
Plan Summary

Nowhere in Colorado is the essential spirit of the western Rocky Mountain region more evident or celebrated than in Grand County. Here, an immense variety of natural resources and amenities combine with a rich history of mining, ranching and timbering to create an inviting and distinctive region. Old meets new and natural meets man-made in a way that leaves visitors and residents alike inspired by the environment and aware of the impact man's settlement patterns continue to leave.

While Grand County continues to be a special place to live it is apparent that Grand County and its environs are changing rapidly. Like many other Colorado Counties impacted by growth brought on by expanded opportunities to live away from the primary work force, expanded opportunities to travel, and the boom in the recreation industry over the past twenty years, Grand County and its citizens face choices that will profoundly affect the way they live, work, and play over the next decade, and well into the twenty-first century. Choices made today will help shape the landscape of Grand County for future generations.



To help make choices concerning their future, citizens of Grand County and its municipalities began a process of evaluating issues related to growth and the long term implications of growth in 1996 when they collaborated on a long range strategic growth plan which established strategies for growth management. This joint initiative was a ground breaking, inter-jurisdictional agreement designed to direct quality growth in Grand County. The Grand County Strategic Growth Plan which came out of this initial process was completed in 1997. The preparation of a new master plan is the next logical step in a complete planning process for the county and towns.

The master plan represents policies and strategies found in a combination of existing county documents, including the recently accepted strategic growth plan, the Fraser Valley Comprehensive Land Use Plan, and includes refinements of many of the implementation tools identified in the strategic growth plan and the identification of community and county growth areas, which are areas where growth will primarily be directed in the future.

This master plan consists of broad-based land use goals, policies, and proposals intended to guide future development. The goals identified below in concert with the implementation tools and strategies found in the master plan form the basis for future

decisions that are intended to create a future for Grand County that is absent of many of the problems found in other resort counties within Colorado.

From the county wide and town community workshops and the public opinion survey conducted during the creation of the Grand County Strategic Growth Plan, a number of key goals emerged to provide a foundation for building an effective growth strategy, and thus an effective implementation program as well. These include the following:

- Maintain open space and wildlife habitat throughout the county.
- Protect the county's rural character, existing ranching economy and culture while enhancing and maintaining the general county economy.
- Improve the quality of new development and minimize its impact to the natural environment.
- Target new development to suitable land in and around towns and existing development areas such as Tabernash, Silver Creek, and Winter Park Ranch.
- Promote a range of attainable housing choices for all citizens.
- Ensure that new development is served by adequate infrastructure such as roads, water and sewer.

Residents of the county and the towns examined a number of tools suggested by the consulting team to accomplish these goals as development occurs. Based on those discussions, the consultants recommended a growth strategy employing six primary implementation tools. These tools need to be considered as a package, if adopted piecemeal, they will not be effective in the long run.

The key to the growth strategy recommended within the strategic growth plan, and accepted as a component of the master plan, was to every extent possible, focus most new residential and commercial development to previously built-up areas with existing services and to designated county growth areas. This will not only help invigorate the towns that, generally, have municipal services (roads, water, sewage treatment, fire protection, etc.) more readily available than rural county areas, but will diminish the pressure for rural land residential subdivisions. Intergovernmental cooperation will be key to making this approach work. Additionally, supplemental tools such as development bonuses to reward quality, sensitive development in rural areas and a back-up acquisition fund to purchase land in certain circumstances are recommended.

The six primary tools are set forth below. A number of subsidiary tools and recommendations are discussed in the body of the strategic growth plan.

- Target development to growth areas.
- Draft and sign a town/county inter-governmental planning and annexation agreement.
- Enact enhanced development review standards.
- Revise or create open space dedication requirements and bonuses.
- Establish permanent open space acquisition fund.
- Enact adequate public facilities ordinances.

The growth strategies provided below are based on those initially included in the strategic growth plan, and the six primary tools outlined above, but have been modified and updated based on Grand County Planning Commission public hearings held throughout the fall of 1997 to recognize the most current desires and needs of the county and its citizens.

The ten growth strategies provided here should be used by the county to guide future decisions concerning a number of growth related issues, and all should be implemented during the life of this master plan.

Because the protection of agricultural and ranching land is such a critical component of the county's master plan, the county has adopted a specific strategy and regulatory language aimed at preserving this critical element of the county. To that end the County has adopted the following:

Growth Strategy No. C-1: Target urban density residential development and most commercial and industrial development within designated growth areas around the existing towns and established growth areas (Tabernash and Silver Creek).

Growth Strategy No. C-2: Take steps to encourage provision of attainable housing.

Growth Strategy No. C-3: Create lower maximum net density requirements in Forestry and Open Zone District. Consider using performance zone concept to encourage creative site layout that maximizes preservation of open space, wildlife habitat and active ranch land.

Growth Strategy No. C-4: Add natural area protection regulations to the development review standards contained in the zoning regulations and to the subdivision design standards of the subdivision regulations.

Growth Strategy No. C-5: Redefine ‘Open Space’ and how it is acquired.

Growth Strategy No. C-6: Adopt an open space plan that contains establishment of an open space fund as a component for implementation of the open space plan.

Growth Strategy No. C-7: Take steps to protect production agricultural activities relevant to land use.

Growth Strategy No. C-8: Expand and/or modify existing county design and site planning review standards to ensure quality development.

Growth Strategy No. C-9: The county and towns should adopt consistent subdivision improvement standards for roads, sidewalks, landscaping and similar items to govern all development within the community growth areas.

Growth Strategy No. C-10: The county and towns should take steps to maintain and improve water quality and quantity in rivers and streams, and air quality throughout Grand County.

In addition to the ten growth strategy goals established by the Grand County Planning Commission, and included above, the planning commission has adopted a number of specific implementation actions aimed at addressing those ten primary growth strategy goals. The primary implementation actions provide a combination of specific actions to be taken by the county and others, and various examples of how many of the new growth strategy programs might, but not necessarily will function. These implementation actions include changes to the county’s design guidelines, the creations of growth areas, and other critical changes to existing codes. A list of these recommendations are included within the master plan, and are actions that will be discussed in greater detail as the county proposes the numerous changes to the county’s codes necessary to implement the plan.

The creation of the county and municipal growth areas is one of the primary implementation actions necessary for the success of the Grand County Master plan. To that end, the county and municipalities have adopted community growth areas. These areas are intended to provide land for future growth in a manner where it can best be accommodated, and provided with necessary public facilities and services in an environmentally sensitive and fiscally responsible manner.

The factors used to identify growth areas for the towns and county were similar in nature, but in some instances slightly different, because county growth areas usually relate to residential uses at a medium density, while town growth areas need to provide adequate land for all types of uses (residential, commercial and industrial), and not just land suited for residential development, as is the case with a majority of the county growth areas.

The key issue in creating these growth areas is where to draw the boundary. Two primary factors need to be considered: **(1) the need factor-how much land should be brought into these growth areas, and (2) the locational factor - where to draw the line.** In considering the need factor, towns and the county need to make population projections, determine how much vacant land is needed to accommodate this growth (both residential and non-residential) and what is already available for development. Adequate land must be provided for reasonable industrial, commercial, and residential growth, particularly attainable housing within the town growth boundaries. With regards to the location factors and where to draw the growth boundary, there are several primary considerations: **(1) protection of agricultural land, open space and sensitive environmental areas; (2) provision of cost-effective public services, and (3) the efficient use of land.**

Because the protection of agricultural and ranching land is such a critical component of the county's master plan, the county has adopted a specific strategy and regulatory language aimed at preserving this critical element of the county. To that end the County has adopted the following definition for Production Agriculture:

Production Agriculture in Grand County is defined as property that has produced not less than \$5,000 of gross market value agricultural product (food and/or fiber) in four of the past five years. Property that has been deemed to be in production agriculture will no longer be considered as such if sold for development of any kind. Family transfers for estate purposes, etc. that continue to function as an integral part of the property deemed to be in production agriculture, will continue to be defined as production agriculture.

The Grand County Strategic Growth Plan identified protection of agriculture as a main component of the plan. To that end, any property defined as production agriculture will be allowed to continue in said operation without interference. If said property is sold for any use other than production agriculture, it will be subject, in full, to the strategic growth plan, Grand County Master Plan and Grand County land use regulations. It is not the intention of these plans to stop, or hinder production agriculture. Neither is it the intention of these plans plan to require production agriculture to be open space.

Production agriculture will be subject to all Grand County building permit requirements, zoning and subdivision regulations, as it has been in the past. Any future design overlays will not be applied to any property deemed to be in production agriculture.

Any disputes with regard to qualification as production agriculture will be decided at the sole discretion of a panel that will consist of two members deemed to be in production agriculture, the planning commission chairman, and two commissioners.

Growth within Grand County presents some great challenges, as well as numerous opportunities for citizens to help shape their future in a manner that protects those natural features which are special to the county, while still promoting economic growth and diversification. The implementation of this master plan is critical in achieving those goals.

Chapter

1

Introduction

GENERAL DESCRIPTION

Grand County and the Towns of Winter Park, Fraser, Granby, Grand Lake, Hot Sulphur Springs, and Kremmling collaborated on a long range strategic growth plan in 1997 which established strategies for growth management. This joint initiative was a ground breaking, interjurisdictional agreement designed to direct quality growth in Grand County.

