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Winter Park Urban Renewal Plan Conditions Survey

The Town of Winter Park

September 11, 2024



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Winter Park, Colorado

Dear Winter Park Town Council,

The following study has been prepared on behalf of Alterra Mountain Company for the Town of Winter Park and its future Urban Renewal Authority. This study evaluates a proposed development project area for conditions that may challenge feasibility or arrest sound development from proceeding. The proposed project envisions a master planned, mixed-use project within the Winter Park Ski Resort that would include new hotels, condominiums, and commercial amenities. The development will significantly expand the ski resort's operations and is expected to generate large economic benefits to the Town and region. As Winter Park's largest employer, expansions to the ski resort correspond to local economic expansion and opportunities.

The resort development's feasibility is complicated by significant public infrastructure costs. Achieving feasibility rests on a combination of factors, one being Public Private Partnerships. Specifically, the public infrastructure necessary to activate the project will require revenue sharing agreements with the Town of Winter Park and other local taxing districts. These revenue sharing agreement can only be achieved with an Urban Renewal Plan, one that permits the use of property, sales and lodging tax increment financing.

The first step towards creating an Urban Renewal Plan, as directed by state statute, is to commission a Conditions Survey (Report). This report identifies conditions known as "blighting factors" that may be arresting sound development and investment from occurring within specific areas of the community. The findings of this report are intended to assist the Winter Park community in determining the need for an Urban Renewal Authority and to identify locations within the proposed Plan area that qualify for urban renewal treatment.

The following report will provide the Town Council and future Urban Renewal Authority (URA) with an overview of the statutorily defined blighting factors present within their municipal limits. The report is based upon an area-wide conditions survey assessment that catalogues and records specific blighting factors throughout the proposed project. The URA Board and Town Council can then use this report's findings to determine if the project is eligible for Urban Renewal treatment.

The Report is the culmination of an analysis that examined the proposed Development's entirety for specific "blighted areas", as defined in Colorado's Revised Statutes (C.R.S. 31-25-103(2)). This Report has been prepared based upon the application of Colorado's Urban Renewal Law under C.R.S. 31-25-101 through 116. Based upon field observations and analysis, this Report finds that the Winter Park Resort Development exhibits the statutory minimum number of blighting factors necessary to establish an Urban Renewal Plan.

Sincerely,

Andrew Arnold
Founder | Principal
Pioneer Development Company
Durango, Colorado



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Executive Summary

Winter Park Resort Development Conditions Survey:

Alterra Mountain Company is in the process of redeveloping its Winter Park Resort within the Town of Winter Park, Colorado. The ~153-acre development project includes 27 parcels located throughout the Ski Resort's base area. These parcels represent underutilized areas stretching from Old Town to Jim Creek, and typically include properties that lack central services and public infrastructure. The Winter Park Resort Development project is a master planned development that aligns with Winter Park's comprehensive plan and if successful, would bring significant new commercial, hospitality, mixed-use and residential uses to the both the Town and Grand County. This real estate development would also allow the Ski Resort to expand its operations, providing new revenue to increase winter and summer tourism in the region. As Winter Park's largest employer, this development represents a transformative economic development opportunity to the Town, the County and the region.

The Project area is characterized by vacant land, high speed traffic corridors, a rail corridor, floodplain, and a lack of public infrastructure. The Winter Park Resort has limited developable land, and the areas that are not impeded by steep topography are either occupied by aging structures or surface parking lots necessary for the resort's business and operations. To activate these areas for redevelopment, it will be necessary to extend public infrastructure, construct alternative parking options and demolish existing buildings. The current strategy is to demolish aged structures and construct a series of public parking garages and subsurface parking options within the new development. The resort can then activate new areas for redevelopment, without jeopardizing its daily operations and business.

The challenge to this strategy is that it is cost prohibitive without public private partnerships. Before any new real estate product can be constructed and generate revenue, alternative public parking options must be completed. Preliminary public infrastructure cost estimates approach \$400 million. This cost and the fact that development can only proceed after these public improvements are complete, severely challenges the project's financial viability. Further complicating this development's viability is the timing for these public improvements. The Winter Park Ski Resort cannot risk disrupting its operations, especially its parking availability, which consequently means that the public infrastructure improvements for this project must be front-loaded. Project feasibility, therefore, depends on public financing strategies that can offset the costs of these public improvements and allow the development to proceed as planned. One strategy for offsetting these costs is to establish an Urban Renewal Plan and leverage tax increment financing to increase project feasibility.

This report seeks to understand the project's development challenges by evaluating each parcel for conditions that historically arrest sound development from proceeding. The purpose is to determine whether statutorily defined conditions exist that challenge or complicate the Winter Park Resort development, and how applying a public private partnership can remediate these barriers to its development. An Urban Renewal Plan is a common public private partnership vehicle that can leverage incentives to help remediate conditions and make development feasible. These conditions are known as blighted area factors, or blighting factors.

Alterra Mountain Company has commissioned this study to determine if the proposed Urban Renewal Plan area exhibits the necessary number of blighted area factors to make it eligible for urban renewal treatment. The intent is to then submit this study to Winter Park's Town Council to both form an Urban Renewal Authority (URA) and adopt this proposed plan as its first Urban Renewal Plan Area. If the Town Council and the future URA find the study's conclusions satisfactory, it can then begin the process of forming a new Urban Renewal Plan area around the Winter Park Resort Development.

The Conditions Survey identified statutorily defined blighting factors within the project area that adversely impact the proposed development. The fact that the project area is surrounded by the Winter Park Ski Resort, a world-renowned outdoor recreation destination, and yet exhibits vacant and underutilized parcels despite this demand, underscores the presence of these blighting factors. In addition to underutilization, the project area lacks central water, sewer and stormwater infrastructure necessary for activating development on these properties. These infrastructure extensions and improvements represent an enormous cost that is difficult for even a ski area's market demands to overcome.

The project area also exhibits inadequate street networks and surface transportation infrastructure. Parking facilities, roundabouts, signalized intersections, bridges, culverts, and active transportation infrastructure need to be constructed throughout this area to adequately support new development.

In addition to infrastructure limitations, the conditions survey area also identified potential safety concerns. These safety concerns included stormwater drainage and the 100-year floodplain. The ski resort must contend with extreme stormwater events, and new development will need to improve existing infrastructure by extending stormwater retention facilities. Further complicating this effort is the 100-year floodplain, which encompasses the Jim Creek development area. Future development must ensure that infrastructure mitigates these floodplain impacts and channels stormwater in a safe and environmentally friendly manner. Traffic safety was also flagged as an issue during the survey's field work. Future developments will need to improve on existing multi-modal facilities to enhance the resort experience and ensure the safety of patrons crossing US Highway 40.

Environmental contamination was also identified during this conditions survey. EPA data indicated that a leach field existed near the West Portal area and that petroleum products were stored behind the administration building. The storage of petroleum products is a high-risk environmental factor that warrants the inclusion of this blighting factor. Although a Phase 2 ESA was completed in 2004 that did not find contamination that exceeded regulatory thresholds, this study did not rule out potential lateral contamination. The railroad corridor transecting the project boundary may also present environmental concerns given its proximity to developable parcels. Railroads have a propensity to generate Recognized Environmental Contaminants (RECs) along its corridors. The report flagged adjacent properties to the rail corridor as probable sites of environmental contamination.

Deteriorating structures were also identified within the project area. The Vintage Hotel and the administration building in the Resort's West Portal, appeared aged and visibly dilapidated. These properties are also slated for redevelopment. Although these buildings are located in relatively isolated pockets of the project area, their presence justifies the inclusion of this factor.

