



Department of Planning and Zoning  
Grand County Master Plan  
2011



Grand County Department of Planning and Zoning February 9, 2011



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**The Grand County Master Plan was adopted by the Grand County Planning Commission on \_\_\_\_\_, 2011 by Resolution No. \_\_\_\_\_.**

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## PLANNING APPROACH & CONTEXT



### BACKGROUND AND APPROACH

#### Scope and Purpose of the Plan Update

This document (the Plan Update) is being prepared as an update to the existing Grand County Master Plan (the 1998 Plan), adopted in 1998 by the Grand County Planning Commission. As was true of the 1998 Plan, this update to the master plan is created for “the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the county” (p. 2, 1998 Plan). The Plan Update sets forth a series of goals and strategies to effectively continue guiding future land use in Grand County in a manner consistent with a shared community vision. It also identifies opportunities for leveraging future development efforts such that they equitably maintain and improve existing levels of service and relevant infrastructural elements in addition to expanding other amenities for the benefit of the greater county-wide community. The Plan Update also provides a snapshot of existing land use patterns and updates demographic and economic trends since the 1998 Plan was developed using the most current state and federal data available. The Plan Update, including subsequent county policies, has been revisited to ensure that current values, needs and desires of the county citizenry as expressed through a series of public meetings and surveys in 2008-2009 have been appropriately integrated.

#### State Statutory Authority and the Role of the Planning Commission

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

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pressing issues, but also anticipated problems and possibilities of the future.

## Role of the Master Plan and Relationship to Other Land Use Documents

The relationship between a master plan and other land use-related planning and regulatory documents such as zoning regulations, subdivision regulations, and building codes is important to understand in order for a master plan to be effective. The master plan consists of broad-based land use goals, policies, and proposals intended to guide future development. Zoning and subdivision regulations, along with building code requirements, are much more specific and are regulatory in nature. They deal with exact boundaries of districts, specific permitted uses, 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 1998 Plan was 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 (adopted 1979). Relevant portions of those two documents, along with refinements that had been made by the Grand County Planning Commission and ‘Growth Area’ maps prepared by each community and the county, formed the basis for that 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 were adopted by reference as components of the Grand County Master Plan.

## GRAND COUNTY OVERVIEW

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 heritage to create an inviting, diverse and distinctive region known as Middle Park.



Looking up Colorado River from the Hot Springs, Middle Park, over the site of the prospective county seat of Grand County, to be known as Grand City. Grand County, Colorado. 1874. Photo courtesy of USGS.

Grand County was established on February 2, 1874. It was carved out of Summit County and contained land to the western and northern borders of the state, which is now in present day Moffat County and Routt County. Grand County was named after the Grand River, an old name for the Colorado River until 1921, which has its headwaters in the county. On January 29, 1877 Routt County was created and Grand County shrunk down to its current western boundary. When valuable minerals were found around Teller City in North Park, Grand County claimed the area as part of its county. Larimer County also made this claim and it took a decision by the Colorado Supreme Court in 1886 to declare North Park part of Larimer County, setting Grand County's northern boundary.

July 4, 1883 was a tragic day in the history of Grand County. The booming mine town of Grand Lake had managed to move the county seat from Hot Sulphur Springs a year earlier and there was growing animosity between the “lake” and “springs” residents. On that day, County Commissioners Barney Day and Edward P. Weber, supporters of the Grand lake move, had breakfast with County Clerk Thomas J. Dean. As the three left a hotel beside the lake, they were ambushed by four masked men. The three officials were instantly killed or later died of gunshot wounds, although one was able to fire back, killing one of the masked assailants. After the smoke cleared, it was determined that the perpetrators were John Mills



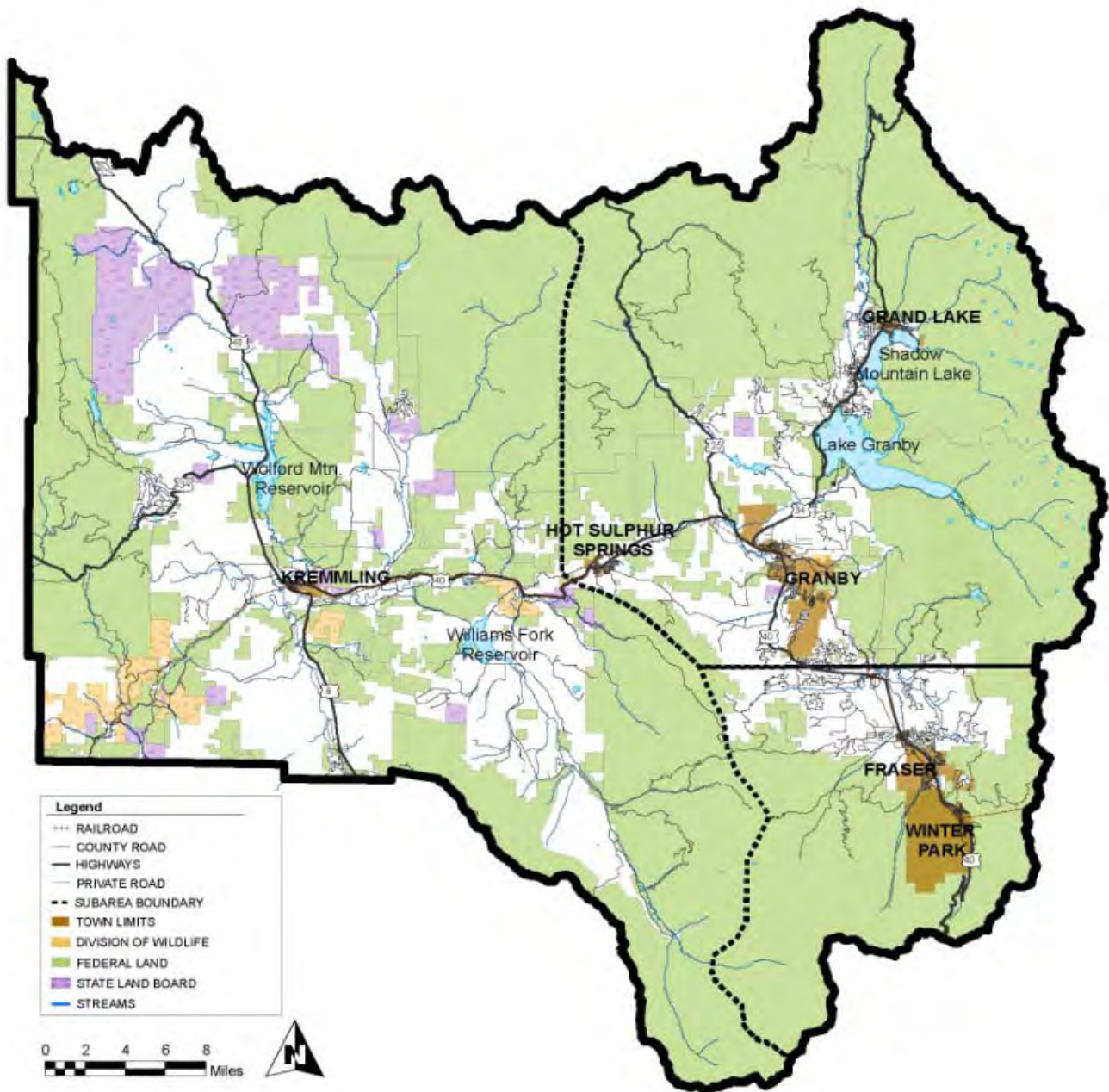
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(the 3rd County Commissioner), Sheriff Charles Royer, Undersheriff William Redman and his brother, Mann. Commissioner Mills was the masked assailant killed in the shootout, while the other three escaped. The sheriff and undersheriff quickly returned to Hot Sulphur Springs and shortly after, they were sent for to investigate the very crime they committed.

A few days later, Sheriff Royer took his own life at a hotel room in Georgetown. Undersheriff Redman disappeared shortly thereafter, and his body was found shot to death near the Utah border.

Ironically, the county seat was moved back to Hot Sulphur Springs in 1888 where it remains today.