The preparation of a new master plan is the next logical step in a complete planning process for the county and towns. This master plan represents policies and strategies found in a combination of existing county documents, including the recently accepted Grand County Strategic Growth Plan, the existing Fraser Valley Comprehensive Land Use Plan, and includes refinements that have occurred since the completion of the strategic growth plan.



This plan has been created with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the county which, in accordance with present and future needs and resources will best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants of the county, as well as efficiency and economy in the process of development, including such distribution of population and of the uses of land for urbanization, trade, industry, habitation, recreation, agriculture, forestry and other purposes as will tend to create conditions favorable to the county and its inhabitants.

STATUTORY AUTHORITY

Pursuant to 30-28-106, Colorado Revised Statutes , as amended, it is the duty of all County Planning Commissions in the State of Colorado to formulate and adopt a master plan for the physical development of the county's unincorporated territory. The master plan contained herein has been developed to respond to the widely accepted principle that the myriad of future land use decisions affecting the county's lands should be made in a coordinated and responsible manner. The instrument utilized to formulate and guide such decisions is this master plan.

The Grand County Master plan is an official document designed to be utilized by both the public and private sectors of the county as a policy guideline for making orderly and desirable decisions concerning the future use of land in the County. The Plan has been formulated by the Grand County Planning Commission and citizens of Grand County and is comprehensive, general, and long range in nature. Comprehensive, in that it encompasses all geographic areas of Grand County; general, in that it articulates broad-base policies and proposals and does not include detailed regulations; and long range, since it not only addresses current pressing issues, but also anticipated problems and possibilities of the future.

RELATIONSHIP TO OTHER PLANNING DOCUMENTS

The relationship between a master plan and other local planning documents such as zoning regulations, subdivision regulations, and building codes are often confused. Such confusion is understandable, however, since these documents are often adopted prior to a master plan. A sequence such as this is contrary to good planning practice.

The master plan consists of broad-based land use goals, policies, and proposals intended to guide future development. The zoning, subdivision, and building code requirements are much more specific documents and respectively deal with exact boundaries of districts and the uses permitted within such districts, the detailed standards of subdivision design, and the maintenance of minimum standards of structural integrity, safety, and soundness. These documents are referred to as "Land Use Regulations" and are intended to implement the goals, policies and land use proposals of the master plan.

The Grand County Master plan, as adopted here, is a compilation of various portions of two previously accepted documents; the 1997 Grand County Strategic Growth Plan, and the Fraser Valley Comprehensive Land Use Plan, which was adopted in 1979. Relevant portions of the these two documents, along with refinements that have been made in the past six months by the Grand County Planning Commission and 'Growth Area' maps prepared by each community and the county, form the basis for this new master plan. In addition the 208 Water Quality Standards, Grand County Headwaters

Trails Master Plan, Fraser Valley Master Road Plan, and the Specialized Transit Development Plan are hereby adopted by reference as components of the Grand County Master plan by reference.

COMMUNITY PROCESS

The Grand County Master Plan was created as the third step in a cooperative planning effort undertaken by the county and the county's six municipalities over the past two years. The first step in the project was to gather background information, including ownership patterns, location of wildlife habitat and sensitive areas, road networks, population growth projections and other critical information, along with the preparation and distribution of a community survey. This background information and survey were then utilized as the basis of a series of community meetings which began the second step in the process; the creation of the Grand County Strategic Growth Plan, which was completed in March 1997. The third step in this process began in the fall of 1997 with the Grand County Planning Commission reviewing the ten primary growth strategies recommended in the Strategic Growth Plan, refining those strategies through a series of public meetings and beginning the process of updating the county's existing master plan by combining the Strategic Growth Plan recommendations with the existing Fraser Valley Land Use Plan and the existing Grand County Master Plan which were both created in the 1970's. These three documents were then reviewed by the staff, and consultant and a new Grand County Master Plan prepared which combined all three documents into a new master plan for the county.

The Grand County Master Plan should be used in conjunction with other town and county planning documents as a road map in revising local and county wide development regulations and review processes, in reviewing development and annexation proposals, and to periodically update the plan including the policies and strategies to ensure that it does not become outdated or irrelevant to issues facing the county.

Chapter
2

Issues and Context

CHARACTER ANALYSIS

Grand County Description

Nowhere in Colorado is the essential spirit of the western Rocky Mountain region more evident or celebrated than in Grand County. Here, an immense variety of natural resources and amenities combine with a rich history of mining, ranching and timber to create an inviting and distinctive region. Old meets new and natural meets man-made in a way that leaves visitors and residents alike inspired by the environment and aware of the impact man's settlement patterns continue to leave.

Many counties throughout Colorado enjoy a large percentage of public land. Approximately 75% of Grand County is public land. Traveling through the county reveals

the large presence of public open space and provides insight to historical settlement patterns and a variety of natural landscapes. Private land lines the highway corridors throughout the county.

Western Grand County is primarily rural, agricultural, undeveloped forest or



public land. Key natural areas include Routt National Forest, the Gore Mountain Range, the Colorado River, the Blue River, Gore Canyon, Byers Canyon, Williams Fork Reservoir, and Wolford Mountain Reservoir. Primary access into west Grand County is from Colorado Highway 9 and U.S. Highway 40. Kremmling and Hot Sulphur

Springs are located along the Highway 40 scenic byway, approximately 14 miles apart. The Colorado River, Byers Canyon, and abundant ranching and open space fill the 14

mile corridor. In Kremmling, U.S. Highway 40 turns north towards Wolford Mountain Reservoir, a Colorado River Water Conservation District reservoir which has the potential to stir tourism and development for Kremmling and the surrounding area. The majority of the Colorado Highway 9 corridor is scenic, undeveloped and abundant with wildlife.

In contrast with the western half of the county, eastern Grand County is more densely populated. Increased development lines the highway corridors and the pressures of rapid growth are becoming increasingly visible in and around the incorporated towns. Rural and agricultural lands that stretch between towns are beginning to experience piecemeal residential and commercial development, some of which stands visibly on ridges in contrast to the natural landscape and vegetation patterns.

The character of east Grand County is significantly influenced by surrounding physical characteristics. Berthoud Pass, at 11,315 feet serves as the gateway for east Grand County for the majority of tourists and front range skiers. The winding pass provides a scenic and mountainous drive which takes just over an hour from Denver. Over the pass, below the continental divide and the Winter Park Ski Area stands the Moffat Tunnel, giving the ski area an historical presence. The town centers of Winter Park and Fraser follow past the Winter Park and Mary Jane Ski Area entrances and have characteristics of resort tourism and seasonal services. The rural open space between Winter Park and Fraser provides views of the spectacular Fraser Valley, the Continental Divide, and the Fraser

River. This undeveloped area serves as an inspiration for development which should be balanced with policies for a sustainable environment. The scenic Fraser Valley, beautiful as it is, must be irrigated to maintain its lush green character. Large, private land holdings lie north of the Fraser town boundary including 17,000 acres on the west side of the highway owned by the Denver Water Board.



A second enclave of development in the county is located in and around Tabernash, where large lot residential development has occurred over the past decade and has created a suburban neighborhood with little or no community facilities or improvements usually associated with suburban development.

Tabernash itself, is a small, unincorporated community located approximately five miles north of Fraser along Highway 40 and is comprised of a combination of commercial and residential uses. The Tabernash area has experienced moderate growth over the past decade that appears to be creating some environmental and service oriented problems, which include septic and water quality issues. While the Tabernash area is indicated as a growth area in the Strategic Growth plan, and again in this plan, it is imperative that additional growth is not allowed until the existing environmental issues can be addressed, which may include the creation of a service district for the provision of adequate public services. The strategic growth plan recommended that future development proposed for highly visible areas in and around Tabernash should be developed in a sensitive manner.



Between Fraser and Granby, large land holdings create a myriad of development enclaves. The largest is Silver Creek, a private, 3,800 acre ski and resort area with substantial build out potential located immediately south of Granby. Silver Creek is comprised of a mixture of land uses ranging from high density residential and commercial to large lot residential uses. Silver Creek is a primary economic force in the Granby area and provides a number of job opportunities at both the ski area and the Inn at Silver Creek. As it develops, it will play an even greater role in the local economy.

North of Silver Creek lies the town of Granby, the crossroads and service center of the county. Here, tourist services give way to a more community oriented mix of uses. The dramatic scenic landscape is overshadowed in places by service signage, as Granby is the most diverse town in the county and lies in close proximity to Lake Granby, Willow Creek Reservoir, and the Fraser and Colorado Rivers.

In Granby, Highway 40 veers west towards Hot Sulphur Springs, Byers Canyon, and onto Kremmling further to the west, and Highway 34 begins heading north to Lake Granby, Shadow Mountain Lake, Grand Lake, and the Town of Grand Lake, and into the West entrance of Rocky Mountain National Park. On Highway 34, glimpses of the lakes, and the mountains from the highway make the drive from Granby to Grand Lake a scenic distance to cover. Homes are nestled at the tree-line creating interest, but not contrasting with the physical environment. Commercial services, though necessary for seasonal tourists, show signs of infringing on the view and cluttering the highway with disorganized visual attractions.

In the Shadow Mountain Lake and the Grand Lake area, the presence of Rocky Mountain National Park is felt. Tourist services, attractions, and the rich western history of the Town of Grand Lake help to capture many of the 3 million people visiting the park each year. The rich history of Grand Lake, established in 1879, and the historical county

seat add variety to the abundant outdoor sports opportunities.

