

Community and Public Facilities Element

Infrastructure: Sooner Or Later, It Matters. - IBM

Vision: Provide consistent, reliable, and appropriate facilities for the long-term development of the County that are compatible with the mountain environment.

Background and Existing Conditions

The quality of life in the County depends, in part, on the quality of the facilities, schools, recreational resources, and infrastructure. The availability and level of service of these facilities should be consistent, reliable, and adequate for growth. However, the County's unique mountain character presents limitations on provisions of facilities and services. Thus, the same level of service found in urban areas should not always be expected in the County. Community and public facilities provided should be in accord with the County's and individual basins' character and projected build-out.

In general, the provision of public facilities, schools, and recreational resources currently meets local demand. The County recently opened a new Community and Senior Center in August of 2002. The North Branch Library in the Town of Silverthorne and the South Branch Library in the Town of Breckenridge were respectively completed in August 2000 and May 1996. In April of 1997 the County opened a new County Commons facility in Frisco housing the Main County Library and a number of social service programs. Moreover, individual towns within the County have responded to local demands to provide similar and other community and public facilities (e.g., parks, theaters, and pavilions). Current School District expansion plans take into consideration projected budgets, enrollment, and demographic trends. In addition, two fairly new recreation centers have been built. The Breckenridge Recreation Center opened in December of 1991 and the Silverthorne Recreation Center opened in August of 1994.

Population increase in the County, representative of a higher median age, has brought with it the increased need for available and affordable daycare. According to the Summit County Early Childhood Resource and Referral Agency, in 1998, there was an acute shortage of infant/toddler childcare, as well as shortages in preschool age services. Approximately 1.3 children were in need for every 1 slot available in a licensed childcare facility. Licensed childcare offered includes childcare centers, family childcare homes, before and after school programs, and in-home childcare workers. Providing for more childcare facilities or services will continue to be essential for working parents and important for employers in the County.

The County's growth has also presented an increase in solid waste material for disposal. According to the Summit Recycling Project, waste quantities generated increased 31 percent between 1994 and 1998 alone. While landfills are the primary way in which waste is managed, other options include the reduction of waste, reuse of materials, and recycling. In the context of the County's pristine mountain environment and the environmental consciousness of its residents, it is important to maintain and increase the availability of recycling as a viable waste disposal option.

The health and safety of the County's residents and its environment depend considerably on the adequate and safe supply of water. Thus, the proper planning, management, and maintenance of the quantity and quality of water is essential. Land development effects both demand for and supply of water within the County. Water is essential for almost all development and must be obtained by drilling wells on individual parcels or from a central water system.

Water or metro districts serve many residents in the County. Some of these districts rely on surface water (streams) for their supply, while others rely on reservoirs (e.g., Goose Pasture Tarn). Because of interrelations, the impacts of existing and future development on the water resources of the area should continue to be studied and managed to ensure safe and adequate supplies. Moreover, recent drought conditions have exacerbated the need to be more judicious in managing water resources and the litigious nature of water rights. The physical availability of water will likely be one of the largest factors in future development of the County.

The availability of sewage disposal is another essential consideration for all existing and new development. Sewage is treated either through individual septic tank/leach field systems or central sewage treatment plants. Improper treatment or disposal of effluent can result in the contamination of wells, surface water, and underground water resources.

Total County Housing Units 2001	Approximate Number of Units with Individual Wells	Approximate Number of Units with Septic Systems
26,547	1,400 (5.3%) ¹	3,371 (12.7 %)

¹ Estimate represents unincorporated area only.

Sources: Summit County GIS, Environmental Health, Assessor, and Planning Departments; Colorado Departments of Natural Resources, Department of Water Resources.

District	Existing Taps¹	Capacity (Taps)	% Build-Out
Upper Blue Basin			
Alpensee Water District	6	57	10.5%
Breckenridge Water Department	12,185 (SFE) ²	12,701 (SFE)	95.9%
Timber Creek Estates	5	79	6.3%
Snake River Basin			
Dillon Valley Metro District	989	1008	98.1%
East Dillon Water District	1,350	1,800	75%
Snake River Water District	3,600	5,200	69.2%
Snake River Water Treatment Plant	6,000	10,400	57.7%
Lower Blue Basin			
Buffalo Mountain Metro District	2,264	2,354	96.2%
Hamilton Creek Metro District	77	125	61.6%
Mesa Cortina Water and Sanitation District	202	252	80.1%
Willow Brook Metro District	41	57	71.9%
Town of Silverthorne	2,653 (EQR)	13,700	19.3%
Ten Mile Basin			
Copper Mountain Consolidated Metro District	1,600	3,344 ³	47.8%

¹ Assumes one tap per one unit; includes single family residences, condos, and commercial units.