### COUNTYWIDE MAP



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From the Ute Indians and early hunters and trappers, to the noted pioneers of the stagecoach, railroad, and mining, agriculture and recreation industries, Grand County's historical roots run deep and its diversity continues to define its character today.



**View in Middle Park, east from the mouth of the Blue River, looking up the broad, fertile valleys and graceful curves of the Colorado River. Grand County, Colorado. 1874. Photo courtesy of USGS.**

Grand County encompasses over 1,868 square miles. Nearly seventy five percent (75%) of its land is public and managed by the US Forest Service (USFS), the National Park Service (NPS), Bureau of Land Management (BLM), Colorado Division of Wildlife (CDOW) and the Colorado State Board of Land Commissioners. Private lands are generally located in the valleys and/or adjacent to county roads, highways, river corridors and drainages. Characterized primarily by hay meadows, riparian areas, sagebrush and/or timbered sloping hillsides, these lands tend to be more suitable for development and have historically supported early agricultural settlement and residential development.

The headwaters of the Colorado River is located in Grand County, as well as primary tributaries including the Blue River, Fraser River, Muddy Creek, Troublesome Creek, Willow Creek and the Williams Fork River. Many reservoirs are located along these tributaries, such as: Green Mountain Reservoir (Summit County), Lake Granby, Shadow Mountain Lake, Williams Fork Reservoir, Willow Creek Reservoir, Windy Gap Reservoir and

Wolford Mountain Reservoir. Grand Lake is also a tributary and is Colorado's largest natural lake.

Mountain ranges surround Grand County. Over 160 miles of the Continental Divide and portions of the Continental Divide Trail make up Grand County's north, south and eastern county boundary. Noted mountains and ranges include: the Front Range, Gore Range, Indian Peaks, Never Summer Mountains, Rabbit Ears Range, Vasquez Mountains and Williams Fork Mountains. Pettingell Peak is Grand County's highest point at an elevation of 13,553 feet. Much of Grand County's backcountry is designated wilderness, including: Byers Peak Wilderness, Indian Peaks Wilderness, Never Summer Wilderness, Sarvis Creek Wilderness, Vasquez Peak Wilderness, as well as the newly formed Rocky Mountain National Park Wilderness.

Although Grand County enjoys over 300 days of sunshine, weather can be severe. Depending on elevation, temperatures range from over 80°F in the summer to -40°F in the winter, with extreme daily temperature variations and temperature inversions. Annual snowfall can range from over 400 inches at locations such as Berthoud Pass and Rabbit Ears Pass, to less than 100 inches at lower elevations along the Colorado River near Radium.

Six incorporated Towns are located in Grand County: Town of Fraser, Town of Granby, Town of Grand Lake, Town of Hot Sulphur Springs, Town of Kremmling and Town of Winter Park. Unincorporated communities include: Parshall, Radium and Tabernash.

Grand County is a popular tourist and outdoor recreation destination for visitors of all ages. Activities and interests include: visiting Rocky Mountain National Park, driving over Trail Ridge Road, hiking, biking, camping, rafting and kayaking the Colorado River, fishing, hunting, horseback riding, boating and sailing, golfing and attending outdoor concerts and events. Winter Activities include: skiing at Winter Park Resort and SolVista, snowshoeing, cross country skiing, snowmobiling and ice fishing.



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## SUBAREA PLANNING APPROACH

One of the challenges of master planning at such a large, county-wide scale is addressing the diverse priorities, values and land use interests inherent to each part of the County, while achieving consensus among the stakeholders involved and the direction and priorities of the resulting plan document and policies. In an effort to accommodate these diverse areas and interests, the county has been divided into three Planning Subareas and made part of this Update. These Planning Subareas were delineated by the planning team at the very beginning of the process and used consistently throughout the process. As described in Chapter II, public meetings have been held in each subarea over the course of the project in order to obtain subarea specific information and input. In addition, these subareas are being used as a tool to further refine the planning approach and priorities for each of these subareas. The subareas are called the North, East and West Subareas. The North Subarea includes Grand Lake, Hot Sulphur Springs and Granby. The East Subarea includes Winter Park, Fraser and Tabernash. The West Subarea includes Kremmling and Parshall. The boundaries for each subarea are described further in the *Geographic Context* section that follows.

Grand County is diverse in terms of development and population; the eastern half of Grand County (the North and East Subareas) has seen more development and is more densely populated than the west. The pressures of rapid growth since the 1998 Plan have become increasingly visible in and around the towns and unincorporated communities, some of which is visibly located on ridges in contrast to the natural landscape and vegetation patterns. Much of this visibility is due in part to the mountain pine beetle epidemic and the loss of lodgepole pine trees. Scenic rural and agricultural lands that stretch between towns and unincorporated communities have also experienced piecemeal residential development. Grand County will continue to be challenged with accommodating growth and economic expansion, while preserving the visual qualities of its majestic landscape that draws people to visit, recreate and also live here.



## THE WEST SUBAREA

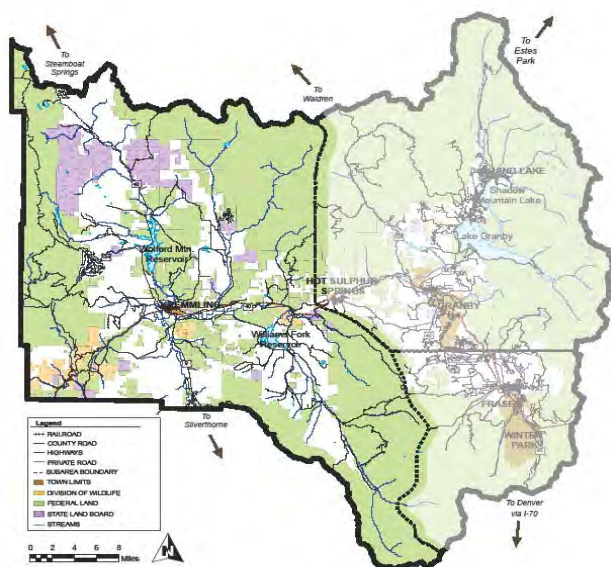
Western Grand County is primarily a rural and agricultural community and is a recreation destination known as the “sportsman’s paradise”. Key public lands and recreational areas include the Gore Range, the Williams Fork Mountains, the Blue River, the Colorado River, Gore Canyon, Muddy Creek, Williams Fork Reservoir and Wolford Mountain Reservoir. The public land managers include the Bureau of Land Management, Medicine Bow-Routt National Forest, Roosevelt Arapaho National Forest, Colorado Division of Wildlife and the Colorado Board of Land Commissioners. The Town of Kremmling is the sole incorporated town in the west subarea at the junction of State Highway 9 (Highway 9) and US Highway 40 (US 40). East of Kremmling, US 40 (Colorado River Headwaters National Scenic Byway) parallels the Colorado River approximately 14 miles upstream past the small unincorporated community of Parshall, through Byers Canyon and into the Town of Hot Sulphur Springs. This river corridor east of Kremmling is characterized by abundant open lands, primarily used for agriculture and recreation. This corridor offers nearly 4 miles of public gold medal fishing access on the Colorado River. South of Parshall, County Road 3 crosses the Colorado River near the Kemp/Breeze State Wildlife Area, and continues past Williams Fork Reservoir and up and over Ute Pass and intersecting State Highway 9 in Summit County.

Heading north of Kremmling, US 40 continues past the intersection of State Highway 134 and Wolford

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Mountain Reservoir, a Colorado River Water Conservation District project, generally following the Muddy Creek drainage north to Rabbit Ears Village, Muddy Pass, Rabbit Ears Pass and eventually into Routt County and the City of Steamboat Springs. The Muddy Creek corridor between Kremmling and Rabbit Ears Pass is primarily characterized by large ranches, open hay meadows and ample public land access. State Highway 134 intersects US 40 and heads west past Old Park and over Gore Pass to Toponas in Routt County.

