans are utilized to set out the broad goals, policies, information and concerns that speak to the issues implicated by growth and development, and, in turn, may affect the manner in which such development occurs. In this regard, within the framework of master planning, local ordinances and land use regulations are developed and adopted in consideration of master plans policies. Thus, such regulations, including the County's Land Use and Development Code and regulations contained therein for procedures such as subdivisions, rezonings, and permits are regulatory and contain specific standards.

III. Land Use Element

The following Land Use Element narrative does not serve as a goal or policy / action in its own right and is for illustration and guidance only.

The Land Use Element provides background on a number of key issues that are addressed in the Plan, including: Density and Zoning, Land Use Designations and the Land Use Map, Subdivision of Existing Lots and Parcels, Resubdivision of Platted Lots, Reestablishing Lot Lines, NR-2 Zoned Properties, Suggestions for Selected Rezoning, TDRs, and Coordinated Development Review. The element contains a series of goals and policies / actions that outline the policy guidance for each of these respective land use issues.

Density and Zoning

A number of considerations under federal, state, and local law allow or enable the County to impose more restrictive development standards or otherwise create a higher degree of restriction on the development of property, including the density related thereto. It is expressly anticipated that the application of the Plan's provisions during subdivision review, as well as subdivision regulations, and other laws and regulations, may limit and affect the type of land uses and/or related density that may be located on the property below the maximum potential density permitted by zoning.

Accordingly, this Plan by design goes beyond the simple linear or direct contemplation of density afforded by zoning and establishes goals and policies that attempt to shape the actual physical development of the community and the Basin. Thus, this Plan, in conjunction with the Joint Upper Blue Master Plan and Countywide Comprehensive Plan, may have the effect of limiting the potential development of the theoretical maximum density allowed by zoning on property.

Land Use Designations and the Land Use Map

One of the key objectives of the Plan is to identify appropriate land uses within the unincorporated locations in the Basin. Per the direction of the Countywide Comprehensive Plan, land uses are divided under two primary headings: urban and rural. A number of land use designations are associated with each of these headings. These land use designations are identified on the Land Use Map and the associated uses are listed and described in Table 2. With only a handful of exceptions, the land use designations on the Land Use Map are intended to follow property boundaries.

The land use designations contained in the Plan are not the equivalent of zoning and do not replace the zoning that is in effect on properties in the Basin. As mentioned above, the maximum zoned density sets the initial ceiling for the theoretical maximum allowable density on any parcel only in light of parcel size and zoning. Maximum density, as identified in the zoning code, may not be able to be achieved in consideration of certain goals and policies of this Plan, subdivision regulations, development standards, other provisions in the Development Code or any other applicable laws, rules or regulations.

The Plan's land use designations also deal with uses and densities, but they are intended to represent the long-term vision and desired character of the community. The Plan land use designations are intended to provide guidance for certain development proposals subject to master plan consideration, including: requests for rezonings, subdivision, conditional use permits, and a number of other development activities. When a rezoning of a property is proposed, the master plan land use designations provide guidance on the type of uses and intensities that are appropriate on the property. In some cases, rezonings of properties may be initiated for properties that have zoning that is significantly out of conformance with the Plan's land use designations. More detail on these rezonings is provided below under the section on

Suggestions for Selected Rezonings.

Subdivision of Existing Lots and Parcels

Any subdivision of property will be influenced to some extent by several overriding goals and policies of this Plan, the Joint Upper Blue Master Plan, other applicable plans, Development Code provisions, and applicable laws, rules and regulations. Such policies will expressly include, but not be limited to, the following policy considerations as articulated in this Plan and the Joint Upper Blue Master Plan:

- Rezonings or other actions which increase the density beyond the level currently zoned should require a transfer of development rights in accordance with established guidelines or standards.
- A goal to reduce the maximum zoned density currently available in the Basin in light of the growing demands on and limited availability of: infrastructure, community and natural resources, site constraints and other significant factors related to such build-out.
- A goal to consider the full impacts of future development on the nature and character of the Basin and its communities and infrastructure.
- A goal to protect and preserve the natural character and backcountry of the Basin and maintain community and neighborhood character.

In carrying forth such goals, the subdivision of existing lots can be broken down into two main areas of concern, as follows:

Subdivision of Platted Lots



Silver Shekel Subdivision.

In 1969 the County developed zoning districts that were applied to existing subdivisions so as to closely follow existing land use patterns, rather than to address ideal patterns of development or to reflect the proper scope of development on each lot in such subdivisions. This process continued during the early stages of the County's zoning efforts. The result is that the zoning followed a pattern of subdivision that often focused on maximizing zoned density to the fullest extent rather than reflecting sound planning principals or community vision and goals.

This manner or pattern of subdividing property also resulted in some lots that were of a size well beyond the minimum lot size required by the zoning. Often there were fundamental planning considerations and development constraints behind the sizing of such lots, such as environmental constraints (e.g., wetlands, steep slopes, etc.). Moreover, the subdivision and surrounding community often developed around the development pattern established by such parcels and the limited development associated therewith, notwithstanding the maximum potential density that zoning might allow.

As the 2005 edition of the Plan was developed, the Upper Blue Planning Commission concluded that the reason some existing platted lots were not originally subdivided to the extent surrounding properties were, or the size was not consistent with surrounding lots, was because of market factors, unique site characteristics, environmental constraints or other site-specific limitations.

Further subdivision of these areas has the potential to impact the character of existing neighborhoods and overall capacity / activity levels in the Basin (unless otherwise mitigated through the transfer of

development rights). Furthermore, a key goal expressed in the Joint Upper Blue Master Plan is to reduce the overall density in the Basin. As such, the Plan includes policies designed to further scrutinize any proposed resubdivision of existing platted lots. Evaluation of the following specific considerations or criteria will allow for a heightened level of scrutiny of proposed resubdivisions on a case-by-case basis and may limit density below the maximum number of units permitted by zoning:

- Research of historic records, such as old planning case files, plat notes, covenants, etc., to ascertain if possible, reasons for the layout of the existing subdivision and the size of lots that exist (e.g., if the lots are twice or more as large as zoning would allow).
- Impacts Related to Site Characteristics and Application of Important Planning Principles:
 - Existing site characteristics (e.g., topography, steep slopes, wetlands, soils, etc.).
 - Environmental constraints (e.g., environmentally sensitive areas, habitat for threatened or endangered species, etc.).
 - Access.
 - Existing or planned services, utilities or infrastructure.
 - Physical connections to recreational trails.
 - Visually important lands or prominent landscapes.
 - Historic or archaeological resources.
- Surrounding Land Uses and Community Character:
 - Relationship to surrounding land uses, community, neighborhood or adjacent development.
 - Impacts to community character, residential compatibility or associated activities.

Reestablishing Lot Lines

Since 1975, the County has processed approximately 169 lot line vacations, of which approximately 94 have been in the Upper Blue Basin. Proponents typically request a lot line vacation to either create one large building site, to ensure that surrounding properties are not developed or reduce property tax assessment. In the latter situation, a prospective lot owner buys an adjacent parcel or parcels and vacates the lot lines to ensure views and open areas are preserved. However, some lot owners sell their combined lots or change their mind on the vacation and subsequently apply to the County for a subdivision to reestablish the lot lines. This resubdivision of previously vacated lots presents several issues. These issues ranged from legal concerns such as implications related to current Development Code standards for roads and driveways; to equitability concerns such as taxation and assessment issues with the County and local districts, homeowner association concerns, and the potential impacts on the surrounding neighborhood and community that such resubdivision may pose.

Another consideration in resubdividing lots that had lot line vacations centers on the location in which such resubdivisions are commonly found. Historically, a significant number of the requested lot line vacations were for lots in subdivisions that were created in the 1960s or 1970s, typically higher density subdivisions in areas with steep slopes, wetlands and other development constraints. Moreover, many of these subdivisions lack central water or sewer systems and have rather small lot sizes and difficult access issues. These site conditions create a situation where higher density development may have cumulative effects on water quality and quantity, adequate fire protection, impacts to local infrastructure such as driveways, roads, and other such practical development considerations.