² Town of Breckenridge Single Family Equivalent.

³ 1,244 more units projected with Copper Mountain Comprehensive Development Strategy.

Source: Summit County Planning Department.

District	Plant Capacity	Existing Taps	Capacity - Taps	% Build-Out
Upper Blue Basin				
Breckenridge Sanitation District	2.8 mgd ¹	13,500 (SFE) ²	15,000 (SFE)	90%

Table 3. Sanitation Districts Growth Projections and Demand Summary at Total Build-Out				
District	Plant Capacity	Existing Taps	Capacity - Taps	% Build-Out
Snake River Basin				
Snake River Water Treatment Plant	2.6 mgd	6,000	10,400	57.7%
Lower Blue Basin				
Dillon / Silverthorne Joint Sewer Authority (JSA)	4.0 mgd	7,400 EQR ³	12,500 EQR	59.2%
Ten Mile Basin				
Copper Mountain Consolidated Metro District	0.7 mgd Expansion 1.3	1,600	@1,600 Expansion 3,344 –3,495	95-100%
Frisco Sanitation District	1.7 mgd	3,850	6,060	63.5%

¹ Million Gallons per Day.

² Town of Breckenridge Single Family Equivalent.

³ Town of Silverthorne Equivalent Residential Unit.

There are costs when local jurisdictions provide new or expanded community and public facilities to development. In general, this cost is rising at a pace that exceeds local government revenue-generating capabilities. The increasing cost of maintaining existing infrastructure is forcing jurisdictions to seek alternatives. Impact fees are a charge imposed on a development to help finance the cost of improvements or services. These fees shift some of the burden of paying for new or expanded facilities from public entities to private developers.

Providing adequate infrastructure will be increasingly important as the County grows, particularly the maintenance and construction of roads. If not, the overall level of service of the road system will degrade. Therefore, it is prudent to implement a means to provide necessary community and public facilities to developing areas without placing a financial burden upon County government and existing residents. Studies to determine the feasibility and equitability of impact fees to pay a ‘fair share’ for the increase service demands of new development need to be conducted.

Community and Public Facilities Key Issues/Concerns

The following provides a bulleted list of key community and public facilities issues/concerns:

Emergency Services

- Lack of coverage by Fire Districts (e.g., Lake Dillon Fire District - Lower Blue Basin).

Public Facilities

- Infrastructure to access to Summit Stage transit stops (e.g., sidewalks).
- Inadequate childcare services.

Recreational Resources

- Lack of County active recreational use facilities (e.g., ball fields).
- Insufficient linkages to significant summer and winter trailheads.

Infrastructure (e.g., water, parking, roads, and schools)

- Physical availability of water:
 - Protecting water supplies from significant depletion and contamination.
 - Future development furthering demand and reliance on limited ground water resources.
 - Providing for water rights and storage capacity more resistant to drought conditions.

- Increased out-of-district requests for water requiring future expansion of water, sewer, or metro district boundaries.
- Meeting criteria for mandated water and metro district augmentation plans at projected build-out (e.g., Copper Mountain Consolidated Metro District).
- Lack of conditional water rights from Green Mountain Reservoir (Copper Mountain Consolidated and Hamilton Creek Metro Districts).
- High fluoride levels Hamilton Creek Metro District.
- Adequate parking for peak weekends.
- Increased costs to cover development impacts.
 - Budget implications to fix roads.
- Increasing costs of maintaining existing infrastructure.
- Maintaining the level of service of the existing road system and bikepath.
- Lack of sidewalks in existing subdivisions (e.g., Dillon Valley).
- Specific dedication of school sites.

Road Type	Cost per Linear Foot	Cost per Mile
Paved	\$200	\$1,056,000
Unpaved	\$150	\$792,000

¹ Costs of County roads vary significantly due to differences in classification and use; represents a 24' wide road inclusive of 2' of shoulders; estimates do not include right-of-way costs.

Source: Summit County Engineer, 2002.