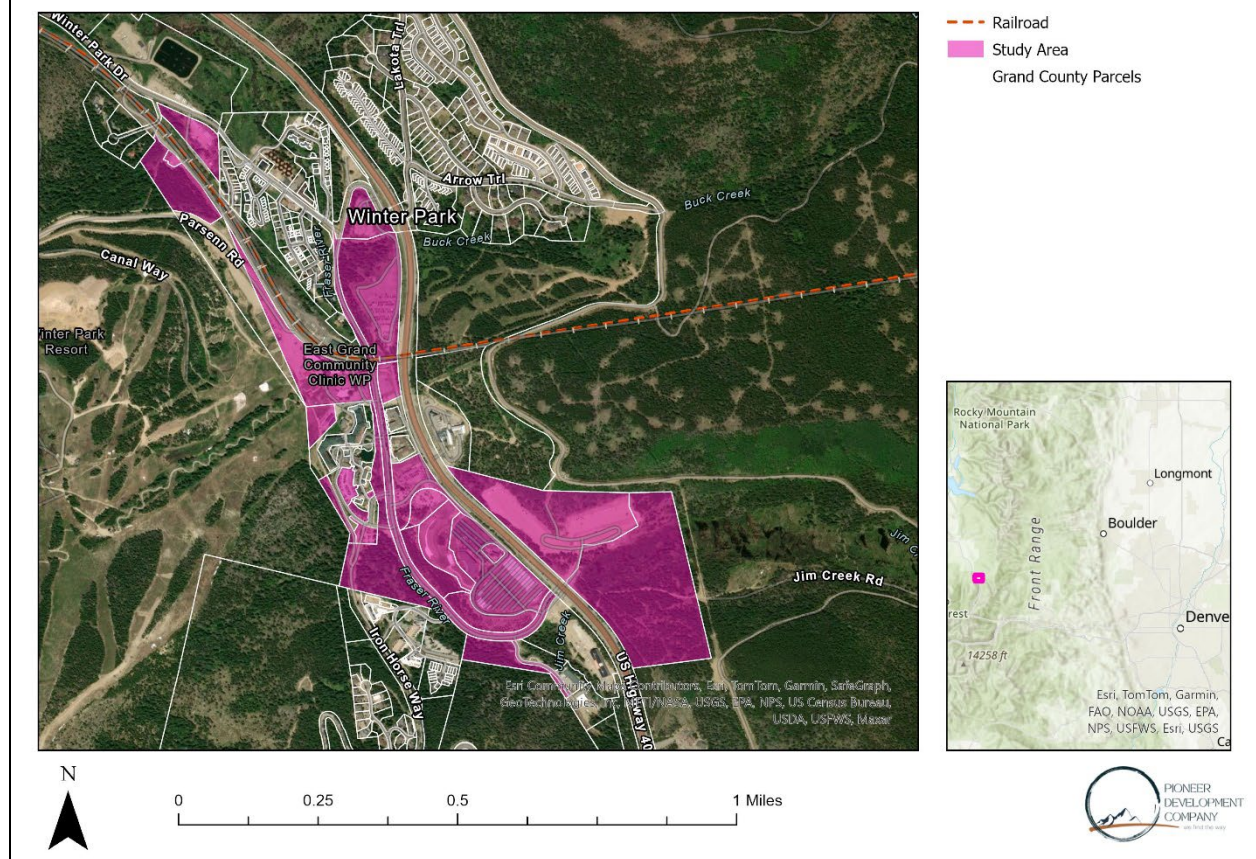
The conditions survey's conclusion is that the proposed Urban Renewal Plan area exhibits the necessary number of blighting factors to make it eligible as an Urban Renewal Plan according to state statute. This conditions survey identified eight (8) blighting factors within the area, listed in the table below:

Conditions Survey – Blighting Factors Catalogued

Blighted Area Factor # (C.R.S. 31-25-103.2 List Label)	Definition
Factor 1 (a)	Slum, Deteriorated, or Deteriorating Structures.
Factor 2 (b)	Predominance of Defective or Inadequate Street Layout
Factor 3 (c)	Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness
Factor 4 (d)	Unsanitary or Unsafe Conditions
Factor 5 (e)	Deterioration of Site or Other Improvements
Factor 6 (f)	Unusual Topography or Inadequate Public Improvements or Utilities
Factor 10 (j)	Environmental Contamination of Buildings or Property.
Factor 11 (k.5)	The Existence of Health, Safety, or Welfare Factors Requiring High Levels of Municipal Services or Substantial Physical Underutilization or Vacancy of Sites, Buildings, or Other Improvements

Conditions Survey Summary

Winter Park Resort Development - Conditions Survey



Survey Area

The proposed project area is located within the Town of Winter Park's municipal limits and Grand County, Colorado. Grand County Open Data was used to create GIS maps for the analysis and evaluate parcel assessment information. According to these County GIS and Assessor's databases, the Winter Park Resort Development project includes 27 parcels and encompasses ~153 acres.

The Conditions Survey area encompasses the Winter Park Resort Development's proposed development areas. These areas correspond with the boundaries described in the Consolidated Service Plan for "Resort Development Area Metropolitan District 1-10"¹ and include properties owned by Alterra Mountain Company, the Winter Park Recreation Association, as well as right-of-way and town owned properties. The survey area includes most of the surface parking areas surrounding the Ski Area's base and village, as well as parcels along Jim Creek. The survey boundary is bisected by US Highway 40.

¹ Also known as the Metro District Service Plan dated July 14th, 2023.

Area Description

The survey area includes 27 parcels and ~153 acres. About 41% of the survey area is currently assessed as tax exempt property, and its recorded actual and taxable values are not included in this report. 28% of the area's parcels are assessed as "Residential Vacant" while 21% is currently assessed as "Commercial Vacant." The remaining 10% is listed by the Grand County Assessor as "Vacant Metes and Bounds," meaning that these properties are public Right-of-Way.

The subject area's features are characterized by vacant land, missing public infrastructure and internal street networks, unsafe drainage conditions, possible environmental contamination, and underutilization. The Plan Area's statistics are described in the table below:

Conditions Survey Land Use Summary			
Area Statistics			
Total Parcel Area (Acres)			153.3
Total Number of Parcels			27
Assessment Type	Parcel Count	Acreage	Percent Total Acreage
Tax Exempt	17	62.62	41%
Vacant Land Metes & Bounds	2	15.99	10%
Commercial Vacant	5	32.50	21%
Residential Vacant	3	42.17	28%
Assessed Value			Value
Total Actual Value			\$ 18,289,320
Total Assessed Value			\$5,303,890

Current Assessment of Plan Area

The Plan area includes 27 parcels. The total equalized assessed value (taxable value) of these parcels, according to the County Assessor's database 2023 valuations, is \$5,303,890. Tax exempt property values are not included in this estimate. The total taxable value for these properties also represents their current "base value" in a future urban renewal plan area. This base value is used to help determine new incremental property value and incremental property taxes for tax increment financing agreements.

This Conditions Survey utilized a holistic methodology in determining whether blighting factors exist within the proposed Urban Renewal survey boundary. This methodology included a detailed literature review of adopted plans and reports, an analysis of County Assessor records and GIS databases, and a field visit. Field work was supplemented by GIS technology that geolocated and recorded potential blighting factors throughout the survey area. Maps were created for each blighting factor identified within the survey area, illustrating which parcels contain, or are in proximity to, statutorily defined blighting factors. These maps represent the layered information gathering approach used in this report to ensure that each blighting factor was thoroughly analyzed.

Legend:

- BF1 - Deteriorating Structures
- BF2 - Defective Streets
- BF3 - Faulty Lots
- BF4 - Unsafe Conditions
- BF5 - Site Deterioration
- BF6 - Topography and Infrastructure
- BF10 - Environmental Contamination
- BF11 - Underutilization and Vacancy
- Railroad
- Study Area
- Grand County Parcels

Map Labels: Winter Park, Arrow Trl, Buck Creek, Canal Way, Parsenn Rd, East Grand Community Clinic WP, Jim Creek Rd, US Highway 160, St. Lewis Way, Ingham Way, Winter Park Resort, Jim Creek, Buck Creek, Front Range, Rocky Mountain National Park, Longmont, Boulder, Denver, 14258 ft.

Scale: 0 to 1 Miles

Inset Map: Front Range, Rocky Mountain National Park, Longmont, Boulder, Denver, 14258 ft.

Text: Esri, CGIAR, USGS, Esri, TomTom, Garmin, SafeGraph, GeoTechno Solutions, LLC, Mapbox, OpenStreetMap, NPS, US Census Bureau, USDA, USFWS, Microsoft

Logo: PIONEER DEVELOPMENT COMPANY

Evaluation of Blighting Factors

Defining Blighting Conditions

Colorado Revised Statutes 31-25-103 states that for an Urban Renewal Authority and/or Urban Renewal Plan area to be established, there must exist certain conditions known as “blighted area factors” (Blighting Factors). State statute defines eleven separate factors for blight. Only one factor must be identified for a municipality to declare the need to establish an urban renewal authority. An Urban Renewal Plan or Project requires that at least four factors be identified within its boundaries to be declared blighted and qualify for urban renewal treatment².