### WEST SUBAREA MAP



State Highway 9 heads south out of Kremmling and into Summit County along a scenic corridor, adjacent to the Blue River. Blue Valley Acres is a small residential development located along Highway 9, near Green Mountain Reservoir and the county line. Just south of Kremmling, the Trough Road (County Road 1) is also designated as part of the Colorado River Headwaters National Scenic Byway and branches off of Highway 9 proceeding generally southwest toward State Bridge in Eagle County. Right before the county line (at Sheephorn Creek), there is a junction with County Road 11 that connects to the small railroad community of

Radium on the Colorado River. This area adjacent to the Trough Road is known as the Upper Colorado River and is a popular rafting and fishing destination.

### Town of Kremmling

Kremmling incorporated in 1904 and was named after Rudolph (Kare) Kremmling. The town is located in a high desert ecosystem near the mouth of the Blue River and Muddy Creek and their confluences with the Colorado River, distinguishing it from the other towns in the county. The bluffs immediately north of town provide a distinct visual “backdrop”, an icon historically associated with the town’s identity.

An identifiable downtown with a central park/plaza and a number of commercial services, industrial uses and community facilities provide Kremmling’s rural western character, in addition to the collection of historic residential neighborhoods close to downtown. One of Grand County’s two airports are located within Kremmling, as well as the county’s only extended care hospital. Several new shops and businesses have emerged in Kremmling since the 1998 Plan and have been influenced from factors such as: the influx of Summit County workers seeking more affordable housing, the expanded use of the airport, development of several large private land holdings on the periphery of Kremmling and overall service needs for tourists and recreationalists. In 2009, Kremmling received \$2 million in American Recovery and Reinvestment Act (ARRA) Funds for water system improvements.

### Parshall

Parshall is an unincorporated community located near the confluence of the Williams Fork River and the Colorado River, approximately 2.5 miles west of Byers Canyon. The community was named in 1905 after Ralph Parshall, an irrigation engineer and inventor of the famous Parshall flume. Parshall has a post office, fire station, church, tavern and a general store. Today, Parshall is a noted destination for fly fishing, as well as its guest ranches.





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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. As well, the 2006 Town Master Plan, municipal landscaping and summer gardens, highway widening and streetscape and park improvements within the Town have proven to be important enhancements to set the tone of development throughout the Town. In addition to the Visitor Center and shopping and restaurants downtown, Hideaway Park has become Winter Park's focal point. This town park is located adjacent to US 40 and includes a summer amphitheater, skatepark, playground, public restrooms and a winter groomed sledding hill.

### Town of Fraser



Often referred to as the icebox of the nation, Fraser was incorporated in 1953. The railroad played an important role in the history of the Fraser Valley, providing jobs, access and a means of transporting lumber out of the area. Fraser is the East Subarea's service center that has the uses and depth of a self sufficient community. Although Fraser has seen tremendous residential, second-home development since the 1998 Plan, the town hall, parks, elementary school, library, new recreation center and residential street grid give the town more of a local community flavor than that of a tourist town. With its setting along the Fraser River, the town has showcased this amenity and provided many diverse recreation opportunities along the river. In 2009, Fraser received \$652,255.00 in American Recovery and Reinvestment Act (ARRA) Funds for drinking water system improvements.

### Tabernash

Approximately five miles north of Fraser, along US 40, is the small unincorporated community of Tabernash. Tabernash was named in 1902 after the Ute Indian, Tabernash, who was shot near Junction Ranch in 1878. Tabernash is located adjacent to Fraser River and the confluences of Ranch Creek, Pole Creek and Crooked Creek, near the entrance of the Fraser Canyon. The community is a mixed-use of businesses and residential, both new and old, and includes a post office, fire station, general store and a restaurant/tavern.

The 1998 Plan identified this area as a County - Urban Growth Area due to its development potential and existing infrastructure. Tabernash has seen considerable growth since 1998, including local (and second home) residential development, as well as business redevelopment in and adjacent to its core. This growth has presented many challenges related to the differences in adjacent land uses. Community-scale planning may be warranted to seize the opportunity to plan for a vital community core, while addressing planning, zoning and infrastructure challenges with sustainable solutions.

### THE NORTH SUBAREA

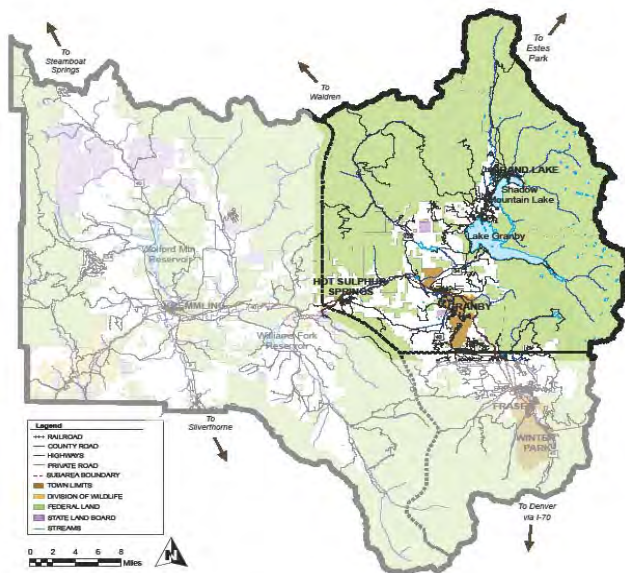
The boundary between the North Subarea and the East Subarea is located just beyond Tabernash at Red Dirt Hill. From here US 40 precedes north and



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into the Town of Granby. On the west of Granby, State Highway 34 intersects US 40 and heads north to Grand Lake and is designated as the Colorado River Headwaters National Scenic Byway (Scenic Byway). US 40 and the Scenic Byway continues west past Windy Gap and through the agricultural valley along the Colorado River into the historic town of Hot Sulphur Springs. At Windy Gap, State Highway 125 intersects US 40 and continues north, up and over Willow Creek Pass to Rand and Walden in Jackson County.

### NORTH SUBAREA MAP



### Town of Granby

The Town of Granby is centrally located between the Fraser Valley and the Three Lakes Area of the county and is the crossroads and service center of the county. Incorporated in 1905, Granby was named after attorney, Granby Hillyer, who helped lay out the town. Here, tourist services give way to a more community oriented mix of services and uses, primarily located along the Highway 40 corridor.

Granby is a well-balanced community with a variety of services, schools, churches,

civic/community facilities and parks and recreation amenities, including a soccer dome. Here, the dramatic scenic landscape is peripheral to a streetscape character that has adapted over time to accommodate highway uses while providing services for locals and tourists alike. 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. One of Grand County's two airports is located adjacent and east of Granby; it allows direct access and increases the potential for Granby to mature as the key service town of the county. The physical layout of Granby has more development depth off the Highway than most county towns, but the development pattern here remains piecemeal, with several opportunities for infill development in the town center. Since the 1998 Plan, the town has grown significantly with various annexations and residential and commercial development.

### Town of Hot Sulphur Springs



Nestled tightly at the entrance of Byers Canyon along US 40 and the Colorado River, Hot Sulphur Springs was founded in 1874, is the oldest town in Grand County and serves as the County Seat. The town is well known as a year-round destination for its historical mineral baths. The Town is a gateway to adjacent public lands and includes amenities such as Pioneer Park, a town-owned open space along the Colorado River that provides camping, fishing, trails and disc golf opportunities. Outlying residential lots have seen significant residential

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development since the last Plan, the majority of which are primary, local homes. In 2009, Hot Sulphur Springs received \$3.3 million in American Recovery and Reinvestment Act (ARRA) funds for improvements to their water system.

## Three Lakes Area

On the west side of Granby, Highway 34 heads north from Highway 40 through the Arapaho National Recreation Area past Lake Granby, Shadow Mountain Lake, and Grand Lake (commonly known as the Three Lakes Area) and into the Town of Grand Lake and 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 and is designated Colorado River Headwaters Scenic Byway. Many commercial services, primarily tourism related, have historically been located throughout the Highway 34 corridor within the Three Lakes Area. In cooperation with Rocky Mountain National Park and the US Forest Service, the design of development in this area has been regulated with County design guidelines (Three Lakes Design Review Area) since 1981. The guidelines have helped create a cohesive architectural character along the highway corridor that complements the forested, lakeside setting. Development has traditionally been nestled at or within the tree-line to create visual interest without contrasting with the natural environment. However, since the last Plan, this quality has been diminished due to the impact of the pine beetle and the loss of trees. Although the majority of development in the Three Lakes Area has become visible, its design and character remains complimentary.