In February 2000, Resolution 2000-17 was passed to amend the Development Code to restrict the reestablishment of lot lines approved after such date. The rationale centered on:

- Protecting environmentally constrained lands in situations where subdivisions involve steep slopes, wetlands, floodplains or other such areas.
- Mitigating impacts to water quality and quantity by reducing the overall number of wells and septic systems.
- Mitigating access and fire safety issues facing several subdivisions in the County.

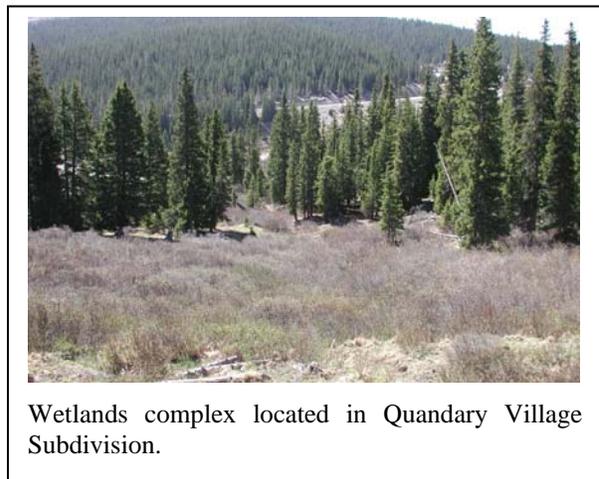
The Development Code amendment adequately addresses newer lot line vacations (approved after February 2000) but does not directly apply to the older vacations discussed herein. To that extent, any proposed resubdivision of lots vacated prior to February 2000 should consider the following factors (in addition to the subdivision standards contained in the Development Code), focused on equitable considerations, in the review of the subdivision:

- Taxation and assessment issues with the County (i.e. aggregated abatement of property tax).
- Taxation and assessment issues with local districts (i.e. Local Improvement District).
- Homeowner association concerns.

Although the proposed re-subdivision may meet the maximum density allowed by zoning the TDR program may be proposed and used to mitigate or offset impacts associated with or implicated by these factors. Using the TDR program as a tool to mitigate impacts are discussed in more detail below in the TDR section.

NR-2 Zoned Properties (National Forest System lands)

The White River National Forest actively engages in land trades. The primary purpose of these land exchanges has been to consolidate their land ownership patterns in lands that are primarily national forest and to dispose of federal lands that are surrounded by private lands and no longer viable for federal management. When National Forest System lands come under private ownership, the land has an NR-2 zoning district designation. The NR-2 zoning designation allows for “uses permitted or otherwise approved” by the state or federal government (e.g., U.S. Forest Service).



As part of the process to develop and update the Plan in 2005, it was recognized that there are a number of parcels of National Forest System lands that the Forest Service envisions trading into private ownership in upcoming years. Some of these parcels are very small in size and their best purpose would be simply to add area to an adjacent property owner’s land. In other cases the parcels are large enough to accommodate new residential development on their own. Master plan land uses designations have been developed for each of these properties to identify their appropriate and envisioned use.

Recommended Selected Rezoning

As research into existing zoning occurred in conjunction with development of the 2005 and 2010 editions of the Plan, it became clear that a number of existing subdivisions are zoned at a much higher density than the number of lots in the existing platted pattern. For example, the Barton Addition subdivision, located along Coyne Valley Placer Road, has a zoning of R-4 (residential at 4 units / acre). There are large tracts still available to be subdivided within the subdivision because of the R-4 zoning. However, subdividing these areas further would be inconsistent with protecting the stream corridor, associated wetlands, and steep hillsides that exist on some of the properties. In addition, higher densities would not be compatible with surrounding land uses and zoning. The intent of the Plan and respective land use designations is to see that subdivisions such as this are maintained at the density that currently exists in these areas.

Some properties that have not been subdivided also present similar concerns because of existing zoning. An example is the Iron Springs parcel off Boreas Pass Road, which has R-6 zoning (residential at 6 units / acre). Under this zoning, the ten-acre property could be subdivided into up to 60 units. However, the property is on a steep hillside and the Plan identifies a very low-density designation of Transition 10, which would allow one unit on the entire property. The Plan recommends that rezonings be initiated for some of these properties, to avoid inappropriate development that could be allowed under existing zoning.

In consideration of implementing master plans, the need to more aggressively pursue or initiate selected rezonings was stressed as part of the update to the 2010 edition of the Plan. Seven subdivisions have been identified that are considered to be zoned in a manner inconsistent with: the Plan’s land use designations, envisioned / desired land use character, existing use of property, or existing site conditions / environmental constraints. To achieve master plan compliance, Table 1 identifies selected rezonings prioritized to be pursued. The general characteristics of the subject properties (e.g., underlying zoning and land use designations) are briefly described to provide an overview of the reasoning that warrant identifying them as a candidate to be rezoned.

Table 1. Prioritized Selected Rezonings – Upper Blue Basin	
Subdivision	General Characteristics: Zoning / Land Use Designations / Existing Conditions
High School Property / Summit Adventure Park PUD	The property is zoned Summit Adventure Park PUD. The PUD allows a variety of uses that are inconsistent with the Community Facilities land use designation in the Plan and existing uses occurring on the property
Barton Addition / Coyne Placer Valley Subdivision	The Plan identifies this subdivision as Residential 2 (2 units / acre). The majority of the lots in the subdivision are ½ acre in size, but the subdivision is zoned R-4, which allows up to four units / acre. Rezoning the property from R-4 to R-2 would prevent further subdivision of most of the existing lots. This rezoning could prevent impacts to environmentally sensitive areas, as a significant portion of the lots are constrained by wetlands.
Sunchaser Estates	The Plan’s land use designation for this subdivision is Transition 20 (1 unit / 20 acres). There are a total of 5 lots in the Sunchaser Estates Subdivision, which range from 1.5 acres to 4 acres in size. The subdivision is zoned R-4, which could potentially allow the existing lots to be subdivided for up to 4 units per acre. To make the zoning conform more closely with the Plan, the area could be rezoned to allow 1 residential unit per lot (e.g., combination of R-1 and RE zone districts).
Iron Springs parcel off Boreas Pass Road	This is an approximately 8-acre parcel, which is designated Transition 10 (1 unit / 10 acres) in the Plan. The property is zoned R-6, which could potentially allow the existing lots to be subdivided for up to 6 units per acre. To bring the property into compliance with the Plan, it could be rezoned to allow 1 residential unit and any other potentially appropriate uses (e.g., RU zone district).
Valley of the Blue Subdivisions (western portion)	A number of lots in this subdivision are zoned R-6, which allows up to 6 units per acre. The Plan identifies these lots as R-2, which discourages further subdivision. With R-6 zoning, many of the lots (which range in size from 0.19 acre to 3.28 acres) could potentially be further subdivided. Further subdivision would not be consistent with the Plan, and could cause significant environmental degradation as many of the lots are constrained by wetlands. To bring the subject properties into compliance with the Plan, it could be rezoned to allow 2 units per acres (i.e. R-1 or R-2 zone district).
Mountain Meadows	Seven lots in this subdivision are zoned RME (1 unit / 80,000 sq. ft.), which could potentially allow for significant subdivision potential in a remote rural / backcountry area of the Basin. The subdivision is surrounded by National Forest System lands, and has a backcountry land use designation and is designated as a TDR sending area. To bring the subject properties into compliance with the Plan

Table 1. Prioritized Selected Rezoning – Upper Blue Basin

Subdivision	General Characteristics: Zoning / Land Use Designations / Existing Conditions
	subject properties could be rezoned to RU.

In a couple instances, existing plat notes appear to allow commercial or multifamily uses on certain lots in residential subdivisions. Examples include 39 Degrees North, Filing 1, and Valley of the Blue subdivisions. Commercial or multifamily uses on these parcels would be incompatible with adjacent properties and could cause significant traffic / safety issues. The underlying zoning on these subdivisions does not allow for commercial or multifamily uses. To clear up this confusion, the Plan suggests that action be taken to eliminate the potential for commercial or multifamily uses in these subdivisions by removing the respective plat notes.