Road Type	Total Miles
Paved	80
Unpaved	60

¹ Represents roads maintained year-round and under County jurisdiction; does not represent CDOT, USFS, or Town roads.

Source: Summit County Road & Bridge, 2002.

Regulatory Framework

There are a number of different jurisdictions, County departments, and levels of government involved in the provision, planning, and management of community and public facilities. The overall infrastructure is interconnected and accordingly a number of different statutes guide the level of service provided. Likewise, the number and types of agencies administering community and public facilities is wide ranging and is not the sole responsibility of the County.

One component of community and public facilities that is within the County's purview is the use of impact fees. Specifically, implied authority is given through C.R.S. 29-20-104.5. Key requirements of imposing impact fees on capital facilities include:

- Fees must meet 'directly related' test.
- Legislatively adopted.
- Generally applicable—not aimed at a specific property.
- Can apply only to capital facilities (useful life of 5-years or more).
- Cannot be used to remedy existing deficiencies.
- Can be used for any facility related to a service the local government is authorized to provide: (roads, water, sewer, parks and open space, libraries, police/fire, storm drainage, etc.).

The use and implementation of impact fees would require significant research and studies. Said studies would need to include components addressing a capital facilities plan, demonstration of need, proportionate share, calculation of costs, crediting, and cash flow projections. Subsequently, other similar development charges or alternatives to impact fees should also be considered in-lieu of impact fees. These methods include: adequate public facility ordinances, development excise taxes, land dedication/exactions, or development agreements.

Goals, Policies/Actions

Infrastructure

Goal A. Ensure infrastructure is planned, funded, and built to support new development.

- Policy/Action 1. Require that new urban development locate in areas that are served or are planned to be served by public services and infrastructure.
- Policy/Action 2. Promote clustering of development where appropriate to provide for more efficient distribution of public facilities and services.
- Policy/Action 3. Amend the Land Use and Development Code to clearly require developers to address costs of projects, paying for or contributing to the installation of necessary infrastructure and addressing off-site impacts.

Emergency Services

- Policy/Action 4. Promote the provision of infrastructure where needed to support ambulance and fire rescue services.

Water & Sewer

- Policy/Action 5. Ensure that land uses in urban areas requiring sewer and water are served by public sewer and water systems. Urban development should be served by water systems and not by individual wells.
- Policy/Action 6. The impact of new development on aquifers and water tables that supply individual wells in existing homes should be evaluated in the development review process.
- Policy/Action 7. Develop stricter water conservation measures to be applied to new and existing development (e.g. xeriscaping landscaping and installation of low-flow toilet requirements).
- Policy/Action 8. Develop incentives or ordinances to mitigate impacts on water resource infrastructure. These may include: receiving credit for water conservation, rain sensor, sub-metering, soil preparation, turf limitation, waste of water, median sub-surface irrigation, or restrictive covenants ordinances.
- Policy/Action 9. For development not served by public sewer and water systems, well permits shall be issued from the Office of the State Engineer prior to development. Return flows shall be returned to the same stream system in which the well is located and waste water treatment provided through an individual disposal system of the non-evaporative type.

Policy/Action 10. All development shall maintain in-stream flows and agreements.

Special Districts

Policy/Action 11. Special districts should be consolidated where feasible and economically advantageous.

Policy/Action 12. New special service districts should be created only if the service they are intended to provide cannot be provided by another entity.

Policy/Action 13. Encourage existing water and sanitation districts to provide out-of-district hook-ups and services to new and existing development.

Roads

Policy/Action 14. Provide adequate funding to ensure sustainable maintenance for County roads.

Goal B. Governmental services should be provided in a cost-effective manner.

Fiscal Impact

Policy/Action 1. Explore the feasibility of implementing impact fees. Determine if they are equitable and which infrastructure they could be applied to, to fund additional infrastructure and offset impacts of development (e.g., roads).

Policy/Action 2. Fiscal impact studies should be conducted concurrently with evaluating off-site impacts and updated as need.

Policy/Action 3. New growth should be responsible for funding capital improvements it requires and impacts to infrastructure (with the exception of deed restricted affordable housing).

Policy/Action 4. The County and towns should work with infrastructure and service providers to develop capital improvement plans and equitable funding mechanisms to satisfy plan needs.

Goal C: Promote the practice of the Three Rs: Reduce, Reuse, and Recycling, among County residents to lessen waste going to the landfill and for other environmental benefits.