The distance and difficult access between Grand County and I-70 has helped buffer the county from the high impact tourism of the Colorado economy and has moderated the growth rate in comparison with Summit, Eagle and Front Range counties. Though there exists great variety throughout the county, three key factors have influenced the general character of the county:

1. The Highways: U.S. Highway 40 & 34 form a spine of development and a lens through which residents and tourists view the entire county. Balancing roadside development with the scenic landscape of the county will remain a key challenge.

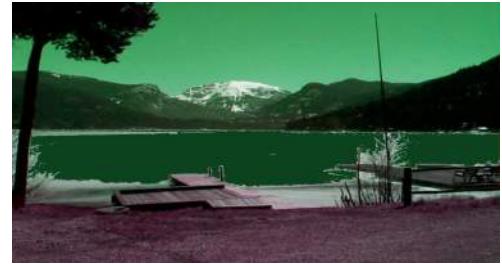
2. The Land Ownership: The large percentage of public land means, on one hand, open space should always be abundant. On the other hand, land use decisions on the smaller percentage of private land holdings takes on much more significance for the future character of the county.

3. Economic Sustainability: Several towns in Grand County have established a character based on the industry they serve (i.e., Winter Park and the ski industry, Granby and the service industry, Grand Lake and the summer resort/snowmobiling industry). How a town's industry affects its character and the current balance of services throughout the county is key to stability and economic longevity.

To date, most of the private development in Grand County has occurred within or adjacent to established towns with the exception of the area from Tabernash to Red Dirt Hill, where Pole Creek Golf Course and Winter Park Highlands have been established. The impact of rapid growth is beginning to threaten the unique characteristics of towns throughout the county. East Grand County is witnessing more land developed in a piecemeal manner, and homes popping up on ridges, schools being overloaded, and trophy homes all changing the small western town familiarity that has existed for years. West Grand County towns are experiencing the pressures of balancing residential housing needs created by it's proximity to Summit County with recreational opportunities, without compromising the natural environment or the agricultural way of life. Each town is unique, yet significantly bound to the entire county.

Town Descriptions

Town of Winter Park



Winter Park is a year-round, tourist-oriented town which has developed around the U.S. Highway 40 corridor. The Town is approximately 7.5 square miles, a large portion of which is the Winter Park and Mary Jane Ski Areas. Over the past several years, the area has moved from a day recreation site for front range visitors to a year-round destination resort attracting visitors world-wide. During the same time period, the Town has developed a substantial number of year-round homes and resort second homes. In 1993, the Town developed a Downtown Master Plan and a set of 'Design Regulations and Guidelines' which have created a unique design character for the community. Municipally sponsored landscaping, highway widening and streetscape improvements within the Town have proven to be important enhancements to set the tone of development throughout the Town. The focal point of the downtown area includes a new Visitor Center, downtown park, and rest area, along with a unique shopping district.



Town of Fraser

Fraser is a service center that has the uses and depth of a self sufficient community. The town hall, school, and residential street grid give the town more of a rural community flavor than that of a tourist town. A design character for the town is challenged by the presence of several scattered chain and auto-oriented retail stores which line the highway entrance into its center. The Fraser River and the beauty of the valley setting accentuate the need for planning future growth in a manner that organizes development, establishes a valley design character and preserves valuable open space. The future of large private land holdings, including some property owned by the Denver Water Board, will affect whether Fraser will develop in a linear sprawl along Highway 40 or remain a compact community surrounded by an awe inspiring landscape. The separation between Fraser and Winter Park offers a strong argument for valuing the rural open space separation between communities.



Town of Granby

Granby is the county's service crossroads with several businesses, lodging facilities and restaurants. Granby is a well-balanced community with a variety of services, schools, churches, and civic/community facilities. One of the county's two airports, which is located here, allows direct access, increasing the potential for Granby to

mature as the key gateway and service town of the county. The physical layout of Granby has more development depth off the Highway than other county towns, but the development pattern here remains piecemeal, with several opportunities for infill development in the town center. Infill development here would create the opportunity to enhance the town design vocabulary and character. Surrounded by beautiful landscape and considerable outdoor recreation opportunities, the town should identify a network of access corridors and trails for recreational use. As residential development pressures increase, significant view corridors, valleys and ridges should be protected. Currently, commercial and service commercial uses dominate the entrance into Granby, limiting 'essential visual clues' to the services and amenities of Granby.

Town of Grand Lake

The Town of Grand Lake's western mountain character and design style are found in its numerous log cabins and clapboard buildings, the wooden boardwalks, the central town park, and in its location on the shores of Grand Lake. The scale, style, and architectural similarity of building designs contribute to the town's overall charm. Grand Lake is no longer regarded as strictly a summer resort community. The popularity of the area with winter sports enthusiasts has also contributed to the economy. Grand Lake is surrounded by an abundance of natural amenities. The economy is dependent upon the quality of those resources, thus making environmental protection a key factor in the sustainability of Grand Lake. The town is significantly impacted by the Highway 34 corridor which carries visitors to neighboring Rocky Mountain National Park. Development in the area is occurring from the town limits, and south along the highway to County Road 4. The lake shore and adjoining view corridors are now and will continue to be valuable assets, which are especially vulnerable to any development along Highway 34. Quality development along this corridor and on the south shore of Grand Lake is critical to preserve the character and quality of life of this gateway community.



Town of Hot Sulphur Springs



Founded in 1874, Hot Sulphur Springs is the oldest town in Grand County and serves as the County Seat. As a result, many of the County's governmental services are headquartered in Hot Sulphur Springs. The Town is nestled tightly at the entrance to Byers Canyon. Beautiful open landscapes are located at the town's arrival and departure access points. Historical mineral baths and a historic architectural style and scale

effectively link older and newer development. The town is primarily non-pedestrian with few curb cuts and sidewalks. The historical architectural patterns should be accentuated and coordinated to strengthen the strong character of the downtown. The potential for infill development in town is high, but the more immediate pressure will be just outside of the town boundaries. This is due to scattered residential development which has the potential of crowding hillsides.

Town of Kremmling

The historic foundation of Kremmling as an industrial/ranching town provides it with a "sense of community," and establishes several indicators of a town design character. In addition to its historic foundation in industry and ranching, Kremmling is located in a high desert ecosystem unique from any town in the county and is identified by the bluffs north of town that serves as a distinct visual "backdrop." Minimal development has cluttered views of adjacent hillsides. An identifiable downtown, a downtown central plaza, and a number of commercial services, industrial uses and community facilities provide Kremmling's rural western flavor. In Kremmling, you can see residents young and old interspersed among the passing tourists. Infill development, downtown beautification and historic preservation should be utilized to make the central business district cohesive and to further develop the town's identification and character.



The future status of several large private land holdings on the periphery of Kremmling is essential to the future character and quality of the town. The decline of established industries combined with the pressure of becoming a bedroom community for Summit County impacts the future of Kremmling.

ECONOMIC AND DEMOGRAPHIC PATTERNS

Population Trends

Grand County's permanent population grew most quickly during the 1970's, slowed dramatically in the 1980's, and then grew but at rates slower than the rest of the state from 1990-1994. From 1990 to 1994 growth spurted with the county's population growing from 7,966 to about 8,700 persons. Unincorporated Grand County and the towns of Fraser, Grand Lake, Hot Sulphur Springs and Winter Park grew the fastest during the time period 1990-1994. Since 1994, the county's permanent population growth has picked up and achieved overall county growth rates close to 3% per year (faster than average for the state). In 1995, the Census Bureau estimated that the county's population had reached 9,188, representing a substantial 6% increase over the 1994 estimated population. Most recent population projections for the county forecast about 3% growth during the next five years, which translates approximately into an additional 1,400 permanent county residents by the year 2000.

During the winter tourist season, the population in the Upper Fraser Valley reportedly doubles to between 15,000 and 18,000 persons. On the flip side, during the summer tourist season, the population in the Town of Grand Lake and the unincorporated Three Lakes Area reportedly swells by about 5,000 additional seasonal residents. Key trends observed in the seasonal population include more tourists and second home residents visiting the county during the off-seasons (i.e., summer and fall in the Upper Fraser Valley, and fall and winter in the Grand Lake area). More growth in off-season visitation and use is projected as more concerted efforts by the resorts, towns, chambers and merchants bear fruit in stabilizing the economy in the off-season.

Household incomes in Grand County are about average for the state, but have gained ground in the past two years. Approximately 25% of households in the county had after-tax income of \$50,000 or more in 1995.

Grand County's population, like the rest of the nation, has aged during the past 15 years. During the 1980's, there was a 65% increase in number of persons aged 65 years and older, while the number of persons aged 20-34 years declined by 21%. As a result, the median age in the county increased from 27.7 years in 1980 to 33.1 years in 1990. Since 1993, there reportedly has been growth in the number of school-age children county-wide; while this sudden spurt caught some schools by surprise (e.g., the Fraser Elementary School), overall the county's school districts do not foresee severe capacity problems in the near future.

Housing Trends

As of July 1994, Grand County contained an estimated 10,300 housing units. The majority of new housing development has occurred in the unincorporated areas of the



county, with most of that development consisting of new single-family, detached homes. Most of these new homes in unincorporated Grand County are on large lots between 3 and 35 acres.