Transferable Development Rights (TDRs)

Background

A key goal of the Joint Upper Blue Master Plan is to protect backcountry character and direct density towards areas that could appropriately accommodate it. This guidance led to the adoption of TDR regulations for the Basin and an intergovernmental agreement on TDRs between the County and the Town of Breckenridge. The intergovernmental agreement was last amended on April 10, 2007. Under these rules, and under the policy guidance of the Countywide Comprehensive Plan, no upzonings are allowed unless TDRs accompany the request.

The Basin’s TDR Program was initiated in 2000 and has been the most successful TDR program in the County. To date it has protected 987 acres and generated \$1,561,016 to be recycled for more open space purchases. The success of the Upper Blue TDR Program stems from the joint efforts of the County, and towns of Breckenridge and Blue River to implement the program, and more importantly the public foresight, initiative and support to develop the program. Based on the success of the Upper Blue TDR program, in 2006 the Snake River and Ten Mile basins developed TDR program regulations almost identical to the Upper Blue’s.

Excluding backcountry properties purchased or traded by the U.S. Forest Service, the Upper Blue TDR Program has protected approximately 33 percent of the properties zoned Backcountry in the Basin. In 2007 the program was amended to allow platted properties in designated Receiving Areas, which are covered 50 percent or more by high quality wetlands, to qualify or serve as TDR sending areas. The specific direction / recommendation to expand potential sending areas and protect high quality wetlands in the Basin was identified in the 2005 edition of the Plan. The Plan continues to promote the use of TDRs in the Basin.

Utilization of TDRs

TDRs are a tool which can be used in a number of ways. Traditionally, TDRs have been utilized in the County as part of an application for a zoning amendment or PUD modification that would increase the development rights / density (or equivalent thereof) associated with permitted or previously-approved uses. **Additionally, TDRs can be and are used in other types of applications, including subdivisions, as a means of mitigation, if the Review Authority deems it is reasonable and appropriate to ameliorate concerns with such proposal.**

Rezoning / Upzonings

Some of the land use designations identified in the Plan provide the potential for landowners to request upzonings on their properties. Upzonings must be accompanied by TDRs corresponding to the number of additional units of density requested on a property. As the Upper Blue Planning Commission considered appropriate land use designations in the 2010 edition of the Plan, a conscious effort was made to examine the potential for each area to serve as a TDR Receiving Area.

Additional Uses / Mitigate Equitable Issues

The 2010 edition of the Plan underscores and advances the notion that TDRs continue to be used as an equity tool when evaluating subdivisions (whether new subdivision, resubdivision of platted lots or reestablishing lots lines) or in other types of applications in addition to rezonings / upzonings. Utilization of TDRs for such applications is warranted as a means of mitigation to address development and planning concerns that allow discretion, such as:

- Attaining satisfaction or general conformance with the master plan and applicable master plan goals and policies.
- Mitigating impacts to the immediate neighborhood or community.
- Offsetting taxation and assessment issues or homeowner association concerns.
- Negating unusual / atypical types of impacts.
- Addressing other important development policies.

Application of TDRs in Development Proposals

As mentioned, TDRs are used in conjunction with rezonings / upzoning or as a means to offset impacts in other types of applications. As a matter of interpretation, there is a distinction in how the TDRs are accounted for in different types of applications. When TDRs are used in conjunction with a rezoning / upzoning, the density or development rights are actually transferred to the subject property (i.e. the density comes out of the TDR Bank or a sending area and lands on that property). When TDRs are used in other types of applications, to offset or mitigate impacts, the development rights are considered to be extinguished (i.e. the development right is purchased and retired, actual density is not transferred or received on the subject property). The concept is important to realize when utilizing TDRs in relationship to the TDR Map.

TDR Map

The TDR Map was significantly amended as part of updating the 2010 edition of the Plan. The amendments to the Map focused on refining and identifying appropriate Receiving and Neutral Areas. The TDR Sending Areas are almost the same as the “rural areas” on the Land Use Map and identify the properties that the TDR program endeavors to protect (i.e. backcountry resources). TDR Receiving Areas are identified as “urban areas” on the Land Use Map and denote those properties in which the Plan makes allowance for such areas to possibly receive density, subject to the limitation of the land use designation assigned to the property (i.e. possible candidate for a rezoning / upzoning). Neutral Areas delineate those parcels that have been determined to not be suitable for transferring development rights from or to, and therefore are not eligible to send or receive density. Some Neutral Areas represent parcels that TDRs have been sent from (i.e. extinguished) or have a conservation easement / restrictive covenant placed on the property.

However, how TDRs are acknowledged in respect to properties designated as a Sending or Neutral Area requires clarification. As reflected by the land use designation, properties identified as a Sending or

Neutral Area on the TDR Map are not envisioned to “receive” density, and therefore rezoning applications involving additional density are not intended to occur. However, Sending and Neutral Areas allow for TDRs to be used in concert with other types of applications to offset or mitigate impacts. For example, a property in a Neutral Area may purchase and retire half a TDR to offset impacts associated with a Conditional Use Permit. In short, there is an allowance for property identified as a Sending or Neutral Area to utilize the TDR Program for purposes other than increasing actual unit density.

Another consideration regarding the TDR Map is that in the future some national forest parcels may come under private ownership. These areas are shown as National Forest System land today, but in order to receive density would need to be designated as TDR Receiving Areas. The Plan recognizes that National Forest System lands may receive density, provided that density is consistent with the density assigned in the Land Use Map.

Modifications to TDR Map

Modifications to the TDR Map in the future may be warranted based on changing conditions, such as: growth and development patterns, land use approvals, availability of infrastructure, community sentiments, land trades or purchases, etc. For example, based on future land use approvals or new considerations there could be identified Neutral Areas that are appropriate Receiving Areas, etc. If there is a situation or instance when such a property’s TDR designation is proposed to be changed, the property’s suitability should be reviewed against and consistent with the criteria outlined in the Development Code and respective TDR maps amended accordingly.

Coordinated Development Review

During the development of the 2005 edition of the Plan, the Town of Breckenridge broached the issue of coordinated review and similar development guidelines. The Plan recommends that the County and Town work to explore and possibly adopt similar development standards (e.g., hillside design regulations, tree protection standards). The intent of developing similar standards would be to ensure that development in the Basin resulted in implementing a common vision, whether the development was in the County or the Town. This would also carry forth a policy in the Joint Upper Blue Master Plan aimed at developing a “seamless” set of land use policies and regulations in the Basin.

The second issue discussed by the Town during the development of the 2005 edition of the Plan was the possibility of some type of enhanced review by the Town for projects that were in the immediate vicinity of the Town. Similarly, it may be beneficial for the County to be more actively involved in development review of projects within the Town on its borders. Policies / actions have been developed to address these issues.

Goals and Policies / Actions

Goal A. Future land use should be consistent with a land use pattern that focuses growth in existing urban areas and seeks to maintain the character of rural areas in the Basin.

Land Use Designations

Policy / Action 1. The Land Use Map should be used to determine appropriate land uses within different unincorporated areas of the Basin.