Waste Reduction and Management

Policy/Action 1. Support practices and programs to lengthen the life of the landfill to avoid relocating and to maximize efficiencies.

Policy/Action 2. Support the mission of the Summit Recycling Project, their strategic plan, and development of the Materials Recovery Facility to extend the life of the landfill.

Policy/Action 3. The County and local businesses should support community efforts to increase recycling of glass, aluminum, newspaper, steel cans, paper, magazines, plastics, and household hazardous wastes.

- Policy/Action 4. As more development occurs in the County, a preferential rate structure should be developed further and placed on mixed construction waste going to the landfill to encourage the recycling of wood, stumps, trees and yard waste.
- Policy/Action 5. The County, local businesses, and the Summit Recycling Project, should work with local resort associations and condominium complexes to further develop recycling programs and enable tourists and residents convenient recycling opportunities.
- Policy/Action 6. Business development should occur with recycling in mind. When creating areas for trash dumpsters, adequate space for storing recycling bins should be allocated.
- Policy/Action 7. The County should continue to support Summit Recycling and encourage the community to whenever possible, consider and use waste reduction methods such as source reduction, reuse, recycling, composting, and buying recycled products.

Goal D: Development of community facilities and the extension of services should be carefully planned and coordinated with the Towns, special districts, and appropriate agencies.

Cooperation and Community Facilities

- Policy/Action 1. Cooperation between governmental entities should be promoted, including sharing of services (e.g., plowing roads).
- Policy/Action 2. The County should work with the School District to coordinate planning for schools, parks, and joint use facilities.
- Policy/Action 3. Encourage and provide for expanding health care facilities to serve area residents.
- Policy/Action 4. Locate community facilities used by the general public so that they are readily accessible by public transit.
- Policy/Action 5. Encourage new and expanding development to provide for childcare needs and encourage employers to provide for the childcare needs of employees and potential employees.

Design

- Policy/Action 6. Require appropriate design and screening of communication towers to preserve visual character, when technically feasible.
- Policy/Action 7. Design community and public facilities to conserve water and energy.
- Policy/Action 8. Require joint use of facilities (e.g., utility corridors, co-location of cellular communication towers) between utility providers, unless no practicable alternative exists.

Water

- Policy/Action 9. Continue to work cooperatively with the Northwest Colorado Council of Governments in determining water quality and quantity issues/needs.

Goal E: Develop basin or subbasin plans to address and incorporate unique or specific community and public facility infrastructure issues.

Basin Specific

- Policy/Action 1. Basin plans should encourage development in locations that minimize fiscal impacts on governmental service providers
- Policy/Action 2. Coordinate with utility providers to ensure their planning for facilities is consistent with basin and town plans.
- Policy/Action 3. Map water, sanitation, metro, and fire districts service area boundaries. To the extent practicable keep these map(s) current.

Sustainability Measures

Sustainability indicators will be used as a means to assess progress toward achievement of specific goals and policies/actions outlined in this element. The indicators are quantitative and qualitative measurements that reflect data available from a number of resources. While there are many forms of measurements, these indicators are representative of specific issues and concerns throughout the County. The representative data from each indicator corresponds to the outlined goals within this element and can be tabulated and presented to illustrate trends and progress. Analysis of these annually can serve as a basis to support County management decisions.

The Summit County School District’s enrollment doubled between 1985 and 2001. Table 6 is intended to track enrollment trends and student growth rates.

Table 6. Summit School District RE-1 Enrollment PreK-12		
School Year	School	Enrollment
2002/2003	Preschool & Elementary	1,349
	Middle School	693
	High School	756
Total Enrollment		2,807
2007/2008	Preschool & Elementary	
	Middle School	
	High School	
Total Enrollment		

Source: Summit County School District.

Road System/Overall Condition Index (OCI)

The County uses a system that measures the total miles of maintained roads and evaluates the condition of these roads. This system is referred to as the Overall Condition Index (OCI) and is derived from a visual inspection process that considers asphalt and aggregate road distresses. Qualitatively, any OCI below 40 should be considered Poor, ratings between 40 and 60 Fair, ratings between 60 and 70 Good, and ratings over 70 Very Good to Excellent. In 2003, 52 percent of all County roads were considered to be in fair to good condition. Tables 7, 8 and 9 are intended to track the total miles of maintained roads, the Overall Condition Index of these roads, and specific usage of key collector or arterial roads in different basins.