In 1990, one-half of the county's housing stock consisted of single-family detached homes -- significantly lower than average for the state. More than 30% of the county's housing stock could be found in multi-family structures, and another 15% in mobile homes or trailers. The breakdown of housing type varied dramatically by town; for example, in Winter Park 82% of its housing units were in multi-family structures in 1990, while in Kremmling 70% of its housing stock was in single-family detached homes.

Most new residential growth, especially second home growth, has occurred in unincorporated county areas. The second home market is booming, with average lot size of about 4.5 acres. The homes themselves are large, reflecting a growing trophy home's phenomenon in the county. Who are these second home residents? Anecdotal evidence suggests most come from within Colorado, but also from California, Texas, Florida, the Midwest and even from abroad. Typically, these second home residents enjoy higher-incomes than the average earned by permanent resident households. However, compared to other resort areas both in Colorado and elsewhere in the nation, Grand County's housing market is still moderately priced and has not yet seen large numbers of second homes converted into year-round, permanent homes.

Housing values peaked in early 1980's, then fell dramatically during the last years of that decade as bank foreclosures increased, and only today are they climbing back up to and even surpassing earlier highs. According to multi-list real estate listings for Grand County, the median sales price of a single-family home in the Winter Park area during the months of April and May 1996 was \$149,000. During the same two-month period, the median sales price of a condominium in the Winter Park area was \$84,000. In the Grand Lake area, the median sales price for a single-family home was about \$159,000, while the median sales price for a condo was \$119,000. Housing values in Kremmling, Hot Sulphur Springs, and Granby tend to be about 20-30% lower than housing values in the more resort and second-home oriented Winter Park and Grand Lake areas. Median rents in Grand

County have climbed steadily during the last 10 years.

As in most resort mountain communities, Grand County is feeling a serious affordable housing crunch that will likely become worse unless aggressive action is taken by local governments, non-profit organizations and employers.

Labor Force and Employment Trends

In 1990, 61% of the county labor force worked in either retail trade or the services sector. The predominance of retail and service jobs, which also happen to be lower-wage jobs, are very typical of resort-oriented areas. As in other communities, this trend supports efforts to diversify the county's local economic base. An estimated 12% of the county labor force consists of seasonal workers, with an estimated 5,200 seasonal workers in the Winter Park area during the ski season. Grand County's labor force is relatively highly-educated, especially in the Town of Winter Park where 53% of the town's adult population have attained a college degree or higher.

County job growth in the past five years has been in construction, retail trade and recreation services. Job losses have occurred in manufacturing, particularly with the shutdown of the Louisiana-Pacific wafer board plant in Kremmling, and in mining, following cutbacks at AMAX's Henderson mine.

Economic Trends, Issues and Opportunities

Initial successes in expanding tourism and recreational activity into the off-seasons are reflected in the county's and towns' sales tax collections and county lodging tax collections. The fall shoulder season is picking up everywhere in the county. Summer visitation in the Upper Fraser Valley has also increased, while winter visitation is growing more slowly in Grand Lake and the Three Lakes Area. Nonetheless, there appear to be more prospects and room for improvement county wide.

Recent trends in visitor behavior indicate a slowly growing number of international visitors, which today stands at about 3% of total visitation at Winter Park. Most visitors and tourists originate from the drive markets, i.e., the front range of Colorado, Kansas, Nebraska, Illinois and Texas. The National Park Service has begun a concerted educational effort to attract more visitors to Rocky Mountain National Park's west entrance at Grand Lake. The primary impetus is the need to relieve growing over-utilization of the park's east side entrances. Fall season visitation to the park has increased substantially in the last few years, a trend that Grand Lake should be able to continue banking on. Looming federal budget cuts will sting the national park's operations, and particularly hard hit will be ranger staffing.

The U.S. Forest Service's proposed management plan for the Arapaho-Roosevelt Forest reveals a substantial shift in emphasis. In its preferred alternative, the USFS has

shifted considerable land use to back country recreational uses from resource extraction/timber harvesting. Under this proposed plan, the forest service is considering cutting allocated timber harvest from 24 million board-feet a year to 6 million board-feet a year. This will have obvious repercussions for the county's timber/forest industry and workers.

Western Grand County near Kremmling has a new recreational facility in the Wolford Mountain Reservoir. The opening of the reservoir last year increases the potential for recreation and tourist-related development in the near-term, including new trails, small marinas and visitor services.

The big news, of course, is Winter Park Resort's recent announcement that it intends to accomplish its base village expansion sooner rather than later. The resort's aim is threefold:

1. Increase the number of destination skiers, especially international skiers.
2. Rectify under-utilization of the mountain, particularly during mid-week.
3. Capture higher-income visitors with new base village retail and services.

While there is general agreement among resort industry experts that the planned base village expansion is necessary to assure Winter Park Resort's future competitiveness, there will be impacts on the surrounding area. The potential base village expansion at Winter Park Resort will significantly affect county demand for more community housing and contribute to current stresses on the Upper Fraser Valley's transportation network and water/sewer infrastructure. There is also some concern that new commercial development at the base village may succeed only at the expense of downtown Winter Park. Finally, if Winter Park Resort does indeed become more of a destination resort and successfully attracts higher-income skiers, its success may encourage increased development of large-lot, single-family homes in the county's rural areas.

Ranching's future in Grand County, particularly family ranching, looks less hopeful in the future. The economics of running a ranch are getting tougher and tougher, especially when land values are becoming more and more inflated. Because of the recent problems associated with ranching and production agriculture the county has adopted a number of policies aimed at protecting and encouraging the continued operation of production agriculture within Grand County. The first step in protecting and encouraging production agriculture was the adoption of a definition of production agriculture, which is as follows:

Production Agriculture in Grand County is defined as property that has produced not less than \$5,000 of gross market value agricultural product (food and/or fiber) in four of the past five years. Property that has been deemed to be in production agriculture will no longer be considered as such if sold for development of any kind. Family transfers for estate purposes, etc. that continue to function as an integral part of the property deemed to be in production

agriculture, will continue to be defined as production agriculture.

The Grand County Strategic Growth Plan identified protection of agriculture as a main component of the plan. To that end, any property defined as production agriculture will be allowed to continue in said operation without interference. If said property is sold for any use other than production agriculture, it will be subject, in full, to both the strategic growth plan and Grand County Master Plan. It is not the intention of either of these plans to stop, or hinder production agriculture. Neither is it the intention of either plan to require production agriculture to be open space.

Production agriculture will be subject to all Grand County building permit requirements, zoning and subdivision regulations, as it has been in the past. Any future design overlays will not be applied to any property deemed to be in production agriculture.

Any disputes with regard to qualification as production agriculture will be decided at the sole discretion of a panel appointed by the Board of County Commissioner's. This panel will consist of two members deemed to be in production agriculture, the planning commission chairman, and two commissioners.

GRAND COUNTY COMMUNITY SURVEY

As a component of the Grand County Strategic Growth Plan Grand County commissioned the preparation of a community survey which was distributed to 7,500 residents. 2,161 surveys were completed and returned, resulting in a 29 percent response rate. Questions focused on county and town issues related to growth and desired solutions related to those issues.

The survey built on a survey previously conducted by the county in 1979. A summary of results from these two surveys are at the back of this section as background information, and to help build baseline data for future surveys and decisions related to growth and growth management. Generally the results obtained in the 1997 survey reflected many of the same goals that were important in 1979, which included the preservation of the county's special environment, and concerns related to rapid growth. Many of the goals established by the county as a result of the 1979 survey and included in the Fraser Valley Land Use Plan are still valid today.

A condensed tabulation of the survey results for Grand County and the towns of Winter Park, Fraser, Granby, Grand Lake, Hot Sulphur Springs and Kremmling illustrate many of the most critical issues is included below, as Table 'A' to provide insight into the most important issues facing the county. The full survey, and a compilation of the survey results is available at the Grand County Department of Planning and Zoning office in Hot Sulphur Springs.

Chapter

3

Grand County and Municipal Goals and Objectives

INTRODUCTION

The planning process utilized here stresses the setting of general goals to guide the future direction of the community so that policies can be developed that consider alternative courses of action to achieve the goals, and finally specific programs can be developed to implement the policies.

For example, a goal of preservation and conservation of the natural environment of the area would be supported by policies which might deal with the avoidance of development in natural hazard areas, preservation of open space, etc. These policies, in turn, might be supported by programs of flood plain and other natural hazard area identification, and zoning which would prohibit new development in such areas; a program which establishes a financing scheme to acquire open space land and recreational areas, and so on. In this manner a goal or target is identified and several courses of action tested and coordinated, with the ability to introduce new concepts or techniques always available.

Because the community's goals will be used as the base for the development of the planning program and the strategies for its implementation, the setting of the goals is a critical initial step in the planning process. This is the time when the community is in the best position to determine what it wants in the future.

In determining the community's goals, it must be recognized that goals and policies affect each other, and in some cases, conflict with each other as well. The emphasis in any given situation should determine which goal, at that time, takes precedence over others.

In the initial process of establishing the community's goals, it should also be recognized that the goals, and the subsequent policies and programs which are adopted to meet the goals, will (and must) be continually reviewed, evaluated, and changed when

necessary. They must adapt to meet the changing needs and desires of the county. They are intended to serve as a guide to decision-makers in their efforts to lead the county in the direction it wants to go. If and when this direction changes, this must be reflected in the county goals, policies, and programs.