Blighted Area Factors Defined:

- a) Slum, deteriorated, or deteriorating structures
- b) Predominance of defective or inadequate street layout
- c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness
- d) Unsanitary or unsafe conditions
- e) Deterioration of site or other improvements
- f) Unusual topography or inadequate public improvements or utilities
- g) Defective or unusual conditions of title rendering the title nonmarketable
- h) The existence of conditions that endanger life or property by fire or other causes
- i) Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidation, deterioration, defective design, physical construction, or faulty or inadequate facilities
- j) Environmental contamination of buildings or property
- k) The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements

These eleven factors define the “conditions” that arrest a municipality’s sound development. Per statute, these factors give “reason” to create an urban renewal authority or to declare an area “blighted”, provided that a specific number of factors are identified. Only one factor needs to be identified within a municipality’s limits to form an urban renewal authority. An Urban Renewal Plan or Project requires that four or more factors be identified. It is the aggregation of at least four of these blighted area factors which indicate that renewal activities should be applied within the proposed project area. This Conditions Survey will unpack each blighting factor to describe various real world “conditions” that indicate the presence of said factor.

Blighting Factors were identified based on an objective analysis and urban renewal best practices. The following sections outline the blighting factors found within the survey area. Blighting factors that were not identified are excluded from this report.

² In addition to this list, C.R.S. 31-25-103(2) lists a twelfth condition. This final condition only applies when there is unanimous agreement among affected property owners that their properties can be included in an Urban Renewal Area. In this occurrence, only one blighting factor from the list of eleven needs to be identified to declare the area blighted.

Factor (a) – Slum, Deteriorated, or Deteriorating Structures

Description:

This factor refers to the current condition of structures within the survey area. Structures within the survey area that are visibly deteriorating relative to a municipality's general building improvement quality is evidence for this factor. When the physical condition of structures in an area foment negative perceptions and a corresponding flattening or decline in values, it typically signals the existence of this factor. Conditions that would justify the inclusion of this factor in an area may include:

- A deterioration of the building elements, such as facades, cladding, fenestration, roofing, overhangs, fascia and soffit, or the foundation of a structure
- A deterioration of outside elements such as fencing, gates, fire escapes, outdoor lighting, loading areas, gutters and downspouts
- Vacant lots or high vacancy rates in the offices/businesses/apartments are evidence this factor exists in an area
- Flattening or decline in property value over time

Findings

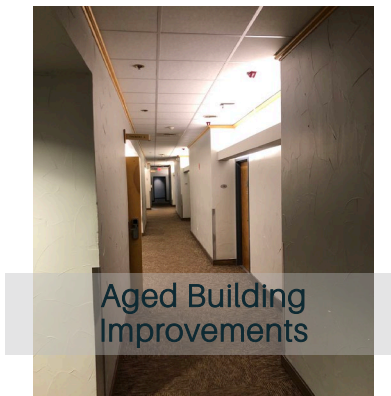
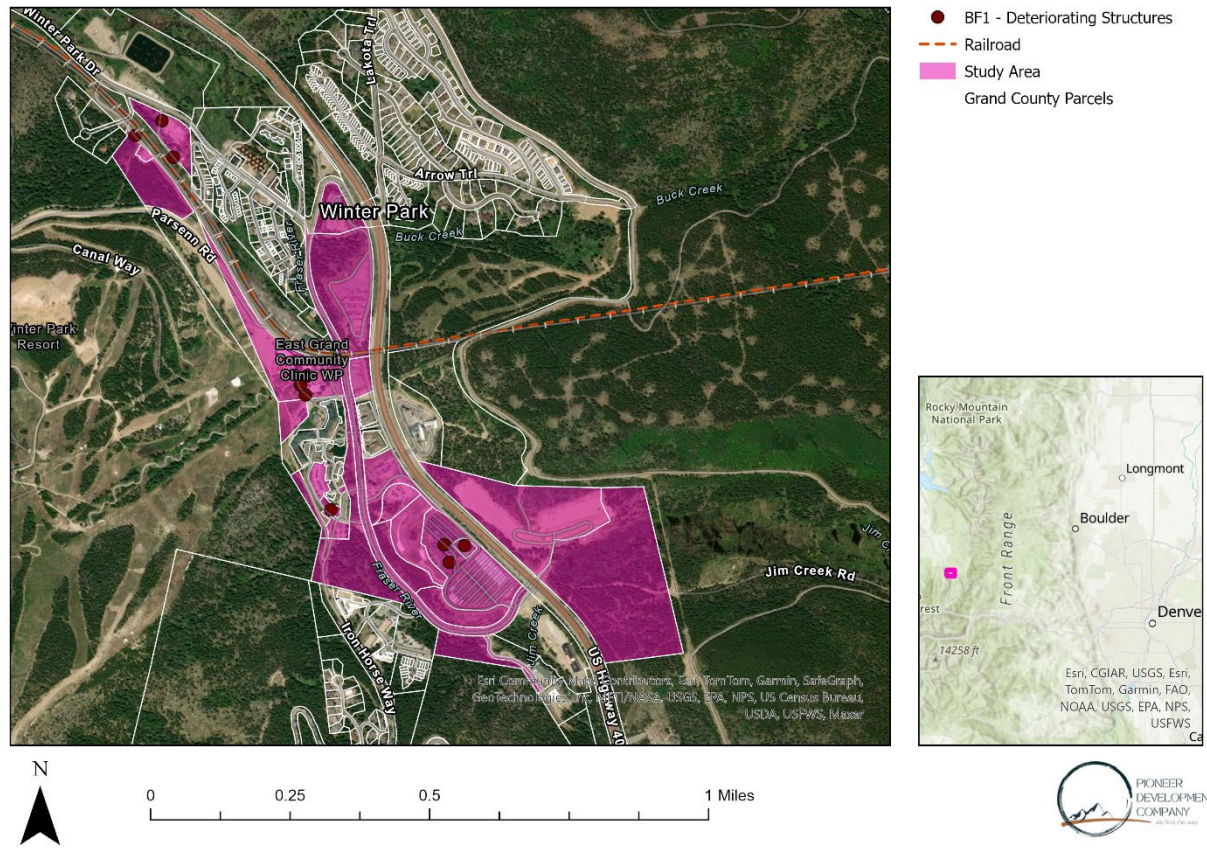
PDC conducted two field visits to the Winter Park Ski Resort to evaluate structures within the proposed Urban Renewal Plan area. There are only three parcels of the total 27 that feature building improvement values, according to the Grand County Assessor's database. These building improvements include the Vintage Hotel and the West Portal area. These structures exhibited conditions described by this factor. These conditions are building deterioration, structural deterioration, roofing deterioration, and a deterioration of outside elements such as sheds, garages, and fencing.

The Vintage Hotel exhibited conditions typical of this blighting factor. The hotel's outside elements featured visible deterioration, especially along the walkways, the façade, and windows. Also, the interior hallways and amenities appeared dated. The proposed development program acknowledges these findings, in that the Vintage Hotel is slated for redevelopment or renovations provided a public private partnership is created. The proposed development envisions significant renovations to the Vintage Hotel that would fundamentally change its appearance. The fact that this hotel is slated for redevelopment underscores the observations noted during the field work.

The West Portal area also featured buildings and outside elements characterized as deteriorating, dilapidated, and aged. The Administration buildings are particularly worn, with visible deterioration of the balconies, steps, and railings. The façade on the building also appears dated, with the wood trim deteriorating in places and paint flaking off. These buildings are also slated for redevelopment, again underscoring how the proposed Urban Renewal Plan is seeking to address this deterioration.

Although these building improvements represent a small portion of the proposed Urban Renewal Plan, their location is central to the Ski Resort's operations. Their deterioration foments negative perceptions throughout the survey area, especially since West Portal envelops the base area and the Vintage Hotel is the only existing hotel in the ski area. These characteristics and observation are why this report concluded that blighting factor 1 is present in the conditions survey area.

Blighting Factor (a) - Deteriorating Structures



Factor (b) – Predominance of Defective or Inadequate Street Layout

Description:

This factor refers to surface transportation conditions throughout the survey area. Surface transportation conditions may include road surface quality, the location or existence of streets and sidewalks, multi-modal improvements, traffic safety infrastructure, ingress/egress locations, and emergency access considerations. If surface transportation conditions exist that negatively impact sound development or redevelopment, or threaten safety, the survey includes this factor in its catalogue.