## Town of Grand Lake

As its name implies, Grand Lake is located on the shores of Grand Lake and is a historic gateway to the West Entrance of Rocky Mountain National Park. Grand Lake was named Spirit Lake by the Ute because they believed the lake's cold waters to be the dwelling place of departed souls and avoided it. The town's western mountain character and design style are found in its numerous log cabins and clapboard buildings, wooden boardwalks and central town park. The scale, style, and

architectural similarity of building design contribute to the town's overall charm.



William Swartz Photography

Grand Lake is surrounded by an abundance of natural amenities and no longer is regarded as strictly a summer resort community. The popularity of the area with winter sports enthusiasts has made Grand Lake the Snowmobile Capital of Colorado and has contributed to the economy. 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 Rocky Mountain National Park. Development in the area is occurring from the town limits, and south along the highway to County Road 4.

The presence of Rocky Mountain National Park is felt throughout Grand Lake and the Three Lakes Area. 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, adds variety to the abundant outdoor sports opportunities.

## HISTORIC INFLUENCES ON THE COUNTY-WIDE LAND USE PATTERN

Berthoud Pass historically buffered the county from high impact tourism and moderated the growth rate in comparison with Summit, Eagle and Front Range



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counties up until the mid-1990's. Though there is great variety throughout the county, four key factors have influenced the general character of the county.

## The Highways

U.S. Highway 40 & State Highways 9 and 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.

## 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. In addition, a majority of the flatter, more buildable lands are privately owned.

## Economic Sustainability

Several towns in Grand County have established a character based on the industry they serve (i.e., Winter Park / Fraser and the ski industry and summer concerts. Granby and the service industry and summer/winter resort. Grand Lake and the summer resort / tourism and winter 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.

## A Changing Development Pattern

To date, most development in Grand County has occurred within or adjacent to the towns, with the exception of the Fraser Valley. Due to its proximity to Winter Park Resort, areas such as Winter Park Highlands, Tabernash, County Road 5 and County Road 50 corridors near Pole Creek and Crooked Creek have seen significant growth. This impact has begun to threaten the unique characteristics of the Fraser Valley. East Grand County has fewer large lot parcels remaining and, as a result, the development challenges differ from those in other parts of the County. West Grand County is experiencing the pressures of balancing residential housing needs created by its proximity to Summit County with recreational opportunities, without

compromising the natural environment or the rural agricultural lifestyle. Each town is unique, yet significantly bound to the entire county.

## DEMOGRAPHIC AND ECONOMIC CONTEXT

### Population Trends

Grand County's permanent population grew most quickly during the 1970's at an average rate of more than 8% per year, a rate of almost 3 times that of Colorado as a whole. This growth slowed dramatically in the 1980's with less than an average of 50 people per year newly calling Grand County home. The 1990's saw another influx of people with a rate of more than 5% per year, almost double the state average. This is a trend that has continued into the 2007 population estimates, particularly in the East Subarea.

Table 1-1: Countywide Population Trends

| Census Year | Population | Avg. Annual Increase | Population Colorado | Ave. Annual Increase |
|-------------|------------|----------------------|---------------------|----------------------|
| 1960        | 3,557      |                      | 1,753,947           |                      |
| 1970        | 4,107      | 1.50%                | 2,207,259           | 2.60%                |
| 1980        | 7,475      | 8.20%                | 2,889,964           | 3.00%                |
| 1990        | 7,966      | .60%                 | 3,294,394           | 1.40%                |
| 2000        | 12,442     | 5.60%                | 4,301,261           | 3.00%                |

Source: US Census Bureau

Much like the findings of the 1998 Plan, growth in unincorporated Grand County and the towns boosted the county's overall growth rate well above those of the state. In 2007, the State Demographer's Office estimated that the county's population had reached 14,383. The most recent population projections for the county forecast estimate growth to continue at a similar rate (between 2% and 3%) thru the year 2020 when the population is projected to be 20,322, adding close to another 6,000 residents to the county.

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Table 1-2: Population Trends by Town 2000-2007

|                     | April 2000 | July 2007 | % change |
|---------------------|------------|-----------|----------|
| Countywide          | 12,442     | 14,383    | 15.6%    |
| Fraser              | 910        | 1,151     | 26.4%    |
| Granby              | 1,525      | 1,922     | 26.0%    |
| Grand Lake          | 447        | 467       | 4.4%     |
| Hot Sulphur Springs | 521        | 611       | 17.2%    |
| Kremmling           | 1,578      | 1,626     | 3.0%     |
| Winter Park         | 662        | 883       | 33.3%    |
| Unincorp. Area      | 6,799      | 7,723     | 13.5%    |

Table 1-3 Median Age and Age Demographic Trends

| Year | Median Age | 0-14  | 15-24 | 25-44 | 45-64 | 65-70 |
|------|------------|-------|-------|-------|-------|-------|
| 1990 | 33.4       | 21.3% | 12.8% | 40.3% | 18.1% | 7.5%  |
| 1995 | 34.7       | 19.4% | 12.9% | 37.3% | 22.7% | 7.7%  |
| 2000 | 37.0       | 17.6% | 13.0% | 34.6% | 27.0% | 7.8%  |
| 2005 | 38.4       | 17.4% | 11.5% | 32.2% | 30.6% | 8.3%  |
| 2010 | 40.5       | 17.5% | 10.8% | 29.0% | 32.2% | 10.4% |
| 2015 | 41.6       | 17.3% | 10.8% | 27.5% | 30.5% | 13.8% |
| 2020 | 42.0       | 17.4% | 11.0% | 26.4% | 28.2% | 17.1% |
| 2025 | 41.8       | 17.4% | 11.0% | 26.0% | 26.4% | 19.3% |
| 2030 | 42.0       | 17.4% | 10.9% | 25.9% | 25.5% | 20.3% |

## Demographic Trends: Age

Grand County's population, like the rest of the nation, continues its shift toward an older demographic. As noted in the 1998 Plan, the median age in the county increased from 27.7 years in 1980 to 33.4 years in 1990. Since that time, the median has continued this significant shift, with a median age of 41.6 years projected in 2015. Over the next 15 years, to 2030, the median age should stabilize in the lower 40s, as should the 0 to 14 and 15-24 demographics. Forecasters are anticipating the 65+ demographic to double during that same time period with the 25 to 44 and 45 to 64 demographics decreasing somewhat significantly.

## Housing Trends

As of July 2007, Grand County had an estimated 15,222 housing units, an increase of almost 5,000 units or 50% since the 10,300 housing units

reported as of July 1994 in the 1998 Plan. The Department of Local Affairs estimates that 9,318 or 61% are not permanently occupied and are used primarily as second homes.

This is a phenomenon throughout the mountain resort community counties of the region. As such, the Northwest Colorado Council of Governments (NWCCOG) completed a study in 2004 to better understand these trends and aid local governments in their planning. Based on county assessor records, important information learned from this study related to housing includes:

- 63% of the housing stock in Grand County is not locally owned.
- 90% of the housing stock was valued at less than \$300,000.
- Nearly 60% of the units were single-family units and 40% were multi-family.