PRIMARY COUNTY GOALS

From the county wide and town community workshops and the public opinion survey, conducted during the creation of the Grand County Growth Strategic Growth Plan, a number of key, or primary, goals emerged to provide a foundation for creating a new master plan, including:

- Maintain open space and wildlife habitat throughout the county.
- Protect the county's rural character, existing ranching economy and culture while enhancing and maintaining the general county economy.
- Improve the quality of new development and minimize its impact to the natural environment.
- Target new development to suitable land in and around towns and existing development areas such as Tabernash, Silver Creek, and Winter Park Ranch.
- Promote a range of attainable housing choices for all citizens.
- Ensure that new development is served by adequate infrastructure such as roads, water and sewer.

SPECIFIC COUNTY GOALS AND OBJECTIVES

The Fraser Valley Comprehensive Land Use Plan provided a number of goals and objectives related to specific county wide issues. These goals and objectives have been updated and restated here to provide the county with direction related to issues that may not have been directly evaluated nor addressed in the Grand County Strategic Growth Plan. Along with the specific county goals and objectives the Fraser Valley Comprehensive Land Use Plan included several land use analysis maps that allowed for visual and spatial review of any site within the Fraser Valley regarding land use decisions and policies. The maps identified general information pertaining to land use/cover type, soils, geology, surface water, slope and slope stability, flood prone areas, septic tank and construction limitations and visual impact. Those maps are still practical planning tools for making current and future land use decisions and play a significant role in determining how and where growth in the area should be located. Therefore, the land use analysis maps are hereby incorporated by reference as components of the Grand County Master

Plan and are contained in Appendix 'A'.

Environmental Quality

The natural environment which characterizes the area has been a major factor in making Grand County a desirable place in which to live. It is a goal of the county to preserve and enhance this environment, to achieve optimal health and aesthetic standards, to minimize possible negative effects which can otherwise result from growth and development, and to encourage the efficient use of natural resources.

In order to achieve this goal, the county has enacted the following policies and objectives:

- a. Preserve unique, sensitive or critical natural areas; lakes, streams, scenic vistas, wildlife habitats, and aquifer recharge areas.
- b. Prohibit development in natural hazard areas: flood plains, areas having steep slopes, slides and avalanche areas, and unstable geologic areas.
- c. Establish and maintain an open space program which:
 1. Utilizes open space as a means of preserving and protecting the natural environment.
 2. Uses open space as a functional design feature for shaping the county and for providing the pedestrian links within the county.
 3. Provides for development and maintenance of open space areas for multiple purposes to the degree desired by the residents of the county.
- d. Maintain access to natural and recreational areas for all citizens.
- e. Require the efficient use of non replaceable natural resources.
- f. Minimize the environmental impacts of all types of development.
- g. Minimize the noise and visual impacts resulting from all development along the state highways.
- h. Require and support all efforts toward conservation and insect and disease control in private and public forest lands.

Growth and Development

It is a primary county goal to maintain and improve the character and quality of life in the county as growth occurs, to understand and anticipate the consequences of growth and development, and to plan for a desirable type of growth.

In order to achieve this goal, the county has enacted the following policies and objectives:

- a. Provide for evaluation and modification of development proposals in order to minimize negative environmental, social, cultural and fiscal impacts.
- b. Require new development to pay for the capital costs associated with its demands on county services.
- c. Establish the desirable areas for growth.
- d. Strengthen existing subdivision and development regulations.
- e. Discourage residential and urban sprawl, and encourage cluster development.
- f. Ensure that land is not committed to any use and no use is initiated without adequate evidence that a water supply of adequate quantity, quality, pressure and dependability is available to support the use intended and to provide fire protection.
- g. Preserve the economic viability of agricultural lands and operations to ensure that large tracts of land now committed to agriculture uses be preserved where practical.
- h. Encourage energy conservation in all phases of growth and development.

Community Appearance and Design

As a community grows, the need for attention to the community appearance increases if an attractive community is to be maintained. It is a goal to create and maintain an attractive and pleasing living environment which compliments the existing community while offering new possibilities to enlarge the peoples interests and needs.

In order to achieve this goal, the county has enacted the following policies and objectives:

- a. Require building designs that enhance the appearance of the community.
- b. Require landscaping in all new development, and encouragement of additional and/or improved landscaping in various areas of the county.

- c. Encourage maintenance, improvement and rehabilitation of existing dilapidated buildings and sites.
- d. Encourage efforts to establish a sense of community character and retain and maintain historic buildings and sites...
- e. Refine programs for elimination of visual pollution resulting from signs, outdoor storage areas, trash collection, etc.
- f. Encourage public building designs which are compatible with the character of the community.
- g. Evaluate the character of the urban areas within the county with a goal of improving the total impact of inappropriate lighting, signs, landscaping, parking, traffic patterns, and walkways.

Economic Base

Develop a stable, diversified, year-round economic base. Realizing that a stable economy is a necessary ingredient in the well-being of the county, it is a goal of the county to maintain a healthy and progressive economic base which provides for the future needs of the county and its citizens. This may be in conflict with the preservation of the environmental quality of life, and where conflicts exist they should be evaluated in a comprehensive manner.

In order to achieve this goal, the county has enacted the following policies and objectives:

- a. Encourage the development of economic activities which will provide employment opportunities for area residents.
- b. Encourage and support high quality tourist activities, facilities and services.
- c. Encourage the development of those activities which will tend to stabilize the county's economic base.
- d. Require that new commercial developments are compatible with the surrounding land uses and the character of the area.
- a. Prohibit the development of strip commercial areas along roadways and entrances to the towns, yet recognize that the commercial establishments intended for use by travelers should be accessible to the highway; and

encourage the development of compact, rather than sprawling, highway commercial areas.

Residential Development/Housing Alternatives

The county is primarily rural in nature and should continue as such into the future. Because of its location to the Front Range and Summit County, and the lack of significant employment opportunities in the area, the county has many commuters and second home residents. There are problems inherent in both of these characteristics; lack of neighborhood and community identity; absence of common goals and interests among the residents; increased traffic to and out of the county; vacant buildings during significant parts of the year; inadequacy of housing for lower-income families; and substantial effects on the county's economy and life style. It is a goal of the county that residential development which does occur should meet the county's needs in both quantity and quality of housing, promote neighborhood identification and encourage compatible and attractive living environments.

In order to achieve this goal, the county has enacted the following policies and objectives:

- a. Encourage residential developments which offer both neighborhood and community identification to both the full-time and part-time residents.
- b. Require developers to build a variety of housing types which meet the needs of all age and income groups.
- c. Assure compatibility among various housing types; single-family homes, condominiums, and rental apartments.
- d. Where appropriate, require the maintenance and upgrading of existing housing.

Transportation

A goal of the county is to provide for safe and efficient circulation systems which meet the needs of both residents and visitors, respects the pedestrian and bicyclist, and remains compatible with the character of the county.

In order to achieve this goal, the county has enacted the following policies and objectives:

- a. Encourage, protect, and respect the rights of the pedestrian.
- b. Encourage the use of the bicycle for recreational and local transportation

needs.

- c. Improve streets and sidewalks, especially in the more heavily traveled areas, for the benefit of both drivers and pedestrians inside urban growth areas.
- d. Provide for adequate off-street parking to avoid conflicts with adjacent areas.
- e. Ensure that future development does not create traffic volumes or patterns which will create traffic hazards.
- f. Encourage development of a county-wide mass transportation system.

Open Space/Recreation

In spite of its location in and near some of the state's best outdoor recreation areas, the county lacks some of the facilities necessary for local recreational activities for its residents and visitors. It is a goal of the county to develop recreational resources within the county to meet the needs of all age and interest groups.

In order to achieve this goal, the county has enacted the following policies and objectives:

- a. Involvement of the citizenry in planning for, creating and maintaining recreation programs, improvements and facilities.
- b. Require new developments to provide open space within or near the development based upon the needs generated by the development.
- c. Encourage increased recreational programs for all age groups including senior citizens.
- d. Maintain and enhance fish and wildlife habitats, and conflicts with winter ranges and calving grounds should be avoided. Development shall not contribute to degradation of stream water quantity or quality.

Government/Citizen Participation

The success of local government in providing efficient and effective services and facilities to keep pace with the county's needs depends to a large extent on the attitude, support and acceptance of the citizens. A fundamental goal of the county is that local government should operate efficiently and effectively by responding to the changing demands of the county through competent and decisive local leadership and meaningful

citizens participation.

In order to achieve this goal, the county has enacted the following polices and objectives:

- a. Encouragement and solicitation of citizen participation and involvement in government decision-making.
- b. Continued communication with the public as to how and why decisions are made.
- c. Encouragement and support of the cooperation with and among other governmental bodies also having common interests in the area; School districts, the county and nearby communities, the state and federal agencies.
- d. Development of continuity and consistency in policies, ordinances and programs and revising of all codes and polices for providing consistent support for the area's goals.
- e. Development of revenue sources which will keep pace with growth and which will minimize or eliminate the fiscal burden caused by rapid growth on the existing resident.
- f. Maintain capital improvement program which establish the funding priorities and specific improvements of public facilities that are viewed as desirable or needed by the citizens.

Education

Education and educational opportunities are an important component of the fabric of Grand County. Maintenance and improvement of the education system within the county, including the creation of educational opportunities past the high school level for both vocational and academic endeavors are critical goals for the county to strive for, as these opportunities can improve the ability of Grand County citizens to find new jobs and improve their chances for employment advancements.