Examples of this factor include:

- Inadequate street widths
- Lack of streets, dead ends
- Overall faulty layouts that impede vehicular access and internal circulation
- Inadequate Traffic Safety facilities
- Streets that exhibit high degrees of traffic or accidents
- Streets that are in need of repair or reconstruction
- Poor emergency access or active transportation

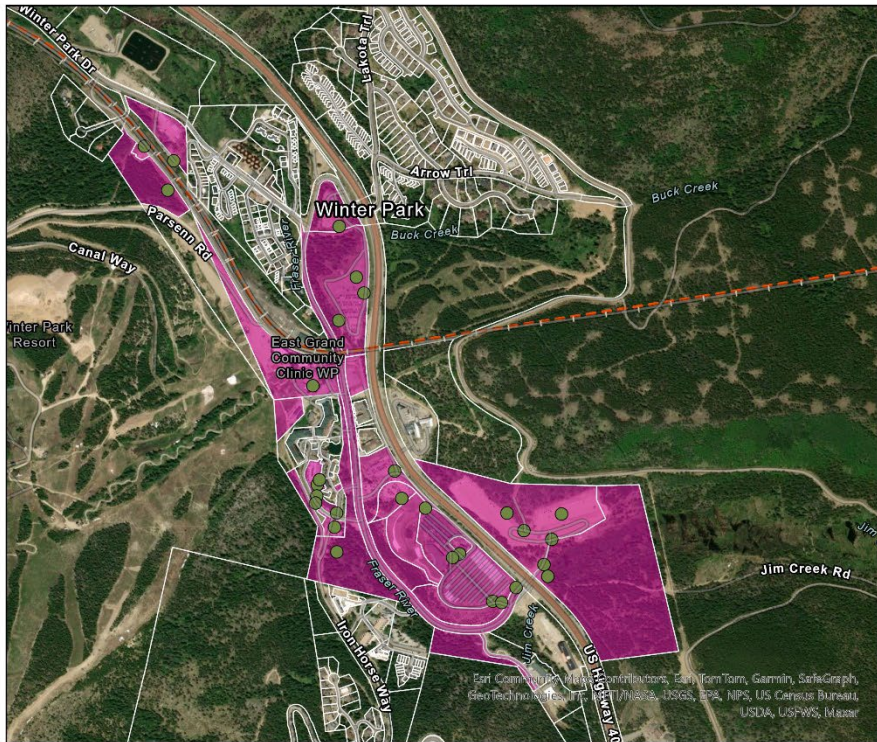
Findings

The survey identified multiple conditions that are examples of this blighting factor. The proposed Urban Renewal Plan area includes vacant parcels currently used for surface parking. These parcels are unpaved, lack internal street networks and circulation, and will require substantial transportation improvements to facilitate the proposed development. Preliminary engineering plans were analyzed to supplement the field work and identify locations where street network improvements are required. The field work also identified areas where multi-modal or active transportation facilities will be required to mitigate unsafe traffic conditions. This holistic analysis determined that the conditions survey area exhibits a defective and inadequate street network.

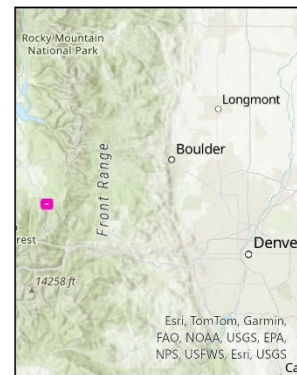
The preliminary engineering plans for the proposed development indicate that there are numerous surface transportation improvements necessary for future development. These improvements include round-a-bouts, bridge reconstruction, culvert replacements, and multi-modal improvements. The field work confirmed that these improvements are necessary. There were multiple instances where existing streets and sidewalks have fallen into disrepair. More concerning was the lack of connectivity exhibited between the Jim Creek area and the Ski Resort's traditional base area. Future development in the Jim Creek area would need to provide multi-modal facilities to allow patrons to safely cross US Highway 40. This area would also need to reconstruct the existing dirt roadways and parking lots to facilitate new street networks.

Inadequate traffic safety facilities were also observed during the site visit. Missing sidewalks and bicycle lanes made transit by foot/bike unsafe along Winter Park Drive, Nystrom Lane, and Parsenn Road. There was also significant deterioration of sidewalks in these areas. This deterioration, and need to develop new traffic facilities, contributed to this report finding evidence for this blighting factor.

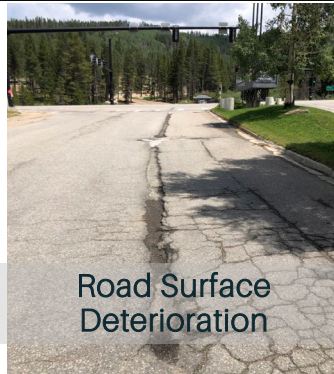
Blighting Factor (b) - Defective Streets



- BF2 - Defective Streets
- Railroad
- Study Area
- Grand County Parcels



Roadway Redevelopment



Road Surface Deterioration



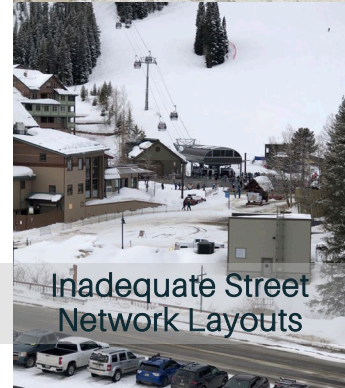
Parking Area Deterioration



New Street Networks Required



Inadequate Active Transportation Facilities



Inadequate Street Network Layouts

Factor (c) – Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness

Description:

This factor refers to shapes, layout and sizes of lots that complicate sound development and the usefulness of the property. Common conditions that indicate this factors presence in a survey area includes:

- Impractical Lot Layouts
- Narrow, Irregular, or Oddly Shaped Parcels
- Parcels Too Large or Too Small to Facilitate Development
- Lot Configurations that Yield Unproductive Conditions on the Land as Exhibited by Misuse or Nonuse
- Easements or Setbacks that Yield Unproductive Conditions on the Land as Exhibited by Misuse or Nonuse.

Findings

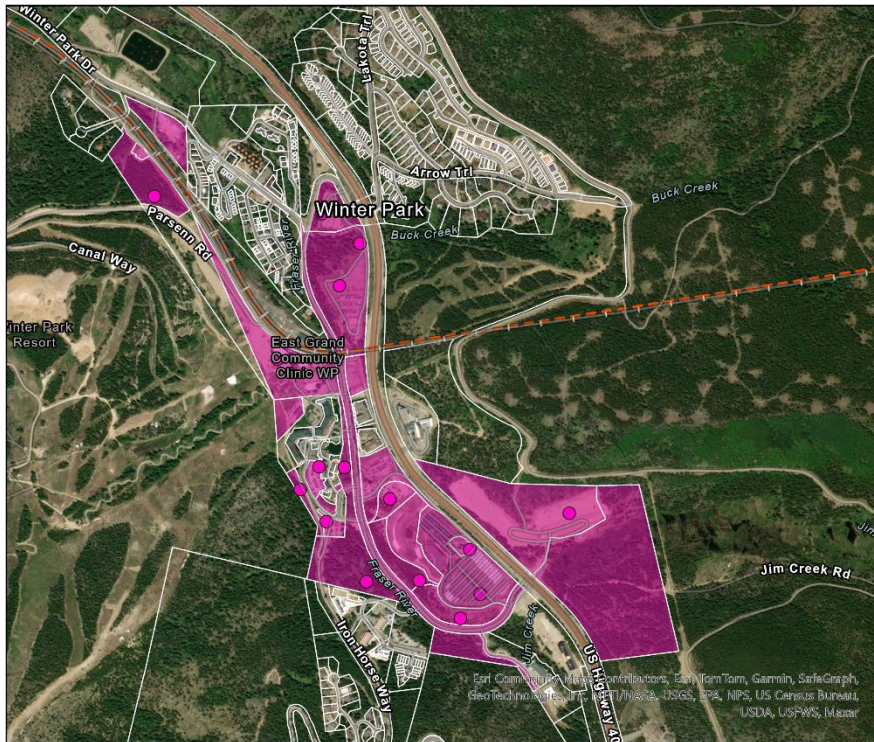
The survey area exhibits a number of parcels that were considered Faulty Lots in relation to their size, adequacy, accessibility and usefulness. These unproductive conditions share similarities to the conditions identified under Blighting Factor (b). Specifically, a large percentage of the survey area's parcels exhibited conditions that made the lots impractical for development and demonstrated the development challenges defined by this factor.