- All rezoning proposals should be evaluated to determine if uses and densities proposed are consistent with the land use designations outlined on the Land Use Map.
- Appropriate land uses within respective land use designations are identified in Table 2 below:

Table 2. Upper Blue Basin Master Plan Land Use Designations	
Plan Designation	Description of Uses¹
Urban Area	
Community Facilities	Facilities used by the community as a whole that provide an essential service to the community, such as water and sewer treatment plants, libraries, schools, police and fire stations, and community centers.
Community Facilities and Institutional Uses	Community facilities (as described above) and institutional uses, including nonprofit or quasi-public uses, such as a churches, libraries, public or private schools, hospitals including associated medical office facilities, or government-owned or operated structures or lands used for public purpose, along with customary accessory uses.
Commercial	General retail, service, and recreation-oriented commercial businesses.
Service Commercial / Industrial	Manufacturing, general retail and service commercial businesses.
Residential 10	Multi-family residential uses with a maximum density of 10 units / acre.
Residential 6	Residential uses with a maximum density of six units / acre.
Residential 4	Single-family residential uses with a maximum density of four units / acre. Per the Development Code, duplex units are permitted on properties zoned R-6.
Residential 2	Single-family residential uses with a maximum density of two units / acre.
Residential 1	Single-family residential uses with a maximum density of one unit / acre.
Residential Estate	Single-family residential uses with a maximum density of one unit / two acres.
Transition 5	Single-family residential uses with a maximum density of one unit / five acres, with an emphasis on providing a lower density transition between urban and rural areas.
Transition 10	Single-family residential uses with a maximum density of one unit / 10 acres, with an emphasis on providing a transition between high and low-density areas.
Transition 20	Single-family residential uses with a maximum density of one unit / 20 acres, with an emphasis on providing a transition between high and low-density areas.
Open Space	Passive open space uses, including dispersed recreation.
Rural Area	
Backcountry	Single-family residential uses, with limited maximum structure size, at a density of one-unit / 20 acres, with an emphasis on retaining the relatively undeveloped character of backcountry areas while allowing for very low impact development. Dispersed recreational uses, and some limited developed recreational uses such as Nordic trails, should

Table 2. Upper Blue Basin Master Plan Land Use Designations

Plan Designation	Description of Uses ¹
	be allowed where determined appropriate.
Rural 5	Low density residential uses at a density of one-unit / 5 acres, emphasizing protection of backcountry resources.
Rural 20	Low density residential uses at a density of one-unit / 20 acres, emphasizing protection of the existing rural character.
Rural Ranch	Low density residential uses at a density of one-unit / 40 acres, emphasizing protection of the existing rural ranchlands and associated open space.
Open Space / Natural Resource / Recreation	Passive open space uses, resource extraction (e.g., timber harvest) uses, and developed and dispersed recreational uses.

¹ Uses listed are restricted to those uses most commonly associated with the areas affected by the land use designation and are primarily targeted at identifying the maximum level of residential density within a designation. A number of other uses might be suitable within a land use designation and this determination should be made in conjunction with review of a PUD or of a County zoning district designation proposed for the property in question.

Subdivision of Existing Lots and Parcels

Subdivision of Platted Lots

Policy / Action 2. Where existing platted lots are proposed to be subdivided, as part of subdivision review the following specific considerations or criteria should be evaluated to allow for a heightened level of scrutiny and may limit density permitted by zoning:

- Research of historic records, such as old planning case files, plat notes, covenants, etc., to ascertain, if possible, reasons for the layout of the existing subdivision and the size of lots that exist (e.g., if the lots are twice or more as large as zoning would allow).
- Impacts Related to Site Characteristics and Application of Important Planning Principles:
 - Existing site characteristics (e.g., topography, steep slopes, wetlands, soils, etc.).
 - Environmental constraints (e.g., environmentally sensitive areas, habitat for threatened or endangered species, etc.).
 - Access.
 - Existing or planned services, utilities or infrastructure.
 - Physical connections to recreational trails.
 - Visually important lands or prominent landscapes.
 - Historic or archaeological resources.
- Surrounding Land Uses and Community Character:
 - Relationship to surrounding land uses, community, neighborhood or adjacent development.
 - Impacts to community character, residential compatibility or associated activities.

TDRs may be proposed and used to mitigate or offset impacts associated with or implicated by these factors.

Policy / Action 3. No further subdivision should be allowed in the Juniata Subdivision (specifically lots 6 and 7), or on Lot 7 in the Baldy Ridge Estates PUD.

Reestablishing Lot Lines

Policy / Action 4. Any proposed new subdivision of lots, where lots lines have been previously vacated prior to February 2000, should consider the following factors (in addition to subdivision standards contained in the Development Code), focused on equitable considerations, in the review of the subdivision and may limit density below the maximum permitted by zoning:

- Taxation and assessment issues with the County (i.e. aggregated abatement of property tax).
- Taxation and assessment issues with local districts (i.e. Local Improvement District).
- Homeowner association concerns.

TDRs may be proposed and used to mitigate or offset impacts associated with or implicated by these factors.

NR-2 Zoned Property

Policy / Action 5. Where an NR-2 zoned property is proposed for rezoning to a zoning district that recognizes density, the following should apply:

- The density should be based on the land use designation identified for the property in the Land Use Map.
- Where NR-2 zoned property is smaller in size than the minimum lot size for the applicable land use designation, the property should only be considered for a rezoning if merged with adjacent properties, thereby ensuring that the parcel is not used as a separate development property.
 - Where an NR-2 zoned property is merged with adjacent property, the density on the resulting merged parcels may not be increased (e.g., adding one acre to a 39 acre A-1 zoned parcel does not entitle the property to a second unit of density).
- Where an NR-2 zoned property meets or exceeds the minimum lot size for the applicable land use designation, the rezoning approval may allow for development.
 - Where new density is proposed to be created on an NR-2 zoned property proposed for rezoning, development rights shall be transferred to the property corresponding to the requested density.

Recommended Selected Rezonings

Policy / Action 6. Initiate rezonings of subdivisions, or portions of subdivisions, where the existing platted pattern is significantly different from the existing zoning to a new zoning district designation that is in greater conformity with the existing platted pattern and with the proposed land use designations of the Plan.

- 6.1 Focus rezoning efforts on those subdivisions most out of conformance with existing zoning (e.g., Barton Addition / Coyne Placer Valley Subdivision, etc.).

Policy / Action 7. Initiate rezonings of properties in the Basin that have zoning that is significantly out of conformance with the master plan land use designation for the property. Properties / subdivisions identified as a high priority include:

- High School Property / Summit Adventure Park PUD.
- Barton Addition / Coyne Placer Valley Subdivision.
- Sunchaser Estates.
- Iron Springs parcel off Boreas Pass Road.
- Valley of the Blue Subdivision (western portion).
- Anaconda & Daisy Subdivision.
- Mountain Meadows.

Additional details on these properties are provided in Table 1.

Policy / Action 8. Initiate efforts to eliminate plat notes related to commercial and multifamily uses in the 39 Degrees North, Filing 1, and Valley of the Blue subdivisions.

Transferable Development Rights (TDRs)

Policy / Action 9. In addition to rezonings / upzonings, continue to use TDRs as an equity tool when evaluating subdivisions (whether new subdivisions, resubdivision of platted lots or reestablishing lots lines) and in other types of applications. Utilization of TDRs for such particular applications may be warranted as a means of mitigation to address development and planning concerns that allow discretion, such as:

- Attaining satisfaction or general conformance with the master plan and applicable master plan goals and policies.
- Mitigating impacts to the immediate neighborhood or community.
- Negating unusual / atypical types of impacts.
- Addressing other development policies.

Policy / Action 10. Sending and Neutral Areas, as identified on the TDR Map, are not eligible to receive density. However, property identified as a Sending or Neutral Area is eligible to utilize the TDR program in concert with other types of applications to offset or mitigate impacts.

Policy / Action 11. Amend the “Intergovernmental Agreement Between County of Summit and the Town of Breckenridge Concerning Transferable Development Rights” (adopted April 10, 2007) to reflect the amended Upper Blue Master Plan TDR Map and address TDR values.

Policy / Action 12. Amend the County’s TDR Program and Development Code to carry out policies contained herein (e.g., more thoroughly articulate Sending and Neutral Area’s ability to utilize the TDR Program).

Policy / Action 13. The transfer of TDRs into town jurisdiction is subject to town approval, rules and regulations.

Policy / Action 14. Lots 42 and 43 in the Loma Verde Subdivision are placemarked for future discussion and consideration in regards to being identified as TDR Sending

Areas. Factors to weight and consider include the proximity to the Burro Trail, open space protection efforts / purchases and access.