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Table 1-4 2007 Housing Estimates

|                                   | Jul 00<br>Census | Jul 07<br>Est. | Group<br>Qtrs<br>Pop | Household<br>Pop. | Pers.<br>Per<br>Hshld | Total<br>Hsg<br>Units | Occ. Hsg<br>Units Hsng. | Vacant<br>Unit | Vacancy<br>Rate |
|-----------------------------------|------------------|----------------|----------------------|-------------------|-----------------------|-----------------------|-------------------------|----------------|-----------------|
| Fraser                            | 910              | 1,151          | 3                    | 1,148             | 2.21                  | 904                   | 520                     | 384            | 42.48           |
| Granby                            | 1,525            | 1,922          | 24                   | 1,898             | 2.59                  | 904                   | 734                     | 170            | 18.81           |
| Grand Lake                        | 447              | 467            | 5                    | 462               | 2.03                  | 885                   | 228                     | 657            | 74.24           |
| Hot Sulphur<br>Springs            | 521              | 611            | 41                   | 570               | 2.46                  | 305                   | 232                     | 73             | 23.93           |
| Kremmling                         | 1,578            | 1,626          | 41                   | 1,585             | 2.58                  | 668                   | 615                     | 53             | 7.89            |
| Winter Park                       | 662              | 883            | 2                    | 881               | 2.06                  | 2,109                 | 427                     | 1,682          | 79.75           |
| Uninc. Area                       | 6,799            | 7,723          | 267                  | 7,456             | 2.37                  | 9,447                 | 3,148                   | 6,299          | 66.68           |
| <b>Total<br/>Grand<br/>County</b> | <b>12,442</b>    | <b>14,383</b>  | <b>383</b>           | <b>14,000</b>     | <b>2.37</b>           | <b>15,222</b>         | <b>5,904</b>            | <b>9,318</b>   | <b>61.37</b>    |

- Of those, 54% and 80% were second homes, respectively.
- More than 80% of the total housing stock have been built since 1970, more than 8,000 units.
- 32% of the second homes are used as rentals, with only 11% as full time rentals.
- 83% of second home owners use a personal vehicle to get there.
- 80% of these units are occupied more than 2 weeks but less than 90 days per year.

Home values in Grand County saw an increase of more than 60% between 1998 and 2004. As a comparison, during the same period, Eagle County saw an increase of approximately 75%, while Summit and Pitkin Counties saw an increase of about 45%.

According to the Cost of Living Differentials in Colorado: 2007 by Martha Sullins and Elizabeth Garner, Grand County had the 5<sup>th</sup> highest cost of living index (COLI) in the state. Increases in the cost of living are primarily driven by housing prices and resort setting, relative to other expenditure categories. Grand County housing costs are estimated to be 28.5% higher than the state average.

With higher than average costs and a median family income (MFI) below that of the state average, the residents of Grand County effectively have less purchasing power than those counties characterized by lower average incomes and lower average prices.

## Economic and Jobs Trends

There were over 10,000 jobs estimated within the county in 2007. While job growth continued at an average rate of 2% per year from 2001 to 2007, few sectors expanded significantly. Services and retail remained the dominant sectors continuing to account for the majority of jobs as also reported in the 1998 Plan. However, jobs in the construction sector grew by 30%. Government also continued to be a significant employer, providing 1 in 8 jobs in the county. While real estate saw a decline in jobs, business and professional services, a related sector, saw significant growth.

This job pattern seems to correlate with the county's "Primary Economic Driver" as described in NWCCOG's 2004 study. This figure is based on the estimated basic sales of \$603 million made in 2002. The study found that approximately 78.7% of these basic sales were made by second home owners and visitors during the winter and summer; while the remaining sales, almost 17%, were made by residents with less than 5% being driven otherwise.

## Chapter 1

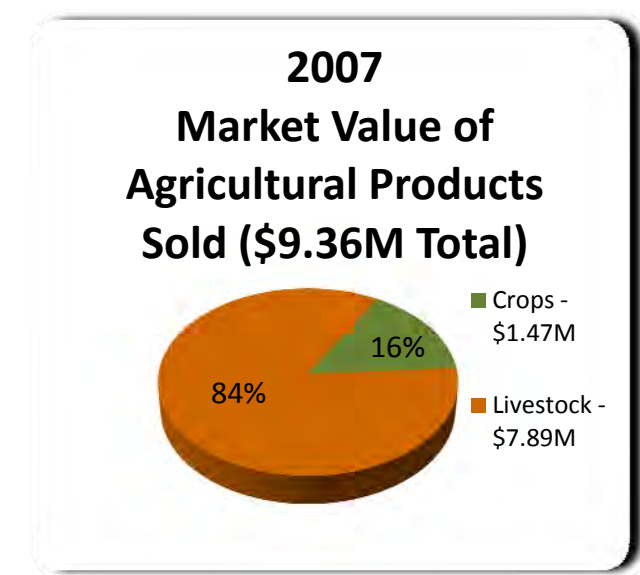
| Jobs by Sector – Grand County          | 2001  |       | 2005  |       | 2007   |       |
|--|-------|-------|-------|-------|--------|-------|
| Accommodation and food                 | 1,637 | 18.2% | 1,665 | 18.0% | 1,842  | 18.3% |
| Construction                           | 1,190 | 12.8% | 1,298 | 14.0% | 1,474  | 14.6% |
| Government                             | 1,127 | 12.2% | 1,208 | 13.0% | 1,260  | 12.5% |
| Arts, Recreation & Entertainment       | 1,250 | 13.5% | 1,033 | 11.1% | 1,098  | 10.9% |
| Retail Trade                           | ***   | -     | ***   | -     | 1,071  | 10.6% |
| Real estate                            | 826   | 8.9%  | 780   | 8.4%  | 750    | 7.4%  |
| Other services                         | ***   | -     | ***   | -     | 485    | 4.8%  |
| Professional and business services     | 310   | 3.3%  | 366   | 3.9%  | 470    | 4.7%  |
| Health Services                        | 247   | 2.7%  | 270   | 2.9%  | 291    | 2.9%  |
| Agriculture                            | ***   | -     | 252   | 2.7%  | 276    | 2.7%  |
| Admin and waste                        | 188   | 2.0   | 222   | 2.4%  | 269    | 2.7%  |
| Finance activities                     | ***   | -     | 207   | 2.2%  | 199    | 2.0%  |
| Transportation and warehousing         | 130   | 1.4%  | ***   | -     | 144    | 1.4%  |
| Manufacturing                          | 105   | 1.1%  | 125   | 1.3%  | 117    | 1.2%  |
| Information                            | ***   | -     | 67    | 0.7%  | 80     | 0.8%  |
| Wholesale trade                        | 65    | 0.7%  | 102   | 1.1%  | 78     | 0.8%  |
| Education                              | ***   | -     | 33    | 0.4%  | 30     | 0.3%  |
| Mining                                 | ***   | -     | ***   | -     | 29     | 0.3%  |
| Management of companies and enterprise | 3     | 0.0%  | 8     | 0.1%  | 6      | 0.1%  |
| Utilities                              | ***   | -     | ***   | 0.0   | ***    | -     |
| Total                                  | 8,973 |       | 9,274 |       | 10,075 |       |

Recreation based tourism and visitors play a major role in Grand County's economy and accounts for over 4,200 jobs in the county. This equates to 70% of the jobs being in the tourism-related sectors and largely dependent on outside dollars.

According to the "Economic Impacts of Hunting, Fishing and Wildlife Watching in Colorado (2008) by BBC Research and Consulting", over 5% of the total jobs in Grand County were associated with hunting, fishing or wildlife watching in 2007. These jobs are supported by an estimated \$49.2 million industry of direct and secondary spending in Grand County alone. Statewide, the total economic impacts of this industry exceeded \$1.8 billion in 2007.

With regard to production agriculture, the 2007 Census of Agriculture reported market value of total agricultural products sold was \$9.36 million, which was a 28% increase of over the reported \$7.29 million total in 2002. Crop sales of \$1.47

million (primarily hay) accounted for 16% and livestock sales of \$7.89 million accounted for 84% of the total reported market value of products sold.