Year	Grouping	Miles
2003	Total Miles of Road	274
	Year-round full time maintenance	142 (51.9%)
2008	Total Miles of Road	
	Year-round full time maintenance	

¹ Evaluates the condition of the County's roads from several perspectives: surface type, road classification, and collectively, of a system as a whole. Town roads are not included. Source: Summit County Road and Bridge Department 2003 Road Condition Report.

Year	Rating	Percent
2003	< 40 Poor	1%
	40 to 60 Fair	
	60 to 70 Good	52%
	> 70 Very Good to Excellent	47%
Total		100%
2008	< 40 Poor	
	40 to 60 Fair	
	60 to 70 Good	
	> 70 Very Good to Excellent	
Total		100%

Source: Summit County Road and Bridge Department 2003 Road Condition Report.

Road #	Road Name	Basin	2000 OCI	2002 OCI	2002 ADT	2008 OCI	2008 ADT
1	Swan Mountain Road	Snake	42	85	3,352		
7	Dillon Dam Road	Snake	81	79	5,867		
50	Little Beaver Trail	Snake	88	86	3,443		
120	Cove Blvd.	Snake	63	62	5,166		
520	Baldy Mountain Road	Upper Blue	68	79	1,758		
911	Blue Ridge Road	Upper Blue	49	67	1,027		
1004	Peak One Blvd	Ten Mile	81	81	1,360		
1190	Copper Road	Ten Mile	49	81	3,141		
1240	Royal Buffalo Drive (collector)	Lower Blue	53	76	2,138		
30	Heeney Road	Lower Blue	50	47	265		

¹ Roads identified are considered either a significant arterial or collector. Source: Summit County Road and Bridge Department 2003 Road Condition Report.

Waste Reduction and Management

Programs and practices to lessen waste going to the landfill and lengthen its life are in place. Table 10 is intended to track the amount of materials collected through the Summit Recycling Project materials recovery facilities and total volume (tonnage) of solid waste collected at the County landfill.

Table 10. Sustainable Measure for Waste Reduction and Management		
Year	Recycling Project Volumes Collected at Materials Recovery Facilities (tonnage)	Volume of Solid Waste Collected at Summit County Landfill (tonnage)
2001	2242	77,201
2002	2917	66,359
2003		
2004		
Etc.		

Source: Summit County Engineer, 2003.

Implementation Strategies

Many of the policies and actions identified in this element propose some future work, such as an amendment to the Land Use and Development Code, in order to see their successful implementation. The table below identifies specific strategies recommended to fully implement the Community and Public Facilities Element. Priorities are identified to give an indication of the current relative importance of a particular implementation strategy. These priorities are provided as guidelines only.

Table 11. Community and Public Facilities Implementation Strategies			
Goal, Policy/Action	Program/Description	Timeframe	Priority
Infrastructure			
A.3	Amend the Land Use and Development Code to clearly require developers to address costs of projects, paying for and installing necessary infrastructure and addressing off-site impacts. Redefine major development project and preparation of study through the Land Use and Development Code Section 3504 et seq.	1-year	High
A.7	Develop water conservation measures to be applied to new and existing development.	2-years	High
A.8	Develop incentives and ordinances to mitigate impacts on water resources infrastructure. E.g., institute increased enforcement of water consumption limitations such as metering or fines.	2-years	High
A. 14	Provide adequate funding to ensure sustainable maintenance for County roads.	Ongoing	High
Fiscal Impact			
B.1	Research and study and feasibility and equitability of instituting impact fees. Present these findings to appropriate stakeholders and decision-makers (e.g., BOCC).	3-years	Medium
Waste Reduction and Management			
C.1, C.2, C.7	Work in cooperation with the Summit Recycling Project to effectively operate and promote the materials recovery facility.	Ongoing	Medium
Cooperation and Community Facilities			
A.13, D.1, D.8	The County should inform each water, sanitation, metro, and fire district of the CWCP update (goals, policies/actions, sustainability indicators, and implementation strategies).	1-year	Low
D.9	Continue to support and work with the Northwest Colorado Council of Governments Regional Water Quality Management Plan to determine and refined water resource trends and issues.	Ongoing	Low
Basin Specific			
E.3	Map and keep current water, sanitation, metro, and fire district service areas. Delineating service areas helps with development review.	1-year	Low

Note: Length or timeline of respective programs needs to be discussed, prioritized, and developed.

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