Coordinated Development Review

- Policy / Action 15. Summit County and the Town of Breckenridge should undertake a cooperative effort to develop similar development standards (e.g., hillside design regulations) to apply to those areas within an agreed-upon “area of influence”.
- Policy / Action 16. Explore options for the County and Town of Breckenridge to coordinate development review activities with some type of enhanced review (or joint review) of development proposals within the immediate vicinity of each other’s jurisdictions.
- Policy / Action 17. To mitigate potential build-out and overall activity levels in the Basin, the Town of Breckenridge should work with the County to explore the need to extinguish density to accommodate affordable workforce housing projects (e.g., waive density requirements for workforce housing or transfer density to the projects from density held on jointly owned Town / County properties).

Other Land Use Policies

- Policy / Action 18. Work with the Towns of Breckenridge and Blue River to jointly pursue and undertake a comprehensive update to the Joint Upper Blue Master Plan adopted in 1997. The amendment should possibly focus on: existing and potential build-out; evaluating overall capacity in the Basin; revisiting the density reduction target and density reduction strategies of the Plan; adding additional wording in the Plan to address the hierarchy, applicability and interrelationship of master plans; reevaluating service commercial / light industrial uses; updating or adjusting outdated narrative, information and implementation measures.
- Policy / Action 19. Redevelopment of the Ski Watch Condominiums, the Skier’s Edge PUD, and the Quandary Breckenridge Condominiums should be allowed, with densities and square footage equivalent to or less than the existing densities and square footage built on the properties.

IV. Affordable Workforce Housing Element

In response to the perceived undersupply of affordable workforce housing in the County, in September 2008 the BOCC determined that it was a priority and necessary for each basin planning commission to update their respective master plan in an attempt to identify properties in the unincorporated areas of the County that could potentially serve as sites to locate affordable workforce housing.

Intent

This section of the Plan is intended to represent a significant step toward working to address the perceived undersupply of housing that is affordable to all types of local employees in the unincorporated portions of the Basin. The results of inserting this element into the February 2009 edition of the Plan could have direct impacts to help plan for or facilitate any potential affordable workforce housing projects in the future.

Amending the Plan to evaluate and identify sites suitable for affordable workforce housing was relevant to the overall housing issues in the Basin and one of the first steps necessary to encourage and plan for future affordable workforce housing in unincorporated portions of the basin. The subsequent information, goals, policies / actions and accompanying Affordable Workforce Housing Map are intend to ultimately help guide, spur or encourage affordable workforce housing projects in the future (e.g., land banking, land trades, development and redevelopment opportunities, and/or strategic partnerships).

Overview of the Existing Inventory of Affordable Workforce and Employee Housing Units

Table 3 identifies the inventory of affordable workforce and employee housing units in the Basin as of October 2008. The summary represents units that have some type of “restriction” attached to them.

Table 3. Inventory of Affordable Workforce and Employee Housing Units in the Upper Blue Basin		
Unincorporated Area – Existing Housing Units		
Project Name	# Units	Description
Farmers Grove	15	Employee housing units
Monarch Townhomes	13	Affordable workforce housing – 100% AMI
Quandary Breckenridge Condos	2	Employee housing units
Tyrollean Terrace	2	Employee housing units
Valdoro Village	3	Employee housing units
Vienna Townhomes	6	Employee housing units
Villas at Swan’s Nest	4	Vail Resorts employee housing units
Woodmoor at Breckenridge, Lot 5, Block 22	1	
Total Existing Units in Unincorporated Area	46	
Town of Breckenridge – Existing Housing Units		
Project Name	# Units	Description
Breckenridge Terrace	180	Vail Resorts employee housing units
Gibson Heights	40	Affordable workforce housing: 80% AMI
Pinewood Village	74	Employee rental units
Vic’s Landing	24	Affordable workforce housing: 80% - 120% AMI
Vista Point	19	Affordable workforce housing: 100% - 120% AMI

Table 3. Inventory of Affordable Workforce and Employee Housing Units in the Upper Blue Basin		
Wellington Neighborhood	98	Affordable workforce housing: 80% - 120% AMI
Wellington Neighborhood, Phase 2	128	Affordable workforce housing: 80% - 150% AMI
Other Rental Units	116	Rental units dispersed throughout town
Total Existing Units in Town of Breckenridge	679	
Town of Breckenridge - Potential / Proposed Housing Units		
Project Name	# Units	Description
Block 11	325	Affordable workforce housing: 80% - 150% AMI
Maggie Placer	18	Affordable workforce housing: 80% - 120% AMI
Pinewood Village, Phase 2	30	Employee rental units
Stan Miller	100	Affordable workforce housing
Valley Brook	40	Affordable workforce housing: 80% - 120% AMI
Total Potential / Proposed Housing Units in Town of Breckenridge	513	
Total Housing Units (Existing & Potential Proposed)	1,192	

Source: Summit County Planning Department and Town of Breckenridge 2009.

Per the above table, as of October 2008 there were approximately 1,192 affordable workforce and employee housing units built or in the process of being built in the Basin. Of these there were 46 existing restricted units in the unincorporated portion of the Basin and 679 existing restricted units in the Town of Breckenridge. Accessory apartments and caretaker units are other forms of housing for local residents and employees, but these units were not included in the above analysis. Nevertheless, as of October 2008 there were approximately 57 accessory apartments and 8 caretaker units permitted by the County in the Basin. **The majority of the accessory apartments in the Basin do not have a restriction attached to them and have not been permitted or evaluated by the County.**

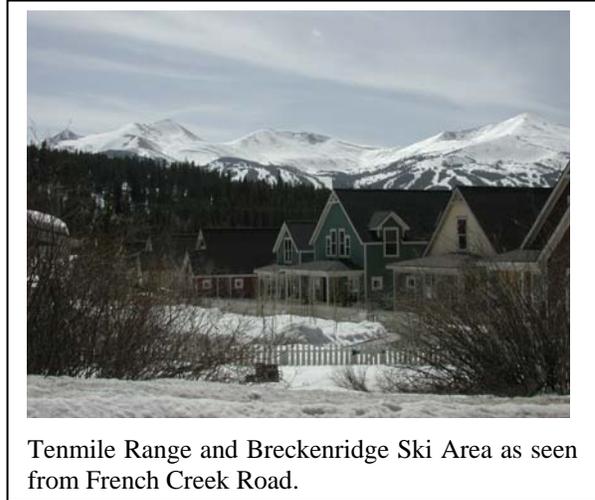
As of October 2008, there were 1,800 existing affordable workforce and employee housing units built or in the process of being built in the entire County. Approximately 51 percent of these existing units (920 units) are located within the incorporated towns and 49 percent (881 units) are located within the unincorporated areas of the County. Among the incorporated towns, the Town of Breckenridge contains the most affordable workforce and employee housing with 679 units, followed by the Town of Silverthorne with 177 units, and the towns of Frisco and Dillon with 34 units and 30 units respectively. Within the unincorporated areas of the County, the majority of the existing housing units are located in the Snake River and Ten Mile basins. These are predominantly “employee housing” units provided within the Keystone and Copper Mountain Resort areas.

There are approximately 660 additional housing units that have been proposed and approved through a public review process, but have not yet been built (e.g., approximately 365 units in the proposed Valley Brook and Block 11 developments in the Town of Breckenridge). Following construction of these proposed housing units there would be a total of approximately 2,460 deed-restricted affordable workforce and employee housing units in the County. Fifty percent of these units will be located within the Basin (1,238 units), with the remaining 50 percent dispersed throughout the Ten Mile (512 units), Snake River (429 units) and Lower Blue basins (284 units).

Town of Breckenridge Affordable Workforce Housing Efforts

As evidenced by the inventory and discussion above, the Town of Breckenridge has demonstrated a strong commitment to providing affordable workforce housing for basin residents. Currently, there are approximately 679 affordable units existing in the Town of Breckenridge (e.g., Wellington Neighborhood, Gibson Heights, and Vic's Landing).

In March 2008, the Town of Breckenridge adopted a Workforce Housing Action Plan, which outlines the town's vision, policies, goals and objectives to achieve a sufficient amount of workforce housing to preserve the town's character and support its economy. The primary goal of the Town's Workforce Housing Action Plan is to ensure that an additional 900 affordable workforce housing units are approved and/or constructed by the time the town reaches full build-out. This goal was derived from a 2006 Housing Needs Assessment that was completed for the Town of Breckenridge by RRC Associates, Inc., and is to be achieved through a combination of town resources, impact fee and sales tax revenue, incentives, policies placed on new development, and partnerships.