During this report's GIS analysis and field visit, the analysts identified several parcels that exhibit impractical configurations. These configurations include narrow or irregularly shaped lots that may require lot consolidations or boundary adjustments to become usable. These lot configurations are partly constrained by the area's topography, with steep slopes limiting developable areas. There are also rights-of-way, easements and setbacks that contribute to unproductive conditions. The railroad creates fragmented parcels in Old Town and along Parsenn Road, while parcels along Winter Park Drive and Vintage road are oddly shaped.

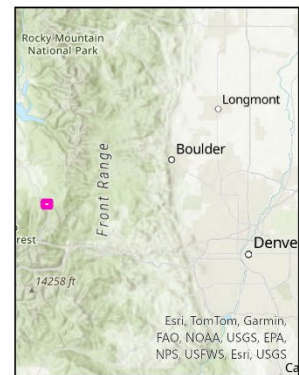
The fact that 24 of 27 of the survey area's parcels are vacant and underutilized also underscores the unproductive lot conditions present. Larger vacant parcels, such as those in the Jim Creek area will likely need to be subdivided to become developable, indicating that their current configuration is unproductive.

The presence of multiple properties that exhibit these conditions justified this blighting factor's inclusion.

Blighting Factor (c) - Faulty Lots



- BF3 - Faulty Lots
- Railroad
- Study Area
- Grand County Parcels



0 0.25 0.5 1 Miles



Vacant Lots and Unproductive Conditions

Factor (d) – Unsanitary or Unsafe Conditions

Description:

This factor refers to a multitude of unsanitary, unsafe or hazardous conditions. The commonality is that these conditions contribute to hazards that could have an adverse effect on the health, safety or wellbeing of the public. This factor shares similarities to conditions one (1), five (5), eight (8), nine (9) and ten (10). Conditions that would justify the inclusion of this factor in an area may include:

- Floodplain or flood prone areas
- Poor storm water drainage areas
- Cracked or uneven sidewalks
- Hazardous materials
- Hazardous geology or soil conditions
- Dangerous traffic or pedestrian conditions
- High crime statistics
- Facilities are prone to fire dangers
- Environmental contamination
- Inadequate utility systems
- Water scarcity and lack of water and sewer infrastructure
- Evidence of vandalism or homelessness
- Steep topography
- Trash, debris and noxious weeds

Findings

Blighting factor four exhibits many conditions that were identified within the survey area. The survey area lacks water and sewer infrastructure, requires stormwater drainage infrastructure, is transected by a railroad corridor (which can contribute hazardous materials), exhibits traffic safety concerns, and is impacted by the 100-year floodplain. These conditions create circumstances that lead to the inclusion of this factor.

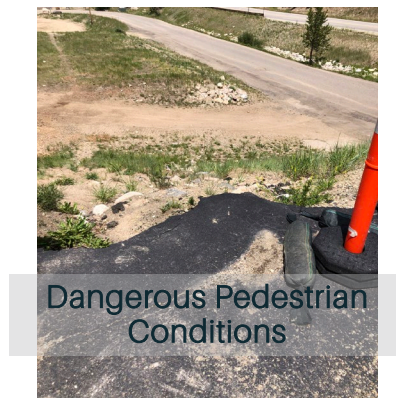
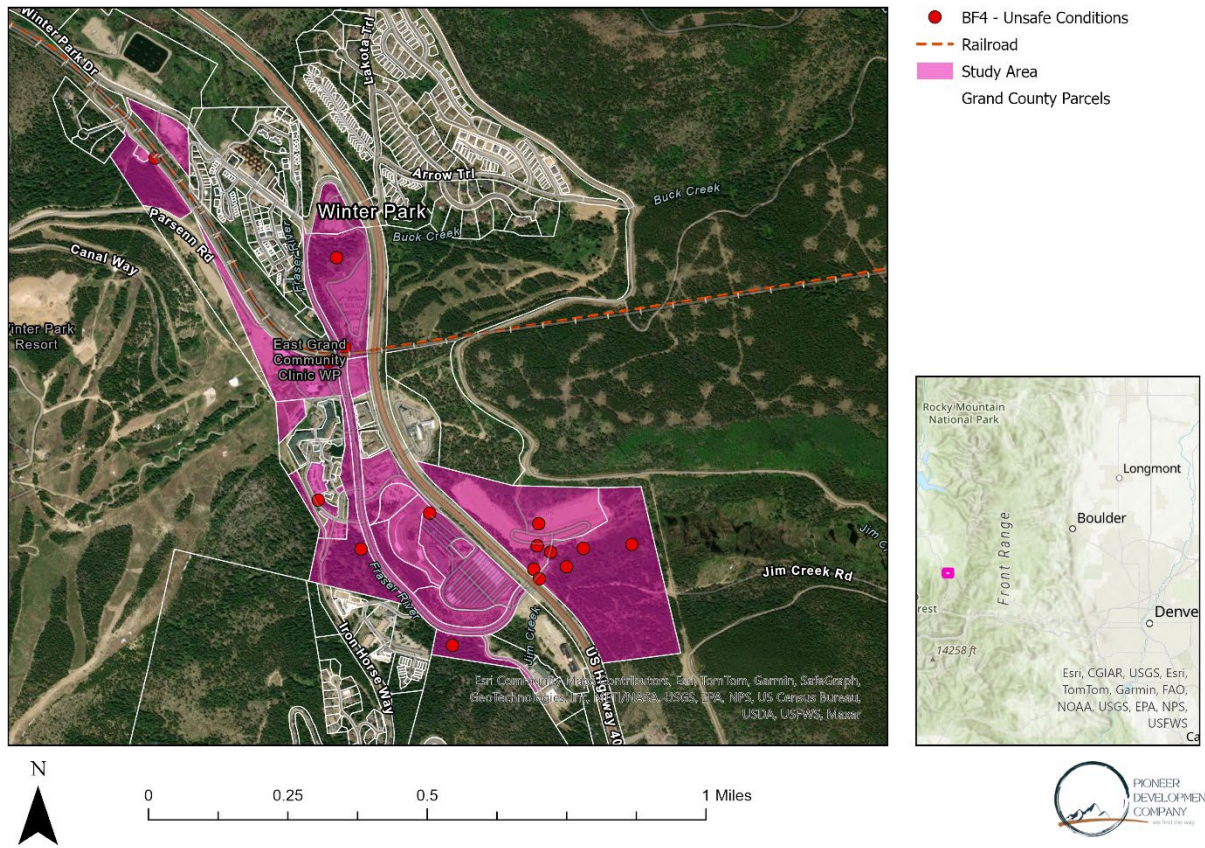
A notable finding within the proposed Plan area is that it includes floodway and the 100-year floodplain. While the Fraser river is largely contained within the resort area, the Jim Creek development area is almost completely within FEMA's special flood hazard area A. Future development will need to contend with this floodplain, and engineer significant stormwater and floodplain infrastructure to be permitted. The fact that these improvements are currently absent is evidence of this blighting factor.

The absence of internal road networks identified in blighting factor two (2) also contributes to a lack of stormwater facilities and utilities throughout the survey area. The area's vacant parcels notably lack central water and sewer lines, a key condition for cataloging this blighting factor. Preliminary engineering studies detail stormwater sewer improvements throughout the survey area as well. This missing stormwater infrastructure is evidence for this blighting factor. Missing sidewalks, bike lanes, or other active transportation facilities also highlight the area's traffic safety concerns, another example of this factor.

Environmental contamination risks were also identified by this conditions survey and are further outlined in blighting factor ten (10). These risks include former petroleum storage facilities and proximity to railroad corridors. Possible environmental contamination further highlights this blighting factor's presence in the survey area.

The combination of these conditions justifies the inclusion of blighting factor four within the survey area.