In order to achieve this goal, the county has enacted the following policies and objectives:

2. The county should continue to assist the school district in maintaining and acquiring future school sites at the lowest possible costs in conformance with the county's desired growth patterns.

3. New schools should be located adjacent to proposed open space, green ways and neighborhood parks wherever possible to allow for shared use of the facilities, and should generally be located within town's designated growth areas where urban level services and facilities are available, and transportation and emergency services can be provided in a cost efficient and energy efficient manner.
4. The county and towns should work together to promote wherever possible the creation of additional post high school educational opportunities, including additional academic courses, and vocational training aimed at meeting the existing employment needs within the county.
5. Land required for primary and secondary school facilities should be dedicated or reserved as per county and town subdivision regulations and all governmental agencies should take the future needs for school facilities into consideration when reviewing subdivision applications.

MUNICIPAL GOALS AND OBJECTIVES

While the areas within each municipality's corporate limits are not the responsibility of the county to plan for, nor administer there are overlapping issues and goals between municipalities and the county that should be addressed as a component of this master plan. To determine where the county and municipalities have common goals and interests, the basic goals and objectives of each community (as adopted in the Grand County Strategic Growth Plan) are presented here in order to provide a framework from which to create an implementation program that works county wide.

Towns of Winter Park/Fraser

In the Winter Park/Fraser area there appears to be two primary issues: preserving the character of the area and controlling future development. During the preparation of the strategic growth plan citizen's committee members believed that growth would continue, and felt that the quality of future development would be instrumental in preserving the character of the Fraser Valley. Goals that Winter Park and Fraser felt were important were as follows:

- Preserve and protect the environment including water quality, air quality, wildlife habitat and vegetation.
- Preserve and protect open space, unique view characteristics, access to public lands and irreplaceable scenic assets.

- Maintain a sense of community within the framework of long range development goals.
- Ensure sustainable economic conditions for present and future residents of the Fraser Valley.
- Maintain and develop suitable transportation, infrastructure and communication systems.
- Develop and maintain a housing base, which is attainable by, and affordable to, permanent and seasonal residents across a wide range of economic means and accommodation preferences.
- Plan for and develop high quality educational opportunities.
- Coordinate governments working together.

Town of Granby

Growth management goals set forth by the Town of Granby residents reflect a town that has a strong sense of community and is proud of its image and character. Four goals address economic concerns, two goals deal with recreation opportunities that would generate more tourist dollars, and three goals respond to a desire for additional environmental or visual protection. While many municipalities focused on character preservation and open space acquisition, Granby participants acknowledged the need for specific policies regarding growth management and funding sources.

- Joint development review for a 3-mile area surrounding town.
- Encourage annexation of existing commercial uses at perimeter of town.
- Maintain rural character.
- Improve water quality.
- Create accessible open space trail system.
- Encourage large employers to assume additional responsibility for employee housing.
- Explore potential of lodging tax.
- Encourage the market for 'Eco-Tourism'.

- Maintain and enhance the visual quality of the commercial core.

Town of Grand Lake

A majority of the goals identified for the Town of Grand Lake relate to an extension of the tourism/service economic base and seek to ensure that the flavor and character of the town and its immediate environs are protected from uncontrolled growth. Issues and concerns raised in the community workshops reveal a desire by residents to see the community grow in a responsible manner while protecting the natural resources vital to a tourism-based economy.

- Maintain sensitivity for the type and amount of development that occurs on the south shore of Grand Lake.
- Protect view corridors of the surrounding mountains.
- Protect the environment.
- Enhance the quality of future private development.
- Reduce the net impact of new development.
- Maintain the “rustic flavor” and character of Grand Lake
- Maintain sensitivity for the type and amount of development that occurs on the south shore of Grand Lake.
- Balance the protection of wildlife habitat with opportunities for rural development.
- Explore the possibility of cluster development zoning.
- Promote diversity: housing, economic, age.
- Maintain a high level of fire protection.
- Protect water capacity and quality.
- Protect natural quality of the night sky.

Town of Hot Sulphur Springs

The small town of Hot Sulphur Springs contains a number of historic buildings that define the unique character and image of the area. Residents expressed concern regarding

the preservation of both the existing built environment and the adjacent rural landscape, primarily at the entrance to the community and the adjacent hillsides. One concern in Hot Sulphur Springs is infill of the existing downtown core and the integration of new development with existing commercial and residential buildings, but the primary issue in the community is maintaining the community's existing small town, rural character.

- Maintain the town's rural character
- Preserve meadows and open space along Highway 40, east of the community.
- Focus limited development on infill lots within the existing town.
- Maintain a strong 'Gateway Image' into town.
- Promote joint development review within a 3-mile area surrounding the town.
- Create design standards for downtown.
- Preserve the character of the hillsides that surround the community.

Town of Kremmling

Although Kremmling is a regional hub for hunters and outfitters during the hunting season, the town does not experience the influx of tourists like other municipalities in Grand County. The closing of the Louisiana-Pacific wafer board plant resulted in the loss of many jobs. Although participating residents voiced concern regarding environmental issues, many felt that physical improvements to the downtown core and the further promotion of light industrial development would provide economic stability and opportunity, rather than continuing to rely on jobs in Summit County.

- Improve the overall character of downtown.
- Provide additional recreation facilities.
- Identify future infrastructure improvements.
- Maintain open space & agricultural/ranching land uses.
- Promote attainable housing development.
- Seek economic development and job creation for a broad range of the existing population.

Chapter

4

Strategic Growth Strategies and Implementation Actions

OVERVIEW OF IMPLEMENTATION PROGRAM

From the county wide and town community workshops and public opinion survey conducted during the creation of the Grand County Strategic Growth Plan, a number of key goals emerged to provide a foundation for building an effective growth strategy, and thus an effective implementation program as well. These were previously identified and included the following:

- Maintain open space and wildlife habitat throughout the county.
- Protect the county's rural character, existing ranching economy and culture while enhancing and maintaining the general county economy.
- Improve the quality of new development and minimize its impact to the natural environment.
- Target new development to suitable land in and around towns and existing development areas such as Tabernash, Silver Creek, and Winter Park Ranch.
- Promote a range of attainable housing choices for all citizens.
- Ensure that new development is served by adequate infrastructure such as roads, water and sewer.

Residents of the county and the towns examined a number of tools suggested by

the consulting team to accomplish these goals as development occurs. Based on those discussions, the consultants recommended a growth strategy employing six primary implementation tools. These tools need to be considered as a package and not adopted piecemeal. If adopted piecemeal, they will not be effective in the long run.

The key to the growth strategy recommended here is, to every extent possible, to focus most new residential and commercial development to previously built-up areas with existing services and to designated growth areas. This will not only help invigorate the towns that generally have municipal services (roads, water, sewage treatment, fire protection, etc.) more readily available than rural county areas, but will diminish the pressure for rural land residential subdivision. Intergovernmental cooperation will be key to making this approach work. Additionally, supplemental tools such as development bonuses to reward quality, sensitive development in rural areas and a back-up acquisition fund to purchase land in certain circumstances are recommended.

The six primary tools are set forth below, and a number of subsidiary tools and recommendations are discussed in the body of the Grand County Strategic Growth Plan.

- Target development to growth areas.
- Draft and sign a town/county inter-governmental planning and annexation agreement.
- Enact enhanced development review standards.
- Revise or create open space dedication requirements and bonuses.
- Establish permanent open space acquisition fund.
- Enact adequate public facilities ordinances.

These six tools formed the basis for additional discussions by the Grand County Planning Commission, and allowed the planning commission to expound on these goals and further refine them into ten growth strategies, which are presented below.

GROWTH STRATEGY RECOMMENDATIONS FOR GRAND COUNTY

Within the Grand County Strategic Growth Plan a more comprehensive evaluation and discussion of potential growth strategies was provided than is provided within this plan. The growth strategies provided below are based on those initially included in the strategic growth plan, and the six primary tools outlined above, but have been modified and updated based on additional discussions at the Grand County Planning Commission

during the fall of 1997 to recognize the most current desires and needs of the county and it's citizens. For a more comprehensive discussion of various tools available to manage growth and its impacts on Grand County one should refer to the "Grand County Strategic Growth Plan."

The following growth strategies and implementation actions should be considered as tools to implement the goals and vision of the master plan and will help guide future planning efforts within Grand County. A matrix, identified as Table 'B', is provided within this chapter outlining all adopted implementation actions by the Grand County Planning Commission.

Growth Strategy No. C-1

Target urban density residential development and most commercial and industrial development within designated growth areas around the existing towns and established growth areas (Tabernash and Silver Creek).

Implementation Actions

1. Target urban density residential development (greater than 1 unit per 2 acres) to towns and county growth areas where urban facilities and services are more readily available.
2. Amend zoning resolution to allow PUD's only in non-Forestry/Open Districts.
3. Create joint town/county plans and annexation requirements for all future urban subdivisions and commercial/industrial development within these areas.
4. Restrict location of most commercial development (FOR EXAMPLE, medical offices, motels and special uses) to towns through zoning text amendments when appropriate. Require central water/sewer for most commercial development. Allow guest ranches, fishing lodges, resource extraction and other rural type commercial/industrial uses by special permit outside town growth areas. Where commercial or tourist uses and or zoning are present within designated county growth areas (Such as Tabernash or Silver Creek), expansion of these uses or zoning designations is highly discouraged. If rezonings are allowed, they shall only be allowed when they meet the following criteria at a minimum:
 - The proposed rezoning is consistent with the overall direction and intent of the relevant Master Plan.