Tenmile Range and Breckenridge Ski Area as seen from French Creek Road.

As noted in the inventory above, there are currently approximately 513 units proposed or planned within the Town of Breckenridge to help meet the town's 900 unit target. In addition, the Town has tentatively identified possible opportunities for additional units on the Claimjumper property and other miscellaneous infill developments, bringing the total to approximately 650 affordable units identified for possible construction. The Town has noted that in order to achieve their target of 900 units (an additional 250 outside of the town's boundaries) it will be necessary to find other sites within the unincorporated portions of the Basin. Therefore, the Town expressed support for the 2008 Upper Blue Master Plan update effort to identify potential sites suitable for affordable workforce housing and was involved in the update process.

Methodology and Site Suitability Analysis

To identify properties that could potentially serve as locations for affordable workforce housing, a thorough analysis to evaluate "every" property in unincorporated portions of the Basin was conducted. The process resulted in identifying specific properties in the Basin that were not encumbered by significant development constraints and displayed characteristics that, when weighed against other sites, made these areas seem to be the most viable or practical locations for potential affordable workforce housing. These properties were discussed further with the Upper Blue Planning Commission and evaluated in more depth through a "site suitability analysis".

The site suitability analysis conducted for each property evaluated locator and factual background information and specific criteria such as: proximity to employment centers, availability of necessary infrastructure and utilities, adequate access, access to mass transit, neighborhood compatibility, development constraints on the site and opportunities to create a quality residential community on the site. Discussions with the Upper Blue Planning Commission regarding the site suitability analyses resulted in identifying sites or general areas for potential affordable workforce housing. These specific sites and locations are discussed in detail below.

Goals and Policies / Actions

The following goals and policies / actions are intended to advance affordable workforce housing in the Basin.

Goal B. Increase the supply of affordable workforce housing in the Upper Blue Basin through promoting or facilitating opportunities, strategies and proposals that guide, plan for and provide affordable workforce housing.

Policy / Action 1. Support the Countywide Comprehensive Plan goals and policies / actions regarding affordable workforce housing (e.g., deed-restricted affordable workforce housing units should be exempt from requirements to transfer density).

Policy / Action 2. The following sites or general locations (as identified in Table 4 and/or on the Upper Blue Basin Affordable Workforce Housing Map) have been identified as potentially appropriate for affordable workforce housing (in addition to other possible identified land uses). The general guidelines, when applicable, should be used to shape possible proposals on these sites / properties.

Table 4. Upper Blue Basin – Potential Affordable Workforce Housing Site / Locations	
Site or General Location	General Guidelines
Farmers Korner (West side of Highway 9)	<p>The area serves as a location to encourage or accommodate mixed-use development, and affordable workforce or employee housing through infill or redevelopment activities. To ensure livability, affordable workforce housing in this area should be buffered / visually screened from Highway 9 and designed to minimize highway noise.</p> <p>The Farmers Korner Mobile Home Park currently provides affordable housing targeted towards lower income groups. Future infill or redevelopment of the property should be encouraged to continue providing affordable housing for low to moderate income levels (80% AMI and under).</p> <p>As noted in Policy / Action 1., in the Transportation Element, properties in the Farmers Korner area should avoid direct access onto Highway 9, and therefore access to the Swan Mountain Road intersection via frontage or local access roads should be explored. Additionally, it is recommended to maintain or enhance pedestrian access to the existing transit stop.</p>
Farmers Korner: Leo Subdivision (East side of Highway 9)	<p>The area serves as a location to encourage or accommodate mixed-use development, and affordable workforce or employee housing through infill or redevelopment activities. Residential development in this area should preferably be “low intensity”, this includes single-family units, duplexes, small-scale townhome developments (i.e. no more than four units per building), and condos above commercial businesses; but excludes large multifamily buildings. Direct access onto Highway 9 should be avoided, and access should be directed to the Swan Mountain Road intersection via a frontage or local access road. Additionally, it is recommended to maintain or enhance pedestrian access to transit stops.</p>
Farmers Korner: Alpensee Condos (West side of Highway 9)	<p>The area serves as a location to encourage or accommodate mixed-use development, and affordable workforce or employee housing through infill or redevelopment activities. To ensure livability, affordable workforce housing in this area should to the extent practicable: protect the character of the County Recpath, be buffered / visually screened from Highway 9, designed to minimize highway noise and maintain or enhance pedestrian access to transit stops.</p>

Table 4. Upper Blue Basin – Potential Affordable Workforce Housing Site / Locations

Site or General Location	General Guidelines
	Direct access onto Highway 9 should be avoided, and access should be directed to the Swan Mountain Road intersection via local access roads.
Farmers Korner: High School Property	It is preferred affordable workforce housing on this site be focused to serve Summit School District employees and be low density (SFR, duplexes and maybe small-scale townhomes). Any affordable workforce housing on the property should avoid wetlands disturbance, provide an adequate buffer between any development and the County Recpath, and designed to maintain or enhance pedestrian access to the existing transit stop. Moreover, to the extent practicable, residential development should: 1) be compatible with the densities of surrounding properties, and 2) incorporate transitional lot sizes adjacent to larger lot sizes (e.g. Highland Meadows).
Swans Nest Subdivision Parcel A-1 (Junction of Highway 9 and Revette Drive)	Affordable workforce housing in this area should to the extent practicable: protect and buffer the Colorado Trail, maintain access and connectivity to existing trails (i.e. reroute of the Colorado Trail), mitigate wildlife migration and wildlife corridor issues, and provide an adequate buffer (e.g., 50 feet) between residential development and Highway 9 to preserve the undeveloped highway corridor / community separation between Frisco and Breckenridge.
Tatro Subdivision	The importance of the existing uses on the site should be recognized and to the extent possible preserved (i.e. commercial, service commercial and industrial type uses). However, if residential development is to be explored, the area serves as a suitable location to accommodate mixed-use, and affordable workforce or employee housing through infill or redevelopment activities. Future development of this area should provide a significant buffer along Highway 9.
Junction of Airport Rd. & Barton Rd.	The area / property serves as a location to encourage or accommodate affordable workforce or employee housing. Any residential development on this property should avoid wetlands disturbance. Moreover, it is anticipated impacts to the western portion of the property (i.e. sloped areas) would be necessary.
Continental PUD	The area serves as a location to encourage or accommodate mixed-use development, and affordable workforce or employee housing through infill or redevelopment activities. Residential development should be buffered or segregated from industrial uses. Residential development ideally would be separate standalone residences (e.g., SFR, duplexes or townhomes) or located above / integrated into commercial, service-commercial, offices or other non-industrial types businesses. Furthermore, development should account for pedestrian access to transit stops, connectivity with CMC and adjacent residential neighborhoods.
Peak 7: Extension of Shadows North Amended Subdivision (Portion of USFS parcel adjacent to Blue Ridge Rd.)	Residential development should be low density and compatible with the surrounding neighborhood. As the site is located on a highly visible knoll, to the extent practicable, development should be screened and visually buffered.
Junction of Highway 9 & Huron Rd.	The importance of the existing uses on the site should be recognized and to the extent possible preserved (i.e. commercial, service commercial and industrial type uses). However, the area serves as a location to encourage or accommodate mixed-use, and affordable workforce and employee housing through infill or redevelopment activities. Residential development should be compatible with the densities of surrounding properties, and should provide a buffer between residential development and adjacent commercial / industrial businesses south of Huron Rd.
Junction of Boreas Pass Rd. & Baldy Rd.	Affordable workforce housing in this area should be compatible with the surrounding neighborhood (i.e. similar unit types and densities as those in the

Table 4. Upper Blue Basin – Potential Affordable Workforce Housing Site / Locations	
Site or General Location	General Guidelines
	surrounding neighborhood). Residential development should also occur in a manner that maintains access to area trails and significantly buffers development from adjacent recreational uses (i.e. Barney Ford trail to the north).
Junction of Baldy Rd. & Juniata Cir. (East side of Baldy Rd.)	To maintain consistency with the surrounding neighborhood, development on this property should be “low intensity”. This includes single-family units, duplexes, and small-scale townhome development (i.e. no more than four units per building), but excludes larger multi-family buildings. Affordable workforce housing in this area should be focused in the area adjacent to Baldy Road, and should provide a buffer from adjacent recreation and trail uses. Development should also occur in a manner that maintains access to area trails (i.e. Sallie Barber and Barney Ford trails).
Claimjumper Lode	Proposed USFS land trade and annexation by Town of Breckenridge to be used for affordable workforce housing.
Town of Breckenridge	The Town should continue to plan for and accommodate affordable workforce housing (e.g., Block 11).