Blighting Factor (d) - Unsanitary/Unsafe Conditions



Factor (e) – Deterioration of Site or Other Improvements

Description:

This factor considers conditions of the site or its infrastructure. It is similar to factor two (a) and four (c), in that it focuses is on the deterioration of exterior elements, and/or the current condition of public infrastructure. A visual deterioration of exterior elements, or a decline of public infrastructure, are examples of this factor. Private land and/or structures that have fallen into disrepair or are damaged also exhibit this factor. Conditions that would justify the inclusion of this factor in an area may include:

- Poor condition of streets or sidewalks
- Signage, such as billboards, that has fallen into disrepair
- Neglected Landscaping
- Damaged or missing public utilities
- Abundance of trash, debris or noxious weeds.

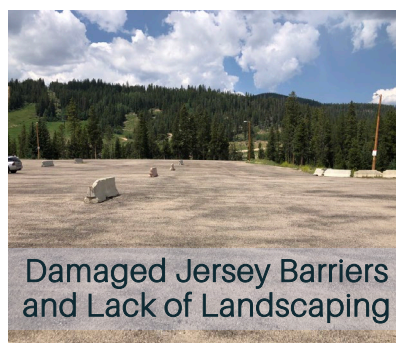
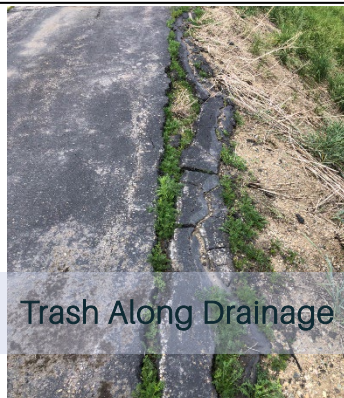
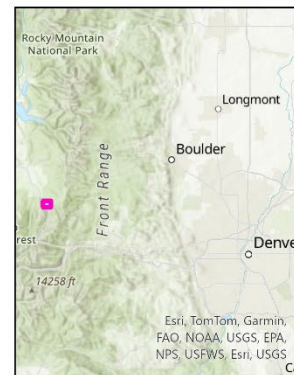
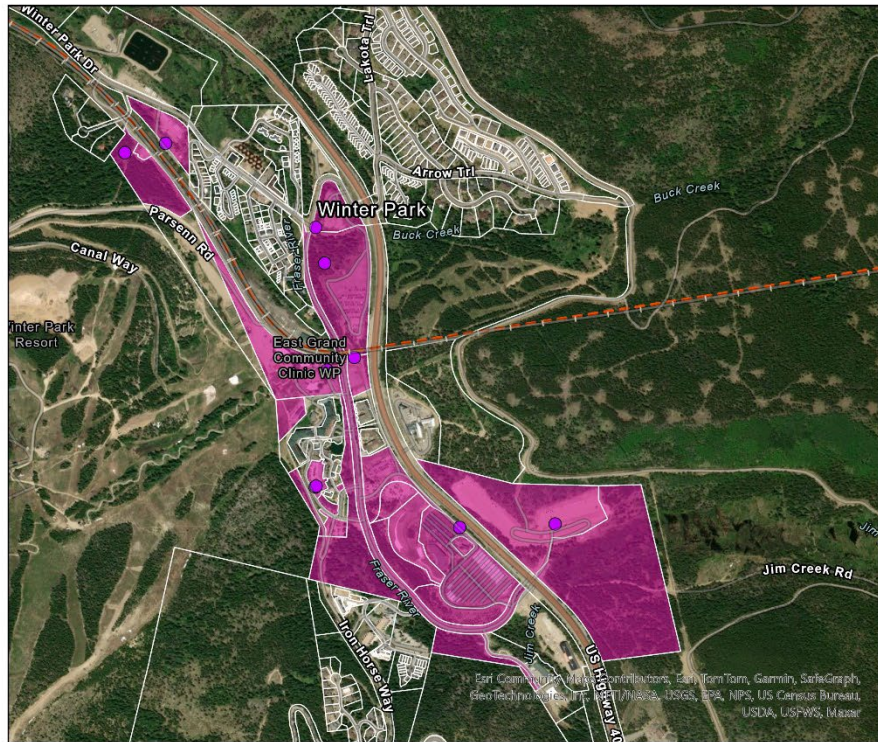
Findings

The site visit identified multiple conditions that blighting factor five (e) lists as evidence for its inclusion in a conditions survey. These conditions included missing public utilities (the area lacks a road network, stormwater/drainage infrastructure, and sewer), missing sidewalks, and trash and debris.

Damaged road networks and sidewalks greatly contributed to including this factor. These transportation facilities are essential to both the existing resort and its proposed development. The fact that active transportation facilities appeared damaged contributed to negative perceptions throughout the survey area.

The vacant parcels slated for redevelopment also exhibited neglected landscaping, and in some case, trash and debris. The presence of trash and debris within the survey area is evidence of site deterioration. This, combined with the fact that the survey area lacks sidewalks and other public utilities, represented evidence for Factor (e)'s inclusion in this report.

Blighting Factor (e) - Site Deterioration



Factor (f) – Unusual Topography or Inadequate Public Improvements or Utilities

Description:

This factor refers to unusual topography or lack of public infrastructure that have the effect of arresting sound development in a study area. Areas that exhibit steep grades which cause development to be incompatible or unprofitable would fall under this factor. Properties that are lacking public infrastructure, or are served by deteriorating public infrastructure, would also fall under this factor. This factor shares aspects of factors two (2), four (4) and five (5). Conditions that justify the inclusion of this factor in an area may include:

- Steep slopes or unusual terrain
- Overhead utilities in need of repair
- Deteriorating parking lots, street surfaces, sidewalks
- Poor storm water drainage facilities
- Lack of central sewer or water
- Lack of internal street network
- Broken or inadequate street lighting

Findings

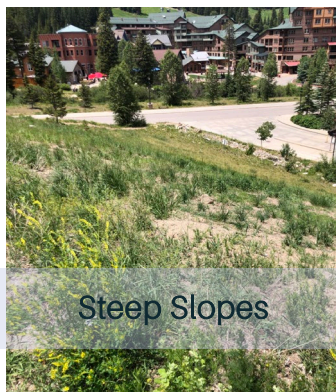
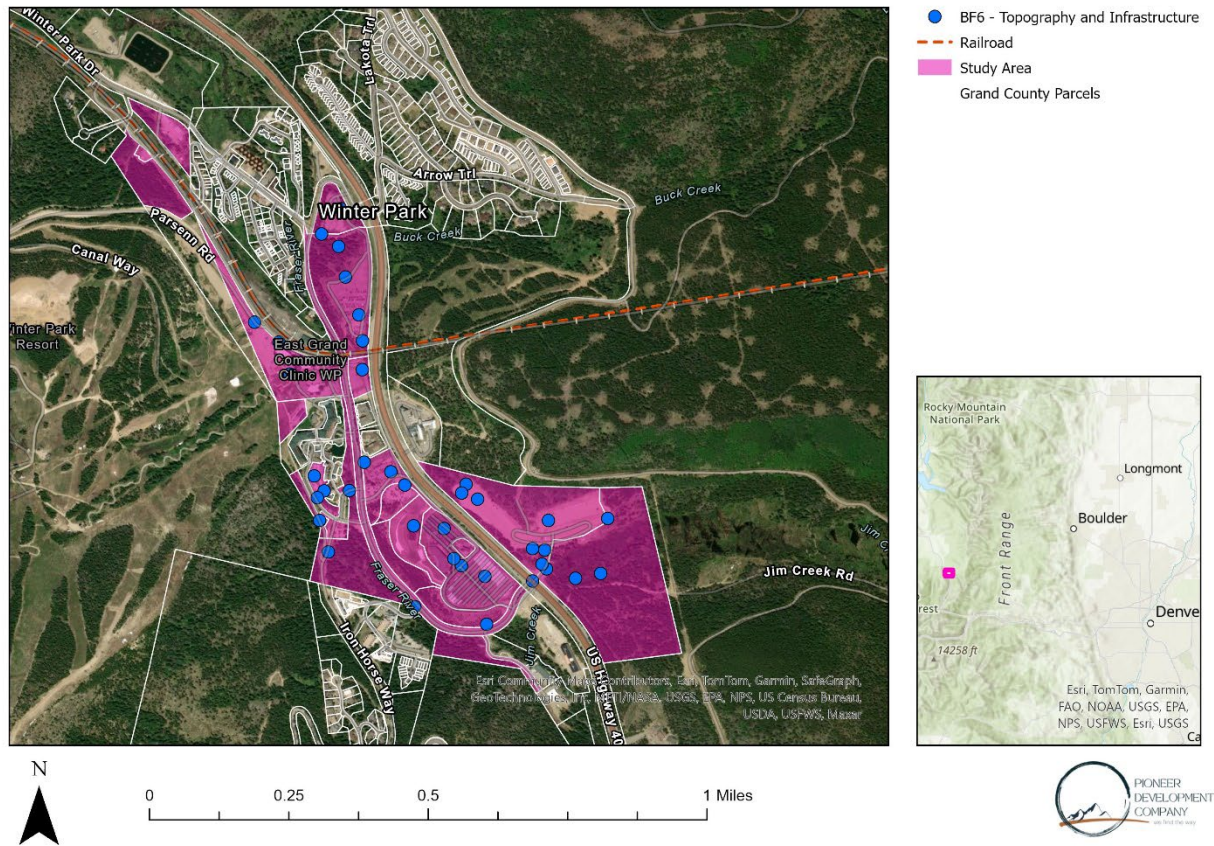
Blighting factors two (2) and four (4) identified conditions that also underscore the presence of blighting factor six (6) within the survey area. Inadequate public improvements or infrastructure, such as the missing road networks identified in factor two (2), and the missing stormwater infrastructure and water and sewer lines identified in factor four (4), are both examples of blighting factor six (6). The survey area also exhibited significant topographic characteristics (not surprising at a ski resort) that will require substantial engineering for future development.