- The proposed rezoning is compatible with the present area development, and will not have significant adverse impacts on the surrounding area, with consideration given to traffic circulation patterns, transportation, sewer and water service, ground water, noise, glare, or other similar issues.
- The proposed rezoning is consistent with public health, safety, and welfare, as well as efficiency and economy in the use of land and its resources.
- Is justified either by the fact that the original zoning was in error, changes in conditions in the vicinity, or changes in the county's overall development policy.

Where rezonings are allowed the county should require any and all measures necessary to mitigate potential adverse impacts to the area, including landscaping improvements, buffer yards, access limitations, building design criteria and other such conditions necessary to preserve the health, safety, and welfare of the community.

5. Discourage water/sewer line extensions outside growth boundaries or other designated growth areas.
6. Restrict/prohibit inappropriate commercial uses (FOR EXAMPLE, medical offices, hotels, etc.) in Forestry/Open Zone District and other areas outside town growth areas. Golf courses permitted in all zones subject to special use permit review.

Growth Strategy No. C-2

Take steps to encourage provision of attainable housing.

Implementation Actions

1. Take steps to encourage provision of attainable housing, FOR EXAMPLE, but not limited to the following:
 - Require as part of development and annexation agreements set aside of specified percentage of units as deed-restricted attainable housing.
 - Adopt housing linkage program or establish fees in lieu of for large-scale commercial/recreational development to require provision of attainable housing.

Growth Strategy No. C-3

Create lower maximum net density requirements in Forestry and Open District. Consider using performance zone concept to encourage creative site layout that maximizes preservation of open space, wildlife habitat and active ranch land.

Implementation Actions

1. Adopt Forestry/Open (F&O) Performance Zone Concept.
 - Use criteria weighted at 5 points each. FOR EXAMPLE, but not limited to the following:
 - No buildings on ridge lines
 - Structure placed in trees rather than meadows
 - Mitigate wildlife issues
 - Additional open space (40%)
 - Central Water
 - Central Sewer
 - Density Allowed:
 - (1) DU per 10 acres: 30 points plus
 - (1) DU per 20 acres: 15-29 points
 - (1) DU per 30 acres: 5-14 points
2. Explore limited Transfer Development Rights system (TDR) for use in targeted situations to assist ranchers. Sending areas limited to active ranch/farmland only. Receiving areas would be all tourist/second home development where use of TDR's to secure increased densities would be mandatory.
3. Retain Subdivision Exemption; greatly improve process standards and criteria. Apply performance zoning concept.
 - 1) Enact performance overlay regulations and new subdivision regulations to

apply to all new residential development to preserve open space (FOR EXAMPLE, but not limited to the following; ridge line protection, maximum site disturbance, vegetation protection, erosion/sedimentation control, view protection, and 30 - 150 feet minimum stream setback).

1. Maintain and/or promote reasonable access to public lands for recreation, grazing, timber and similar purposes.
2. Formalize county quality development requirements with regard to residential and commercial development (FOR EXAMPLE, but not limited to ridge line protection, site design, night lighting standards and other quality development standards to zoning regulations).

Growth Strategy No. C-4

Add natural area protection regulations to the development review standards contained in the zoning regulations and to the subdivision design standards of the subdivision regulations.

Implementation Actions

1. Private open space; Add provision to zoning and subdivision regulations establishing a limit on the amount of land that can be disturbed on any site (FOR EXAMPLE, 5% of 10,000 square feet) with the rest being set aside as private open space including parks and trails. Maintain current minimum 20% private open space set aside requirement in subdivision regulations, but define open space to include flood channels and detention ponds. Establish criteria within subdivision regulations to permit county to identify critical habitat, sensitive environmental areas that should be protected by designation as private open space.
2. Encourage preservation of meadows between Fraser and Tabernash. In addition, identify other critical areas along roadway corridors that may be important to preserve.
3. Retain Subdivision Exemption; greatly improve process standards and criteria. Apply performance zoning concept.
4. Enact performance overlay regulations and new subdivision regulations to apply to all new residential development to preserve open space (FOR EXAMPLE, but not limited to the following; ridge line protection, maximum site disturbance, vegetation protection, erosion/sedimentation control, view protection, and 30 - 150 feet minimum stream setback).

5. Add specific development review criteria regarding protection of wildlife habitat to zoning regulations (FOR EXAMPLE, do not fragment large patches of intact habitat with roads; prohibit fences in migration corridors).
6. Maintain prohibition of billboards and other large off-premise advertising signs.
 - i. Develop design standards with specific requirements for view protection, vegetation preservation, landscaping, etc; and extend to varying county regions when and where needed. Production agriculture will not be affected by this implementation action or any regulation adopted to support this implementation action.

Growth Strategy No. C-5

Redefine ‘Open Space’ and how it is acquired.

Implementation Actions

1. Establish dedicated open space acquisition fund. Explore using public and private sources to fund. Support existing local land trust with operating funding and utilize land dedication process where feasible.



2. Enact performance overlay regulations and new subdivision regulations to apply to all new residential development to preserve open space (FOR EXAMPLE, but not limited to the following; ridge line protection, maximum site disturbance, vegetation protection, erosion/sedimentation control, view protection and 30 - 150 feet minimum stream setback).
3. Restrict/prohibit inappropriate commercial uses (FOR EXAMPLE, medical offices, hotels, etc.) in Forestry/Open Zone District and other areas outside town growth areas. Golf courses permitted in all zones subject to special use permit review.

4. Add specific development review criteria regarding protection of wildlife habitat to zoning regulations (FOR EXAMPLE, do not fragment large patches of intact habitat with roads; prohibit fences in migration corridors).

Growth Strategy No. C-6

Adopt an open space plan that contains establishment of an open space fund as a component for implementation of the open space plan.

Implementation Actions

1. Public Open Space; Develop county wide open space/trails plan (including towns) upon which to base public land dedication requirements. Add provision to allow fees-in-lieu of land dedication. Require public open space dedication in all development agreements or fees-in-lieu of program in proportion to need created by new development.
2. Establish dedicated open space acquisition fund. Explore using public and private sources to fund. Support existing local land trust with operating funding and utilize land dedication process where feasible.
3. Enact performance overlay regulations and new subdivision regulations to apply to all new residential development to preserve open space (FOR EXAMPLE, but not limited to the following; ridge line protection, maximum site disturbance, vegetation protection, erosion/sedimentation control, view protection, and 30 - 150 feet minimum stream setback).

Growth Strategy No. C-7

Take steps to protect production agricultural activities relevant to land use.

Implementation Actions

1. Explore limited Transfer Development Rights system for use in targeted situations to assist rancher. Sending areas limited to active ranch/farmland only. Receiving areas would be all tourist/second home development where use of TDR's to secure increased densities would be mandatory.
2. Take steps to limit activities that interfere with production agriculture SUCH AS, but not limited to the following:
 - Restrict non-rural commercial uses in rural areas.

- Apply Performance Zone Concept plus additional care to developments near production agriculture.
- Review Right to Farm Bill.

Growth Strategy No. C-8

Expand and/or modify existing county design and site planning review standards to ensure quality development.



Implementation Actions

1. Amend subdivision regulations to prohibit road construction/grading, utilities and other improvements until final plat approval.
2. Enact performance overlay regulations and new subdivision regulations to apply to all new residential development to preserve open space (FOR EXAMPLE, but not limited to the following; ridge line protection, maximum site disturbance, vegetation protection, erosion/sedimentation control, view protection, and 30 - 150 feet minimum stream setback).
3. Add specific development review criteria regarding protection of wildlife habitat to zoning regulations (FOR EXAMPLE, do not fragment large patches of intact habitat with roads; prohibit fences in migration corridors)
4. Formalize county quality development requirements with regard to residential and commercial development (FOR EXAMPLE, but not limited to ridge line protection, site design, night lighting standards and other quality development standards to zoning regulations).
5. Maintain prohibition of billboards and other large off-premise advertising signs.

6. Develop design standards with specific requirements for view protection, vegetation preservation, landscaping, etc; and extend to varying county regions when and where needed. Production agriculture will not be affected by this implementation action or any regulation adopted to support this implementation action.

Growth Strategy No. C-9

The county and towns should adopt consistent subdivision improvement standards for roads, sidewalks, landscaping and similar items to govern all development within the community growth areas.

Implementation Actions

1. Amend subdivision regulations to prohibit road construction/grading, utilities and other improvements until final plat approval.
2. Adopt consistent county/town improvement and/or design standards for all development within town growth areas (FOR EXAMPLE, roads, sidewalks, landscaping, etc.) Applicable to individual IGA's with each town.
3. Draft improved grading/erosion control/storm water management regulations as recommended by NWCCOG, but add more specific requirements for permit review such as:
 - Make golf courses a use permitted by special review and adopt standards to prevent runoff of nutrients, pesticides, etc. (FOR EXAMPLE, Audubon Design).
 - Prevent stream bed/wetland disturbance or require mitigation. Maintain appropriate riparian setbacks. Limit maximum area of disturbance on building site.
 - Prohibit building/development on slopes in excess of 30%

b. Utilize authorities to address pollution and water quality problems linked to specific infiltration, and point and non-point discharges.