Source: US Department of Agriculture



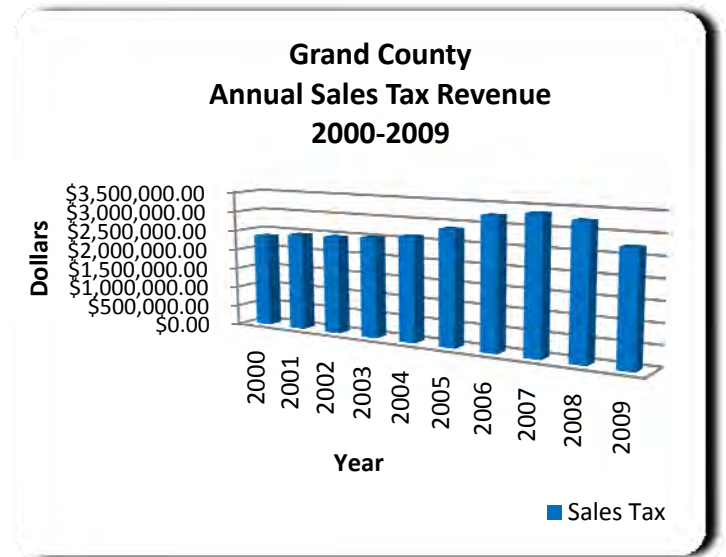
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## Today's Economic Conditions

Since 2007, the national economy has significantly impacted revenues and jobs throughout Grand County and the region. This economic downturn has impacted tourism based recreation and visitor spending and has had a direct affect on the county's economy, which relies heavily on outside dollars. Tourist related sectors, including but not limited to, recreation, food, lodging, retail, construction and real estate have been hit the hardest. This impact has resulted in significant reductions in sales tax revenue for the towns and county.

According to the State of Colorado Department of Labor & Employment, the unemployment rate in Grand County averaged between 2.5%-4.5% from 2000-2007. The unemployment rate increased from 2.7% in February 2007 to a sixteen year high of 8.3% in May 2009. The unemployment rate in Grand County fluctuates due to seasonal jobs and decreased to 5.9% by August 2009. However, the unemployment rate has steadily increased to over 8% by the end of April 2010; of approximately 9,106 workers, 8,364 were employed and 742 were unemployed. Statewide, the unemployment rate was 7.8% in April 2010, compared to a national average of 9.5%.

In addition to local economic impacts, the majority of the lodgepole pine within the county has been impacted by the mountain pine beetle. Since 1996, approximately 1.5 million acres of lodgepole pine have been infested in Colorado and nearly 553,000 acres has been infested in Grand County. The loss of trees and blow-down has presented numerous challenges, financial impacts, wildfire hazards and threats to recreation, tourism, economic value, water supply, power lines, utility corridors, microwave sites and overall public safety on both public and private property in Grand County.

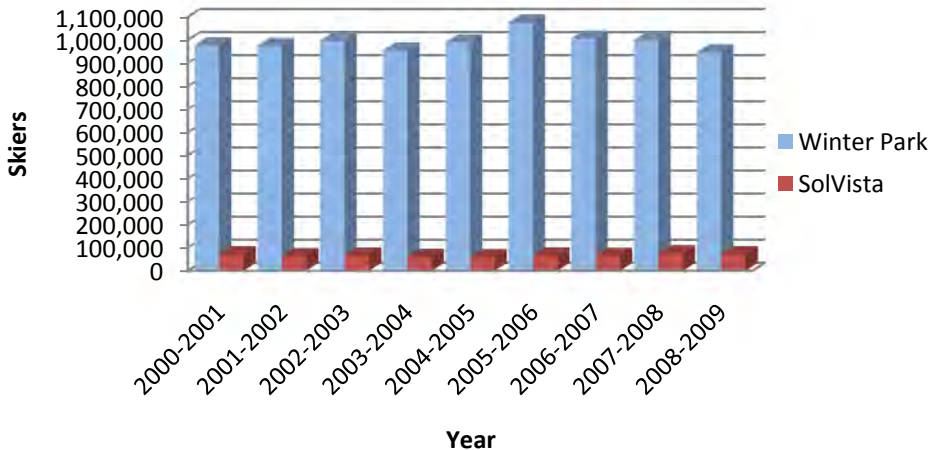


Source: Grand County Accounting Department



Infested lodgepole pine along Lake Granby

## Winter Park & SolVista Skier Visits 2000-2009



Source- Colorado Ski Country USA

Although the number of visits has remained constant, the duration, spending and type of visitor have changed. Destination visitors that typically spend more dollars while staying for an extended period of time have shifted to day visitors from close proximity to the Denver Metro Area and Front Range. This has also been reflected in the decline of skier visits.

In the last 10 years approximately 2,395 new single family dwelling building permits were issued. However, the recent economic downturn has also impacted construction and is reflective within the total valuation of and the number of single family, multi-family and commercial building permits issued within the last few years.

## Grand County Building Permits and Valuation 2000-2010\*(ytd)

| Single Family |                   |              | Multi-Family      |              | Commercial        |              | All Other         |              | Total                |                 |
|---------------|-------------------|--------------|-------------------|--------------|-------------------|--------------|-------------------|--------------|----------------------|-----------------|
| YEAR          | NUMBER OF PERMITS | VALUATION    | NUMBER OF PERMITS | VALUATION    | NUMBER OF PERMITS | VALUATION    | NUMBER OF PERMITS | VALUATION    | TOTAL PERMITS ISSUED | TOTAL VALUATION |
| 2000          | 288               | \$68,874,878 | 38                | \$33,697,441 | 23                | \$4,297,684  | 790               | \$14,813,776 | 1139                 | \$121,683,779   |
| 2001          | 301               | \$65,271,443 | 33                | \$24,620,938 | 18                | \$13,348,693 | 742               | \$6,742,995  | 1094                 | \$109,984,069   |
| 2002          | 318               | \$74,181,529 | 5                 | \$1,648,863  | 37                | \$6,057,698  | 735               | \$18,681,854 | 1095                 | \$100,569,944   |
| 2003          | 352               | \$84,342,054 | 12                | \$8,043,821  | 31                | \$5,597,393  | 682               | \$14,846,245 | 1077                 | \$112,829,513   |
| 2004          | 304               | \$78,532,775 | 1                 | \$608,039    | 29                | \$9,039,231  | 713               | \$12,434,665 | 1156                 | \$100,614,710   |
| 2005          | 250               | \$69,855,712 | 23                | \$13,705,358 | 42                | \$18,293,836 | 780               | \$50,262,225 | 1095                 | \$152,117,131   |
| 2006          | 228               | \$61,447,351 | 3                 | \$1,736,684  | 41                | \$9,307,957  | 868               | \$13,262,749 | 1140                 | \$85,724,741    |
| 2007          | 190               | \$48,950,167 | 6                 | \$4,650,882  | 36                | \$35,530,292 | 692               | \$23,464,849 | 924                  | \$112,596,190   |
| 2008          | 116               | \$26,987,537 | 6                 | \$4,951,434  | 10                | \$8,352,813  | 553               | \$2,396,317  | 695                  | \$42,688,101    |
| 2009          | 43                | \$14,552,697 | 1                 | \$365,631    | 8                 | \$2,891,583  | 479               | \$14,735,923 | 531                  | \$32,545,834    |

Commercial includes new construction and remodels. All Other includes re-roofs, additions, garages & remodels.  
Source: Grand County Building Department.



### Building a Planning Foundation



#### INTRODUCTION

The intent of this chapter is to summarize the depth of input received from citizens, town staff, districts, and the various jurisdictions and public land managers over the course of the public engagement process. This input has been used to form the foundations from which the plan elements and implementation strategies have been developed. Part 1 summarizes input from the towns. Part 2 is an in depth summary of the series of three rounds of public meetings held within each Subarea, as well as an overall county-wide open house to present the draft elements of the plan.

#### Part I – Input and Insights from Towns and Other Jurisdictions

In the spirit of exploring and expanding cooperative land use planning efforts for cross-jurisdictional issues and opportunities, input and insights were solicited from the Towns during this planning process. This included joint planning meetings with each town to discuss areas of mutual concern including growth areas and land use topics. Input received from towns is reflected in the development of the growth areas discussed in more detail in Chapter 3.