Footnotes:

- The specific properties or sites listed in the above table represent those identified as a result of an extensive and thorough process and analysis of all properties in unincorporated portions of the Basin. As a result, these properties are considered to have the highest potential for affordable workforce housing in unincorporated portions of the Basin. The properties or sites display characteristics (e.g., lack of significant development constraints and proximity to employment centers), which when weighed against other properties and sites in the Basin, make potential affordable workforce housing seem viable or practical.
- There could be properties not identified in the table that exhibit similar characteristics to those determined to have the highest potential for affordable workforce housing and would therefore make good affordable workforce housing sites. If there is a situation or instance when such a property (not identified in the above table) is proposed for affordable workforce housing, the property’s suitability should be determined by the appropriate review authority, in conjunction with any proposed development application, on a case-by-case basis.
- When determining whether the property may be appropriate for affordable workforce housing, the review authority should give consideration to such factors, including but not limited to: existing use, proximity to employment centers, availability of necessary infrastructure and utilities, adequate access, access to mass transit, neighborhood compatibility, development constraints on the site, and opportunities to create a quality residential community on the site.

Policy / Action 3. If affordable workforce housing is proposed on the Tatro Subdivision, Continental PUD, and Junction of Highway 9 & Huron Road sites, it should be built to complement the existing service commercial uses for which those properties are zoned.

Policy / Action 4. To further “livability”, affordable workforce housing in the Farmer’s Korner area should attempt, to the extent practicable, to mitigate impacts and screen development from Highway 9.

Preservation

Policy / Action 5. The Affordable Workforce Housing Map identifies properties that contain existing affordable workforce and/or employee housing units. Future development of these properties should maintain and, if appropriate, increase the

current level of affordable workforce and/or employee housing that exists on these sites.

Redevelopment and Infill Opportunities

In addition to the properties identified on the Affordable Workforce Housing Map, there are a number of multi-family properties that could potentially provide redevelopment opportunities to increase the stock of affordable workforce and/or employee housing in the Basin. Such parcels generally contain older multi-family residential buildings which have historically been affordable for local residents but are not deed-restricted (e.g., Skiers Edge Condos, Baldy Mountain Townhomes, Vienna Townhomes and other multi-family developments in the Woodmoor area).

Policy / Action 6. It is encouraged that future redevelopment or infill of multifamily properties, particularly those that contain older residential buildings, provide permanently deed-restricted affordable workforce or employee housing for local residents.

Collaboration (also reference Land Use Section – Coordinated Development Review)

Policy / Action 7. Work with the Town of Breckenridge, Town of Blue River and other appropriate entities (e.g., Summit Combined Housing Authority) to explore and support mechanisms or tools to facilitate affordable workforce and employee housing in the future (e.g., land banking, land trades, development and redevelopment opportunities, creative funding, strategic partnerships, etc.).

Policy / Action 8. Continue to work with the Town of Breckenridge, Town of Blue River and Summit Combined Housing Authority to monitor and update the inventory of Affordable Workforce and Employee Housing Units in the Upper Blue Basin.



IV. Transportation Element

The County’s overall goal and policies / actions towards transportation issues are articulated in the Countywide Comprehensive Plan. Although the intent of the Plan is not to delve deeply into transportation issues, it is appropriate to identify some key areas where future transportation improvements are desired.

Goals and Policies / Actions

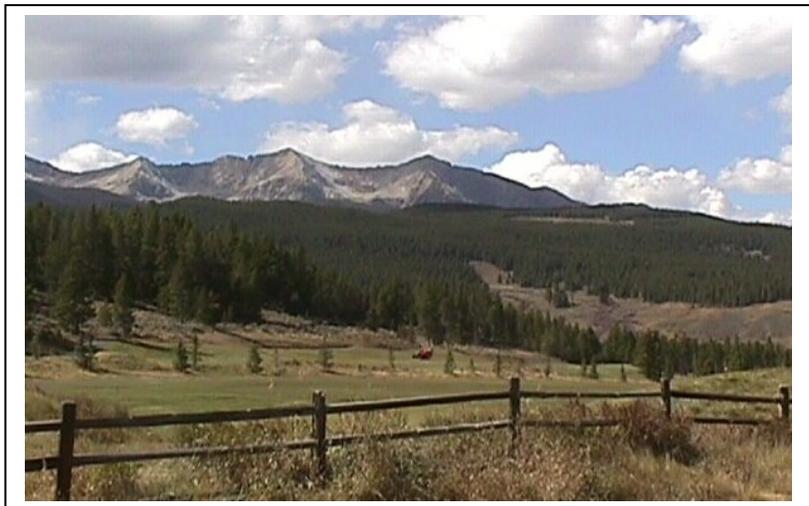
Goal C. Promote improvements to the transportation system in the Upper Blue Basin.

Policy / Action 1. The following transportation improvements and solutions should be pursued or expanded at the respective locations identified below to address or enhance existing circulation and road conditions:

- Developing an alternative access road from Lakeview Meadows that connects with the high school road just west of the Hwy 9 and Swan Mountain Road intersection, thereby reducing direct traffic entrances and the need for additional traffic lights on Hwy 9.
 - Redirecting traffic from Highlands Meadow, Farmer’s Grove, and other areas along Hwy 9 in the Farmer’s Korner area away from direct access to Hwy 9 and instead to the Swan Mountain intersection.
- Re-routing the northern portion of County Road 3.
- Reducing grades on Moonstone Road.
- Establishing a park-and-ride facility on the property northwest of the intersection of Airport Road and Coyne Valley Placer Road.
- Establishing a park-and-ride facility at the Blue River Town Hall.
- Establishing public transportation (e.g., Summit Stage) to service the Town of Blue River.
- Creating a grade-separated Recpath or widened paved shoulders along Highway 9 from the Town of Breckenridge to the Town of Blue River or Hoosier Pass.

V. Design and Visual Resources Element

The high alpine scenery, natural setting, and relatively unspoiled environment significantly contribute to the quality of life for residents and visitors within the Basin. The spectacular scenery and unspoiled views contribute to creating the Basin’s sense of place. Some of the mountainsides in the Basin are prominently visible from urbanized valley locations such as Breckenridge. Insensitive development of these mountainsides could significantly impact the views valued by the Basin’s residents and visitors.



The Countywide Comprehensive Plan and the Development Code require that “visually important lands” be identified in Basin master plans. In addition, the Joint Upper Blue Master Plan advocates that

significant view corridors should be mapped. In keeping with this direction, a Visually Important Lands Map was included in the 2005 edition of the Plan. The Map identifies the locations of some of the most highly visible landscapes as seen from public areas (e.g., from major roads and highways, from key public gathering spaces). New development that is proposed within these locations shall be evaluated against the Countywide Comprehensive Plan policies / actions to ensure that visual impacts are minimized or mitigated. Recognizing the importance of ensuring that hillside development is sensitively designed, the Plan also recommends that the County pursue the establishment of hillside / ridgeline development standards in the Development Code.

Goals and Policies / Actions

Goal D. Protect and preserve the Basin’s scenic backdrops through identification, protection or mitigation, and sensitive design of development in visually important lands.

Policy / Action 1. New development proposed within lands identified on the Visually Important Lands Map should be evaluated for conformity with the policies in the Design and Visual Resources Element of the Countywide Comprehensive Plan.