The site visit found an overall lack of infrastructure throughout the survey area that made it inadequate to facilitate new development as-is. The survey area features numerous vacant, unpaved, surface parking lots. These parcels lack internal road networks, stormwater drainage facilities, central sewer services, and active transportation facilities. The proposed development necessitates the provision of public infrastructure to these areas. Its absence represents a challenge to sound development and justifies the inclusion of this factor.

The preliminary engineering plans underscore the survey area's inadequate public infrastructure. Cost estimates for providing the street network improvements, stormwater upgrades, parking, and water and sewer services amount to nearly \$400 million. These infrastructure improvements include round-a-bouts throughout the plan area, waterline extension along Parsenn Road, culvert and bridge reconstruction on Cabriolet Road, and stormwater drainage improvements. There were also substantial active transportation facilities envisioned for the development to improve traffic safety.

These conditions exhibit evidence of this blighting factor within the survey area.

Blighting Factor (f) - Topography or Missing Infrastructure



Factor (j) – Environmental Contamination of Buildings or Property

Description:

This factor refers specifically to the environmental contamination of buildings or property. In this regard, it shares many similarities with factors four (4) and eight (8). Conditions that would justify the inclusion of this factor in an area may include:

- The presence of hazardous materials in buildings or property

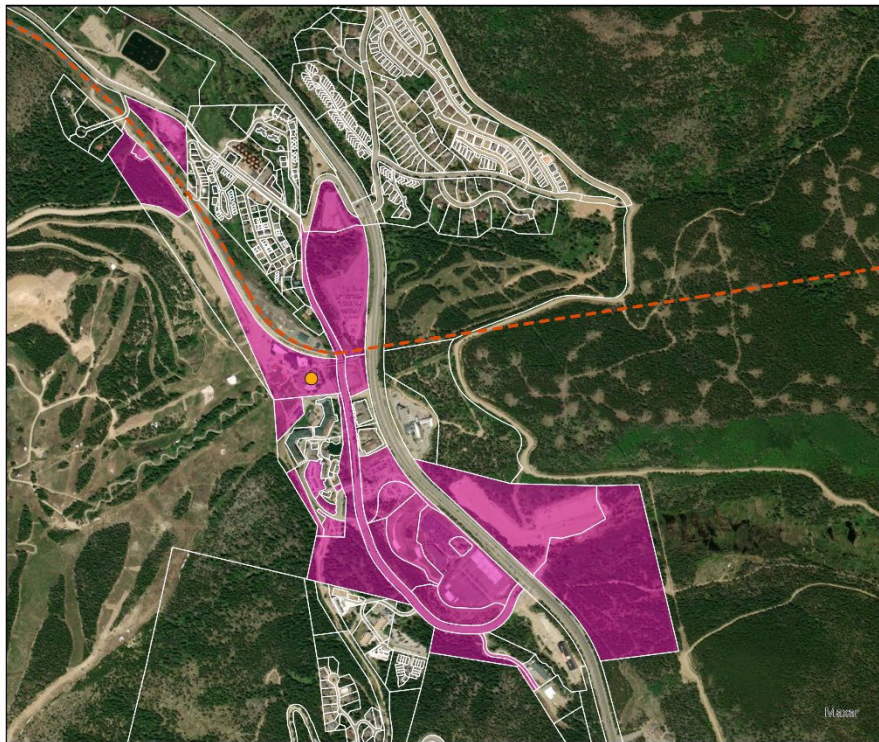
Findings

The conditions survey reviewed environmental contamination databases and environmental site assessments on properties within the survey area. This research yielded evidence of possible environmental contamination in the West Portal area, specifically behind the Administration building. This area was formally a leachfield, and later a storage area for diesel fuel. The EPA's databases and community lattice's PEER mapping software indicate that this area has a minor to moderate risk of environmental contamination. Its risk assessment is classified as a four (4) out of five (5), with 5 being the highest risk. A Phase 2 ESA was performed on this area in 2004, which did find evidence of contamination. However, the contamination levels at that time did not exceed regulatory thresholds. Still, the presence of these contaminants and history of use is enough to warrant the inclusion of this blighting factor in the survey area. The Phase 2 ESA also acknowledges that lateral contamination was not tested and therefore could be present in this specific area.

The Plan area also includes a feature that yields a propensity for environmental contamination. The feature is a railroad corridor that transects the Plan area's northern boundary. Railroad lines can contaminate surrounding soils with hazardous materials. Railroad operations often lead to the presence of Recognized Environmental Contaminants (RECs) through various means, including contaminants such as creosote, metals and petroleum products. There is also a propensity for soil contamination to occur from debris/spills associated with railroad activity. This contamination can be the result of years of use, spills, or former maintenance of the lines. The soil contamination may require remediation efforts along the rail line, which can complicate future development within the area. The presence of a railroad is often enough evidence to warrant the inclusion of this factor, even without Phase 1 or Phase 2 Environmental Site Assessments.

These potential contaminants present challenges for redeveloping the properties adjacent to the rail corridor and in the West Portal area. Remediation efforts for contaminated soil can be costly and time-consuming, impacting project timelines and budgets. Additionally, depending on the severity of the contamination, the developer may be required to implement specific mitigation strategies during construction to protect workers and future residents. Therefore, Phase 1 and Phase 2 Environment Site Assessments are advisable before development commences. These tests will determine the extent of the blighting factors and whether a remediation plan is necessary.

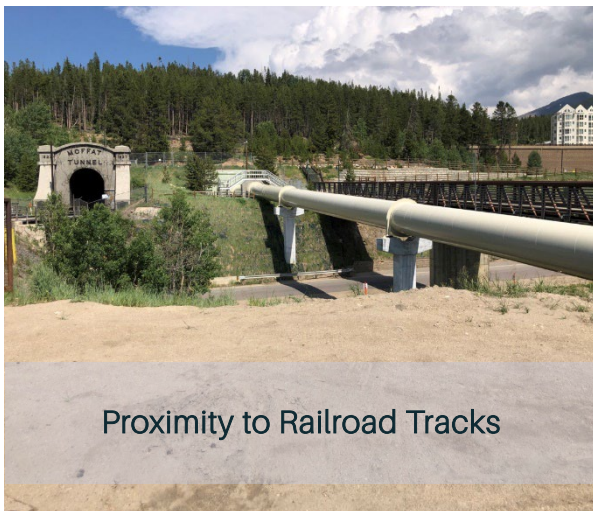
Blighting Factor (f) - Environmental Contamination



- BF10 - Environmental Contamination
- - - Railroad
- Study Area
- Grand County Parcels



0 0.25 0.5 1 Miles



Proximity to Railroad Tracks



Leechfield and Petro-Storage

Factor (k.5) – The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements

Description:

This factor references a broad category of health, safety and welfare factors. The common conditions for this factor to be present are instances where high levels of municipal service are required, substantial physical underutilization of property is exhibited, or high levels of vacancy are common. Vacancy can include land, buildings, or tenancy. This factor shares similarities with many of the factors on this list. Conditions that would justify the inclusion of this factor in an area include:

- Numerous vacant buildings or property throughout the area
- Evidence of underutilized buildings
- Underutilized or vacant sites
- Broken or inadequate street lighting

Findings

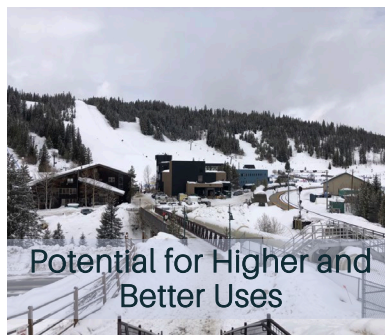
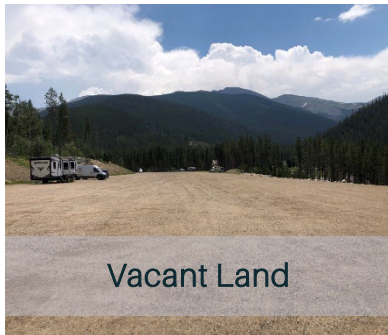
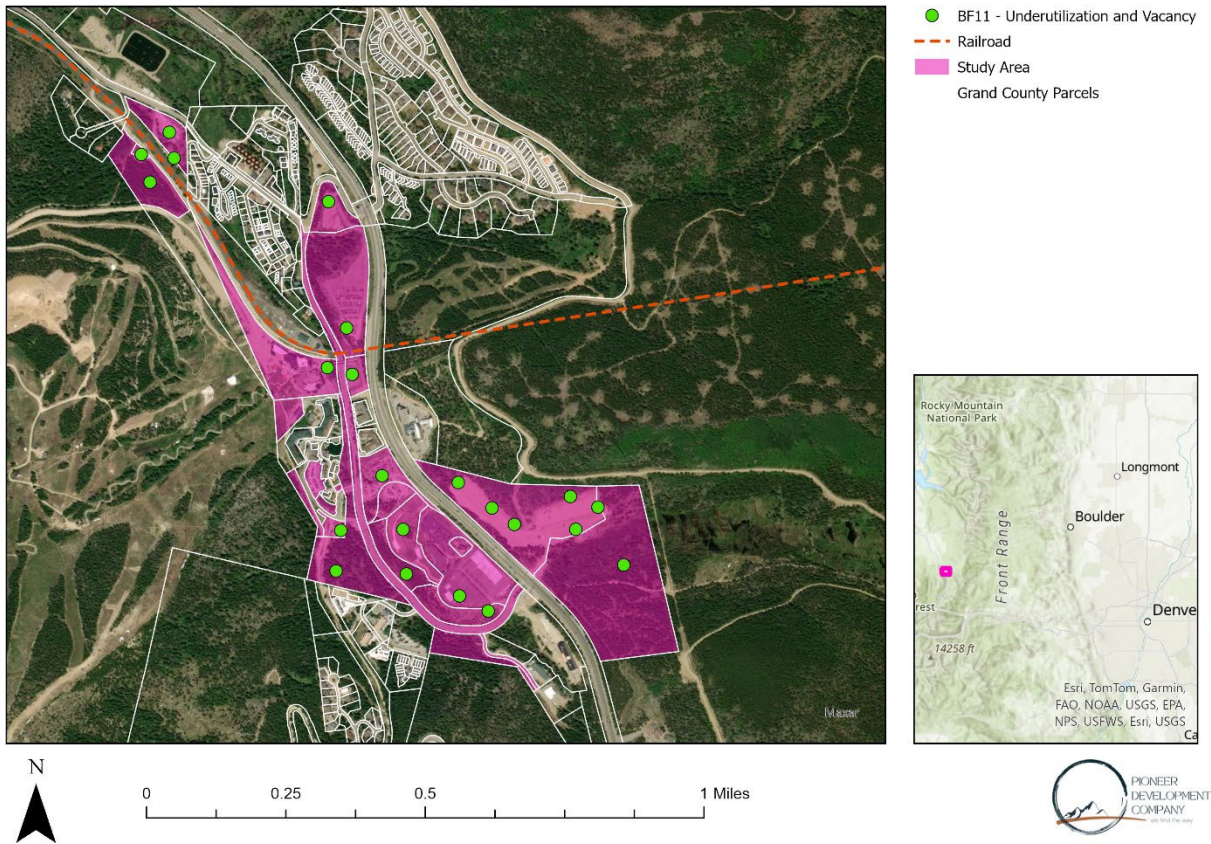
The survey area is characterized by vacant and underutilized parcels throughout its ~153 acres. This vacancy and underutilization are conditions that fall under Blighting Factor k.5.

The survey area's underutilization and vacancy warranted the inclusion of blighting factor 11, as it specifically is triggered when vacancy is abundant within a Plan area. It is important, however, to evaluate site vacancy in the context of its surroundings. Obviously, vacant land could be utilized productively as agricultural land. In that example, the land should not be characterized as underutilized. However, when vacant land is also being positioned for redevelopment, its current condition can be described as underutilized. As was described in blighting factor three (3)'s findings and the executive summary, this survey area evaluates a proposed development within an existing ski area. Properties surrounding the survey area are already developed. Also, the Winter Park Ski resort is a major tourism draw, attracting over hundreds of thousands of visits each year. This represent unique market demands that typically would translate into new development. However, despite this high demand, the parcels remain vacant and underutilized. The vacancy and underutilization currently exhibited highlights the fact that blighting factors are present which arrest sound development from manifesting throughout the survey area.

The development of these vacant and underutilized properties will also require significant public infrastructure to become activated. Roadways, water lines, sewer lines, stormwater improvements, and parking structures need to be developed before these properties can begin to attract new uses and improvements. The costs associated with this public infrastructure is unprecedented for Grand County, and further underscores the presence of this factor.

The survey area's existing conditions underscore the inclusion of this blighting factor. Fortunately, the survey area's development plans for these properties are aligned with the Town's desired uses and planned unit development for the land.

Blighting Factor (f) - Underutilization and Vacancy



Conclusion

This Conditions Survey catalogs the presence of statutorily defined blighting factors within the Town of Winter Park and the proposed Winter Park Resort Development Urban Renewal Plan area. This report was designed to assist the Town of Winter Park with identifying statutorily defined blighting factors within its municipal limits to evaluate its need to form an Urban Renewal Authority. This report is also designed to assist the Town and its future Urban Renewal Authority (URA) in determining whether this proposed project area is 1) eligible for urban renewal projects and activities, and 2) that the proposed boundary is drawn as narrowly as possible.

This Conditions Survey identified eight (8) blighted area factors as defined by Colorado’s Urban Renewal Law, within the survey boundary. The fact that eight blighting factors were found to exist within the Town of Winter Park satisfies C.R.S. 31-25-104(b) and justifies the creation of an Urban Renewal Authority.

In addition to meeting the statutory requirements for establishing the Urban Renewal Authority, this report also identified blighted area factors that are in excess of the statutory minimum for forming an Urban Renewal Plan within the study area. The presence of eight blighting factors meets the requirements outlined in (C.R.S. 31-25-104), in which at least four blighting factors must be present for that area to be declared “blighted” and therefore eligible to be designated as an Urban Renewal Plan area.

The study area analyzed by this report also meets the statutory recommendation of “being drawn as narrowly as possible.” The boundary encompasses parcels owned by Alterra Mountain Company, the Winter Park Recreation Association, and the Town of Winter Park, that are part of a master plan and holistic land use plan. The integration of these parcels into a singular public private partnership is necessary to realizing this master plan. This survey boundary only includes property that is expected to be part of the proposed development project. The blighting factors identified are also dispersed throughout the survey area, meaning that all parcels included by this report exhibit multiple blighting factors.

This Conditions Survey identified eight blighted area factors within the Town of Winter Park’s municipal limits. This finding meets the statutory requirement outlined in C.R.S 31-25-104(b) that the governing body find that one or more blighted areas exist within the municipality in order to form an Urban Renewal Authority. In addition, the eight blighted area factors identified mean that the proposed Winter Park Resort Development Urban Renewal Plan area can be declared a “blighted area” as defined by Colorado’s Urban Renewal Law and therefore qualifies for urban renewal treatment.