The 1998 Plan included discussion of municipal goals and objectives. The 1998 Plan noted that “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...in order to provide a framework from which to create an implementation program that works county wide” (p. 23, 1998 Plan). As such, towns were invited to revisit the goals and objectives enumerated in the 1998 Plan and revise them to reflect the current planning context under which they are operating. It should be noted that the goals from the 1998 Plan were those adopted in the Grand County Strategic Growth Plan. Input received from the towns follows.

#### Town of Fraser

The Town of Fraser Comprehensive Plan was updated in 2010 and is available at [www.frasercolorado.com](http://www.frasercolorado.com). The Plan provides a vision for the Town’s future and a way to coordinate legal, fiscal and administrative actions to achieve the following overall goals:

- Provide public services and safety;

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- Preserve, enhance and promote community values;
- Improve partnerships with the business community;
- Refine and implement growth management goals and strategies;
- Ensure environmental security, economic sustainability, and social well-being.

### Town of Granby

Land use planning-related goals set forth by the Town of Granby residents enumerated in the 1999 Plan reflect a town that has a strong sense of community and is proud of its image and character. Town staff ratified these goals as relevant still today.

- 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 in the 1998 Plan related to an extension of the tourism/service economic base and seek to ensure that the character of the town and its immediate environs are protected from uncontrolled growth. The Grand Lake master plan was updated in 2006 and is available at: <http://www.town.grand-lake.co.us/masterplan.htm>. There continues to be a desire by citizens to see the community grow in a responsible manner while protecting the natural resources vital to a tourism-based economy.

- Protect the environment including: water capacity and quality, the natural quality of the night sky and view corridors of the surrounding mountains.
- Balance the protection of wildlife habitat with opportunities for rural development.
- Maintain sensitivity for the type and amount of development that occurs on the south shore of Grand Lake.

- Enhance the quality of future private development including reducing its net impact.
- Maintain the "rustic flavor" and character of Grand Lake
- Explore the possibility of cluster development zoning.
- Promote diversity: housing, economic, age.
- Maintain a high level of fire protection.
- Joint development review for a 3-mile area surrounding town.

### Town of Hot Sulphur Springs

The Town of Hot Sulphur Springs reiterated the concerns and goals expressed in the 1998 Plan 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. The primary concern in the community remains maintaining the community's existing small town, rural character. The goals as previously enumerated are:

- 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.

The Town of Hot Sulphur Springs adopted a Community Master Plan and Three Mile Plan in November 1998 and incorporates expanded Goals, Policies and Implementation Strategies related to the goals referenced above.

### Town of Kremmling

While Town residents have indicated concern regarding environmental issues over the course of several planning efforts, improvements to the downtown core and aging infrastructure, in addition to the promotion of light industrial development to provide economic stability and opportunity, have consistently emerged as priorities. The municipal goals and objectives approved by the Town's



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Planning and Zoning Commissions in March 2009 follow.

- Encourage preservation of our cultural and historical heritage.
- Continue to improve recreational opportunities.
- Continue upgrading infrastructure.
- Encourage attainable single and multifamily housing development.
- Promote economic development including green industries.
- Support job creation.
- Explore the possibility of encouraging higher educational opportunities.

### Town of Winter Park

As discussed in the 1998 Plan, the citizens in Winter Park believed that growth would continue and felt that the quality of future development would be instrumental in preserving the character of the Fraser Valley. This holds true today with Winter Park's Town Council and Planning Commission reaffirming these goals and adding an additional goal related to health care.

- 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.
- Plan for and develop high quality health care for residents of the Fraser Valley (added in 2009)

In addition to these goals, the Town of Winter Park adopted a Town Master Plan in 2005, incorporating expanded policies and implementation actions.

## CONCLUSION

While the goals and objectives of the towns do not have any jurisdictional bearing on the policies contained in this or any of the other county land use documents, they do identify areas of common ground where joint planning efforts would be of benefit in order to achieve a common goal or shared vision. After all, citizens of each of these towns are citizens of the county as well. These goals also help to further define the character of each subarea, adding an additional layer to this planning foundation and assisting with the identification of implementation priorities for the various subareas.

## PART 2: PUBLIC INVOLVEMENT

Over the course of a year, the planning team developed the update for the master plan. What distinguishes the Grand County master planning process is the extensive public involvement it entailed. The master plan update presented an opportunity for the County to collaborate with residents and to re-visit how their constituents would like to shape the future growth and development of Grand County. As a result, the planning process involved a total of ten (10) public meetings. Three (3) rounds of public meetings were held in each Subarea, as well as one (1) county-wide open house. These meetings allowed the planning team to understand the differences between the three subareas, as well as their shared values, in order to update the master plan and address both countywide and subarea planning issues.

This master plan update was influenced by input collected at the public meetings and other stakeholder engagements including discussions with the towns, as mentioned above, and the Citizen Advisory Committee. The ideas and concerns gleaned from Grand County's residents formed the foundation for the revisions to the 1998 Plan. While the goals from the earlier plan were still supported by the residents, it became clear through the public involvement process that the master plan's implementation strategies and proposed growth areas needed to be amended in order to more effectively direct future development. The planning issues and opportunities that the public identified, as well as the public involvement processes are

## Chapter 2

described in detail, below. The results of each of the three (3) rounds of meetings are documented, including descriptions of both countywide and subarea specific issues.

### ROUND 1 – PUBLIC MEETINGS: COMMUNITY ATTITUDE SURVEY



Figure 1

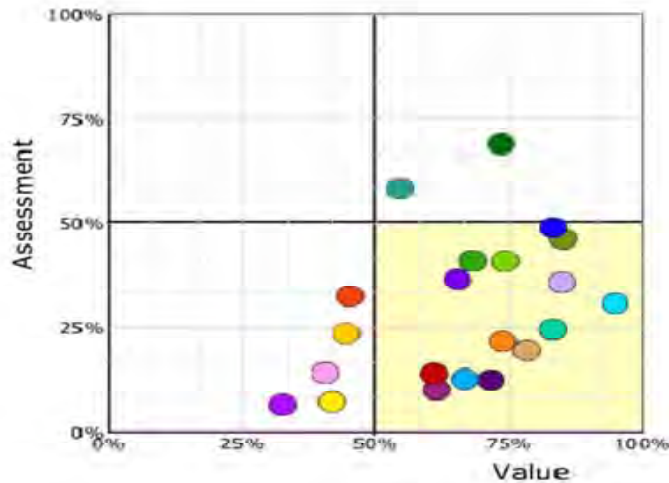
### Purpose

The purpose of the initial round of public meetings was to introduce the master plan update project and to conduct a community attitude survey of meeting participants in order to gauge what aspects of Grand County they value and where their primary concerns lie. Following an introduction to the purpose of the master planning project, participants used key pad polling to answer a series of questions aimed at measuring what they value and how they assess the current state of the County. Participants were also asked to complete a traditional paper questionnaire about growth efficiency and sensitive lands and to mark up a map and denote what “needs fixing” and what is considered “sacred” in their subarea.

This input resulted in three sets of data which formed the foundation for the planning effort. These public input data sets include: (1) Values & Assessments, (2) Opportunities & Constraints, and (3) Growth & Development Patterns. The first set of results established the context for the plan, while the others provided direction for development of the plan elements, policies and actions.