Growth Strategy No. C-10

The county and towns should take steps to maintain and improve the air quality and

water quality and quantity in rivers and streams throughout Grand County.

Implementation Actions

- a. Take steps to retain and protect existing water rights for use in county. Negotiate with water diverters to this end. Explore all options SUCH AS, but not limited to Water Bank Concept.
6. Draft improved grading/erosion control/storm water management regulations as recommended by NWCCOG, but add more specific requirements for permit review such as:



- Make golf courses a use permitted by special review and adopt standards to prevent runoff of nutrients, pesticides, etc. (FOR EXAMPLE, Audubon Design).
- Prevent stream bed/wetland disturbance or require mitigation. Maintain appropriate riparian setbacks. Limit maximum area of disturbances on building site.
- Prohibit building/development on slopes in excess of 30%.

3. Utilize authorities to address pollution and water quality problems linked to specific infiltration, and point and non-point discharges.

Chapter

5

Town and County Growth Areas

INTRODUCTION

The creation of Grand County's growth areas, and those for each town is one of the primary implementation actions necessary for the success of the Grand County Master Plan. To that end, the county and towns have adopted community growth areas.

COUNTY GROWTH AREAS

Growth areas identified within this plan, and within each town's master plans are generally intended to provide land for future growth in a manner where it can best be accommodated, and provided with necessary public facilities and services in an environmentally sensitive and fiscally responsible manner.

The criteria for establishing growth area boundaries is different for the county than for each town because the growth areas in the county are intended to serve a slightly different purpose than those for the towns.

In establishing the county growth areas the following criteria and factors were utilized:

- Recognize existing higher density residential areas within the county as potential growth areas, and allow for infill and limited expansions on a case by case basis.
- Recognize growth areas that are close to existing county urbanized centers, such as Tabernash, Silver Creek and Winter Park Ranch area.
- Establish new growth areas, or expansions of existing growth areas in areas of the county where a number of the following factors are

present:

- Easy access to the Colorado State Highway system.
- Existing adequate public facilities and services, or the ability to expand facilities easily.
- Natural features that are conducive to development, such as flat, or gently rolling topography, few or no wetlands or sensitive vegetation types, not within flood plains or riparian corridors, and within areas that are out of critical view corridors.
- Areas that were not critical to the migration patterns of wildlife, nor took away from critical winter range for wildlife.
- Provide enough land for limited development within the county to allow for a choice in housing types, lot sizes and residential subdivisions, while concentrating these areas in the most appropriate manner.
- Preserve Forestry & Open District by protecting agricultural lands, open space and sensitive environmental areas.
- Utilize property lines or rights of ways to establish the boundary, but when rights of ways, or property boundaries are not appropriate utilize natural features which may dominate the area, such as steep slopes, water courses, wetlands, flood plains, sensitive vegetation types and/or rivers

Grand County Growth Areas are indicated in the maps of Appendix B.

TOWN GROWTH AREAS

The factors used to identify growth areas for the towns were similar in nature, but different than those used to establish the county's growth areas. One primary difference between the county growth areas and those of the towns is that town growth areas need to provide adequate land for all types of uses (residential, commercial, and industrial), and not just land suited for residential development, as is the case with a majority of the county growth areas.

A key issue in creating these growth areas is where to draw the boundary. Two primary factors need to be considered: **(1) the need factor - how much land should be brought into these urban growth boundaries, and (2) the locational factor - where to draw the line.** In considering the need factor, towns need to make population projections, determine how much vacant land is needed to accommodate this growth (both residential

and non-residential) and what is already available for development. Adequate land must be provided for reasonable industrial, commercial and residential growth, particularly attainable housing. With regards to the location factors and where to draw the growth boundary, there are several primary considerations; **(1) protection of agricultural land, open space and sensitive environmental areas; (2) provision of cost-effective public services and (3) the efficient use of land.**

In establishing the town's growth areas the following criteria were utilized:

- Include all land located within a town's existing town limits.
- In general include existing land served by central sewer and water systems
- The town's growth areas should contain sufficient land to accommodate reasonable population growth over the next 10-20 years. Additionally, the land allocated for residential development should include adequate land for smaller lot (6,000 sq. ft.) single-family and multiple family units to encourage attainable housing where physically feasible.
- Include land that can be accessed from existing and future town streets and developed in a manner that meets town standards.
- Include those areas that allow for a mixture of housing types and expand the permanent population.
- Include those areas which help strengthen the economy of the community.
- The growth areas should not include production agricultural land, critical open space parcels, or sensitive environmental areas, but land that is suitable for future urban uses.
- Utilize property lines or rights of ways to establish the boundary, but when rights of ways or property boundaries are not appropriate, utilize natural features which may dominate the area, such as steep slopes, water courses, wetlands, flood plains, sensitive vegetation types and/or rivers.
- The growth area boundary should only include lands that are capable of being served by central sewer and water systems in a fiscally responsible manner.

- The growth area boundary should include existing commercial and industrial lands on the periphery of existing communities.
- In general do not include steep slopes nor U.S. Forest Service or Bureau of Land Management (BLM) land that should be preserved and maintained for recreation, wildlife habitat, water shed protection and as a natural backdrop for each town.

Utilizing the goals, objectives, criteria, and principles outlined above, each town has identified general areas adjacent to their communities that should be included within their growth boundaries. While each town will utilize similar criteria, each town is also unique and has unique goals and desires. Where their own comprehensive plans differ from these criteria that should be so noted in their plans, and those criteria or a modified set of criteria agreed to between the county and town as the determining factor in creating a particular boundary.

Inclusion within a boundary will define potential urban development, but it will not guarantee these areas will ever be annexed and developed, nor does it mean that other areas not included within the growth areas will not be included in the future and developed.

Town Growth Areas are indicated in the maps of Appendix C.

AREAS EXCLUDED FROM GROWTH BOUNDARIES

While it is likely that growth area boundaries, both Grand County's and town boundaries will be modified in the future as the county continues to grow, these boundaries will be utilized by all governmental entities as the basis for land use decisions in the near future.

Areas outside of growth boundaries will continue to be subject to existing and changing zoning regulations in much the same manner as they have been for the past two decades. The general goal for the future use of those areas outside of adopted growth areas is to continue to promote these areas as areas where rural development may occur, but only when accomplished in a manner where natural resources are preserved as well, including production agriculture.

It is important to note that no existing rights will be taken away by simply adopting this plan for anyone not within a growth area. Nor does the adoption of this plan provide anyone with any additional rights as well.

Chapter

6

Master Plan Amendments and Updates

INTRODUCTION

The master plan is a policy document that is used to guide the myriad of land use decisions affecting both the private and public sectors of Grand County. For the plan to function as an effective decision-making document, it must be flexible enough to weather changes in public attitudes, development technologies, economic forces, and legislative policy. In accordance with the planning process, the "Continuous Update" stage is intended to consider various amendments and revisions that keep the plan up-to-date. If this stage of the planning process is neglected there is danger that the Plan will become outdated and be ignored in the future.

Therefore, the master plan envisions two general types of plan amendments.

MASTER PLAN UPDATE

The first type is an overall update conducted every three to five years. This "Master Update" should provide for a thorough reanalysis of the entire plan, including a reevaluation of goals, updates of land-related elements, forecasts, and the reaffirmation of land use policies and proposals. The procedure involved in the "Master Update" should be consistent with the various stages of the planning process. This update is the responsibility of the public sector, in particular, the responsibility of the planning commission and county staff.

The county may also at their discretion entertain requests for modifications to various components of the plan, but only in September of each year, and after an applicant has paid a fee sufficient to cover the cost of evaluating the requested amendment.

These applicant initiated requests, the second type of amendment, shall only be granted if they

1. Conform with the Master Plan Goals and Policies, existing, or as amended from time to time.
2. Are compatible with existing and planned surrounding land uses.
3. Do not result in detrimental impacts to the existing or planned transportation system.
4. Do not place burdens upon existing or planned service capabilities.

GROWTH AREA BOUNDARY AMENDMENTS

The third type of amendment to the plan is that initiated by municipal legislative bodies that are concerned with the future expansions of their adopted Growth Area boundaries. The function of the Growth Area concept is to channel future urban growth into the designated geographic areas of Grand County that have the existing or planned facility-utility capability to meet the anticipated service demands generated by developed land uses. Circumstances may arise in the future where a governmental entity having jurisdiction over a Growth Area finds it necessary to expand the adopted boundaries. Included in these policies is the provision that Grand County has an interest in municipal plan amendments which result in the expansion of Growth Area boundaries into the surrounding lands under county jurisdiction. Therefore, pursuant to 31-23-106 C.R.S. 1973, as amended, and the adopted policies of municipal master plans, Grand County shall review the municipalities' proposed amendments and communicate its recommendation to the municipal planning commission. The recommendation by Grand County shall be based on the following general criteria:

Growth Area Amendment Criteria

1. Conformance with the goals and policies of the adopted municipal master plans.
2. Conformance with the goals and policies of the adopted Grand County Master Plan
3. The justification by the municipality that the proposed expansion is necessary from the standpoint of the supply of vacant land relative to the anticipated demand for urbanization, the capabilities of the municipal service systems to the proposed expanded growth area, and additional reasons of how the municipality will benefit from the proposed expansion.
4. The proposed growth area boundary meets the general criteria established within this plan for the creation of the existing boundaries.