Policy / Action 2. The Upper Blue Basin Visually Important Lands Map should be used to help evaluate or assess:

- Visual assessments of individual properties.
- The visual impacts associated with identified TDR Sending and Receiving Areas.
- Development plans that make use of sensitive design / clustered / rural land use subdivision-type techniques.
- Timber management prescriptions (e.g., aesthetic concerns in the wildland / urban interface areas) as a result of the Summit County Community Wildfire Protection Plan.

Policy / Action 3. Establish new hillside and ridgeline design standards in the Development Code to ensure that the visual integrity of prominent scenic backdrops in the Basin is maintained, to the maximum extent possible.

VI. Recreation and Trails Element²

The widespread availability of ready access to recreational trails for various types of motorized and non-motorized use is one of the key elements that make the Basin such a special and unique place. This section of the Plan attempts to provide specific guidance on recreation and trails issues to supplement the more general policies regarding these issues contained in the Countywide Comprehensive Plan.

Significant Summer and Winter Routes

The Significant Summer and Winter Routes Map shows significant trails identified by the community, as well as future desired trails and connections. Significant routes are intended to provide recreational or transportation access for neighborhoods or the general public, offer high quality recreational experiences to County residents and visitors, serve the greater community by providing recreational access to public lands or easements, or have received considerable historic use. The County should strive to retain, acquire and protect the identified significant routes, while also recognizing that additional trails may

² A citizen’s group called the Upper Blue Trails Technical Advisory Group assisted in the development of the Recreation and Trails Element. The Group’s recommendations were used to help shape this Element as part of the 2005 edition of the Plan.

develop or change, some routes may have been mistakenly excluded, or routes not listed in the significant route map may also be appropriate for County protection, retention or acquisition efforts. In essence, the significant routes map is one of several resources from which the County's extensive recreational trail and road network, and their respective access points, can be planned for and protected.

Golden Horseshoe Area³

East of the Town of Breckenridge and between the French Gulch and Swan River drainages, the approximately 8,900 acre Golden Horseshoe is a popular recreation locale. Land ownership in the Golden Horseshoe is comprised of approximately 2,900 acres owned by the County and the Town of Breckenridge, 1,500 acres of private property, and 4,500 acres of National Forest lands.

The Golden Horseshoe Area contains a high-density trail network and receives a wide diversity of recreational trail use. The Significant Summer and Winter Routes Maps contained in the 2005 edition of the Plan specifically excluded trail recommendations in this area. The 2005 edition of the Plan recommended that once a recreational plan was completed for the area, the Plan be amended to incorporate the recommendations of the Golden Horseshoe Management Plan into the Significant Summer and Winter Routes Maps.

Goals and Policies / Actions

Goal E. Maintain and improve recreational and trail access throughout the Basin.

Policy / Action 1. Ensure that access to significant trails and trailheads as identified on the Significant Summer and Winter Route Maps is secured and maintained.

Policy / Action 2. Continue to develop a Management Plan for the Golden Horseshoe area through partnerships with property owners, user groups, land trusts, and appropriate local, state, and federal agencies (e.g., Town of Breckenridge and U.S. Forest Service). New recreation facilities and trails should be developed in the Golden Horseshoe area in accordance with a community-developed Management Plan. The Plan should address the following issues:

- Develop an overall recreational vision for diverse users.
- Provide adequate trailheads.
- Preserve and retain existing access portals for significant recreational routes.
- Protect environmental resources.
- Address parking requirements based on accommodating appropriate use levels, recreational demands, and environmental constraints.
- Maintain and manage sustainable recreational routes.
- Identify significant motorized and non-motorized recreational routes.
- Create a travel system which minimizes and addresses user conflicts through separation of uses (where possible) and public education efforts.
- Enforce open space and trails regulations.

³ In order to provide consistent management of this area, the U.S. Forest Service, Town of Breckenridge and County initiated an extensive facilitated public process. In 2006 and 2007 these entities worked cooperatively through a consensus based public process to develop a Management Plan for the Golden Horseshoe Area. Recommendations for the Management Plan came primarily from three different citizen work groups: recreation, natural resource and historic resources groups. Travel system maps identifying summer and winter travel management recommendations were the outcome of this process. These maps provided a community vision for a multi-use system of recreational routes and were incorporated into the Summer and Winter Significant Routes Maps in the 2009 edition of the Plan.

- Pursue funding mechanisms to implement the management objectives and implementation strategies as outlined in the Plan.
- Other issues as appropriate.

Policy / Action 3. The County should re-evaluate and update the Upper Blue Master Plan significant routes in the future to reflect: community goals and desires, the Golden Horseshoe Management Plan, the USFS Travel Management Plan, changes in use or access, and other changes as deemed necessary (e.g., more accurate GIS data).

Policy / Action 4. Maintain appropriate and adequate parking and trailhead facilities in a manner compatible with open space and recreation values. Work with the Town of Breckenridge and the U.S. Forest Service to maintain / provide trailheads in the Golden Horseshoe area at or near, but not limited to, the following locations:

- The junction of Gold Run Gulch and Reiling Roads.
- Crossover Road in the Parkville Subdivision.
- Gold Run Gulch where it intersects with the Highlands Subdivision.
- Mid-Tiger Road at Summit Gulch (Dredge Boat).
- The historic Lincoln town site.
- Tiger Road near the historic Tiger town site.

Policy / Action 5. Secure easements, property interests, or other agreements to retain winter public recreational access including, but not limited to, the following locations:

- County Road 2 (French Gulch Road) above the historic Lincoln town site;
- North Fork of the Swan River.
- County Road 6 (Tiger Road) above the historic Tiger town site.
- County Road 300 (Gold Run Gulch Road) between the Highlands subdivision and County Road 2 (French Gulch Road).
- The route between County Road 2 (French Gulch Road) and Lincoln Park;
- County Road 559 (Sallie Barber Road) between County Road 588 (Baldy Road) and County Road 2 (French Gulch Road).
- County Road 567 (Humbug Hill).
- Country Boy Mine Road.

Policy / Action 6. In cooperation with the towns, secure legal access and parking at trailheads for the following locations:

- Pennsylvania Gulch (adjacent to Town of Blue River).
- The Peaks Trail (southern terminus).
- McCullough Gulch.

Policy / Action 7. Identify and manage diverse summer and winter trail uses to improve open space and recreational experiences including, but not limited to, the following locations:

- Boreas Pass Road.
- Sallie Barber Road.
- Pennsylvania Gulch.
- Hoosier Pass / Bemrose area.
- Golden Horseshoe.
- Bald Mountain (Mount Baldy).

- Policy / Action 8. Work cooperatively with property owners, the Towns of Blue River and Breckenridge, and land management agencies to retain loop opportunities in urban interface areas.
- Policy / Action 9. Establish a non-motorized route to connect the Peak 7 neighborhood and Airport Road.
- Policy / Action 10. Work to secure adequate capacity for snowmobile trailers at key shared use winter trailheads as identified through the winter travel management process.
- Policy / Action 11. Maintain Blue River Inlet of Dillon Reservoir as a recreational site for winter and summer recreational use.
- Policy / Action 12. Work with the Town of Breckenridge and Town of Blue River to identify appropriate locations for developed recreational facilities such as free-ride bicycle parks, Frisbee golf courses and dog parks.
- 12.1 Dog parks may be allowed in different locations in the Basin provided the use is compatible with surrounding uses and complies with all applicable regulations, rules, laws or expectations.
- Policy / Action 13. Work with the Summit School District to establish recreational parking areas at the Summit High School during non-school times.
- Policy / Action 14. Encourage the completion of the Wheeler National Scenic Trail between Hoosier Pass and McCullough Gulch.
- Policy / Action 15. Work cooperatively with private landowners, the Town of Blue River, the Colorado Department of Transportation, and the U.S. Forest Service to acquire access easements and encourage the construction of a paved, grade-separated recreational pathway between Hoosier Pass and Breckenridge, through the Town of Blue River and Summit County.