## Grand County Master Plan Update

Public Meeting Series One  
Values & Assessment Results and Scattergram



|                            | COMMUNITY<br>VALUE | CURRENT<br>ASSESSMENT |
|----------------------------|--------------------|-----------------------|
| WATER QUALITY/QUANTITY     | 94.80%             | 30.80%                |
| LOCAL ECONOMY              | 71.40%             | 12.20%                |
| APPEARANCE OF DEVELOPMENT  | 78.10%             | 19.50%                |
| SENSE OF COMMUNITY         | 82.90%             | 24.30%                |
| HEALTH SERVICES            | 66.70%             | 12.60%                |
| WILDFIRE MITIGATION        | 73.70%             | 21.60%                |
| AFFORDABLE HOUSING         | 61.20%             | 10.00%                |
| SCENIC/VISUAL QUALITY      | 84.90%             | 35.60%                |
| JOB OPPORTUNITIES          | 60.80%             | 13.80%                |
| WILDLIFE HABITAT           | 85.00%             | 46.20%                |
| AIR QUALITY                | 83.30%             | 48.70%                |
| OPEN SPACE                 | 74.00%             | 40.70%                |
| EDUCATION (K-12)           | 65.60%             | 36.30%                |
| PARKS AND TRAILS           | 67.80%             | 40.90%                |
| RECREATIONAL OPPORTUNITIES | 73.50%             | 69.00%                |
| PUBLIC SAFETY              | 54.40%             | 58.30%                |
| TRAFFIC                    | 45.10%             | 32.50%                |
| ARTS & CULTURE             | 44.40%             | 23.30%                |
| PUBLIC TRANSPORTATION      | 41.90%             | 7.20%                 |
| SHOPPING OPPORTUNITIES     | 40.50%             | 14.00%                |
| ADULT EDUCATION            | 32.50%             | 6.30%                 |

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### Planning Context – County Values Assessment

Key pad polling questions were used to gauge the participants' values and asked how important particular aspects of Grand County were to them in terms of twenty-one general master planning categories. Another set of questions asked participants to make an assessment and rate the quality of various aspects of Grand County on a scale from one (very poor) to five (very good) in those same areas.

Figure 1 illustrates the results of the key pad polling and highlights, in the bottom right quadrant, the aspects of the County that residents highly valued yet assessed at 50% or lower. On a countywide basis, the seven categories that showed the greatest disparity between value and assessment included water quality/quantity, local economy, appearance of development, sense of community, health services, wildfire mitigation, and affordable housing. While each of these categories were highly valued countywide, they were assessed at a relatively low percentage resulting in a disparity percentage of greater than 50.

### Subarea Differences

The descriptions below and Figure 2 highlight topics where the input collected at the initial round of public meetings revealed substantial differences between the three subareas' community values and assessments. Figure 2 highlights the topics where there was a disparity of greater than 50% between the values and assessment in order to demonstrate where the subareas were in accord and where there were disparities.

#### North

While all three subareas "assessed" affordable housing at less than 50%, the North "valued" the topic considerably higher (81%) than the East (55%) and West (54%). Similarly, the North also valued shopping opportunities considerably higher (58%) than the East (25%) and the West (44%).

#### West

There were three topics, recreational opportunities, arts and culture, and parks and trails that the West subarea valued considerably less than the other two subareas. The West valued recreational opportunities at 45%, less than the East (86%) and the North (96%). Similarly, the West also placed considerably less value on arts and culture (22%) than the East (62%) and the North (52%). Finally, parks and trails was valued at only 48% in the West and substantially above 50% in the East (78%) and North (83%). While all three subareas valued open space above 50%, the West was the only subarea that assessed open space resources above 50%. Additionally, the appearance of development and wildfire mitigation seem to be less pressing issues (scoring less than a 50% disparity) in the West than they are to the East and North.

#### East

Analysis of the results revealed a number of differences between the East and the other two sub areas. While the East shared the North and West's less than 50% assessment of both job opportunities and education (K-12), the East valued these topics (47% and 48% respectively) considerably lower than participants representing the North and West who valued both topics above 50%. Finally, the East was the only subarea, to assess wildlife habitat, a topic highly valued by all three subareas, at well below 50% (31%). Similarly, the East identified open space, public transportation, scenic/visual quality as more pressing areas of concern (with a disparity % of greater than 50) than both the North and West. The East also differed from the North and West in that they did not rank health services and job opportunities as priority issues of concern (with disparities of greater than 50%).



## Chapter 2

**Figure 2. Public Meeting 1, Subarea Differences in Values and Assessment**

|                            | VALUES |         |        |        | ASSESSMENT |        |        |        |        |           |
|----------------------------|--------|---------|--------|--------|------------|--------|--------|--------|--------|-----------|
|                            | EAST   | NORTH   | WEST   | ALL    |            | EAST   | NORTH  | WEST   | ALL    | DISPARITY |
| Water Quality/Quantity     | 97.60% | 100.00% | 88.60% | 94.80% |            | 24.50% | 36.70% | 33.30% | 30.80% | 64.00%    |
| Local Economy              | 56.10% | 93.60%  | 70.20% | 71.40% |            | 13.30% | 7.40%  | 14.00% | 12.20% | 59.20%    |
| Appearance of Development  | 84.10% | 77.80%  | 72.10% | 78.10% |            | 15.90% | 17.20% | 25.00% | 19.50% | 58.60%    |
| Sense of Community         | 82.20% | 76.70%  | 88.10% | 82.90% |            | 30.00% | 21.40% | 20.90% | 24.30% | 58.60%    |
| Health Services            | 53.30% | 74.20%  | 75.00% | 66.70% |            | 11.60% | 10.70% | 15.00% | 12.60% | 54.10%    |
| Wildfire Mitigation        | 86.10% | 82.10%  | 55.80% | 73.70% |            | 17.40% | 11.10% | 32.60% | 21.60% | 52.10%    |
| Affordable Housing         | 54.80% | 80.60%  | 53.50% | 61.20% |            | 14.90% | 6.70%  | 7.00%  | 10.00% | 51.20%    |
| Scenic/Visual Quality      | 93.30% | 86.20%  | 75.60% | 84.90% |            | 30.40% | 44.80% | 34.90% | 35.60% | 49.30%    |
| Job Opportunities          | 46.70% | 80.00%  | 62.20% | 60.80% |            | 18.20% | 14.30% | 9.10%  | 13.80% | 47.00%    |
| Wildlife Habitat           | 93.00% | 90.00%  | 74.50% | 85.00% |            | 31.00% | 60.00% | 52.90% | 46.20% | 38.80%    |
| Air Quality                | 81.80% | 85.20%  | 83.70% | 83.30% |            | 47.70% | 44.80% | 52.40% | 48.70% | 34.60%    |
| Public Transportation      | 62.20% | 46.40%  | 18.20% | 41.90% |            | 2.30%  | 6.90%  | 13.20% | 7.20%  | 34.70%    |
| Open Space                 | 86.70% | 72.40%  | 62.20% | 74.00% |            | 26.10% | 40.70% | 55.60% | 40.70% | 33.30%    |
| Education (K-12)           | 47.70% | 71.00%  | 79.50% | 65.60% |            | 26.80% | 37.90% | 44.20% | 36.30% | 29.30%    |
| Parks and Trails           | 77.80% | 82.80%  | 47.70% | 67.80% |            | 35.60% | 48.30% | 41.70% | 40.90% | 26.90%    |
| Shopping Opportunities     | 25.00% | 58.10%  | 43.50% | 40.50% |            | 27.30% | 0.00%  | 9.50%  | 14.00% | 26.50%    |
| Adult Education            | 31.80% | 35.50%  | 31.00% | 32.50% |            | 4.60%  | 7.40%  | 7.50%  | 6.30%  | 26.20%    |
| Arts & Culture             | 62.20% | 51.90%  | 22.20% | 44.40% |            | 30.40% | 25.00% | 14.30% | 23.30% | 21.10%    |
| Traffic                    | 47.40% | 50.00%  | 39.50% | 45.10% |            | 20.00% | 50.00% | 33.30% | 32.50% | 12.60%    |
| Recreational Opportunities | 85.70% | 96.60%  | 45.20% | 73.50% |            | 54.50% | 93.30% | 66.70% | 69.00% | 4.50%     |
| Public Safety              | 51.20% | 64.30%  | 51.20% | 54.40% |            | 63.60% | 58.60% | 52.40% | 58.30% | -3.90%    |

|  |  |
|--|--|
|  | Categories where the <b>subarea</b> disparity between values and assessment is <b>greater</b> than 50%.    |
|  | Categories where the <b>subarea</b> disparity between values and assessment is <b>less</b> than 50%.       |
|  | Categories where the <b>countywide</b> disparity between values and assessment is <b>greater</b> than 50%. |

## Chapter 2

### PLANNING DIRECTION

#### Opportunities and Constraints

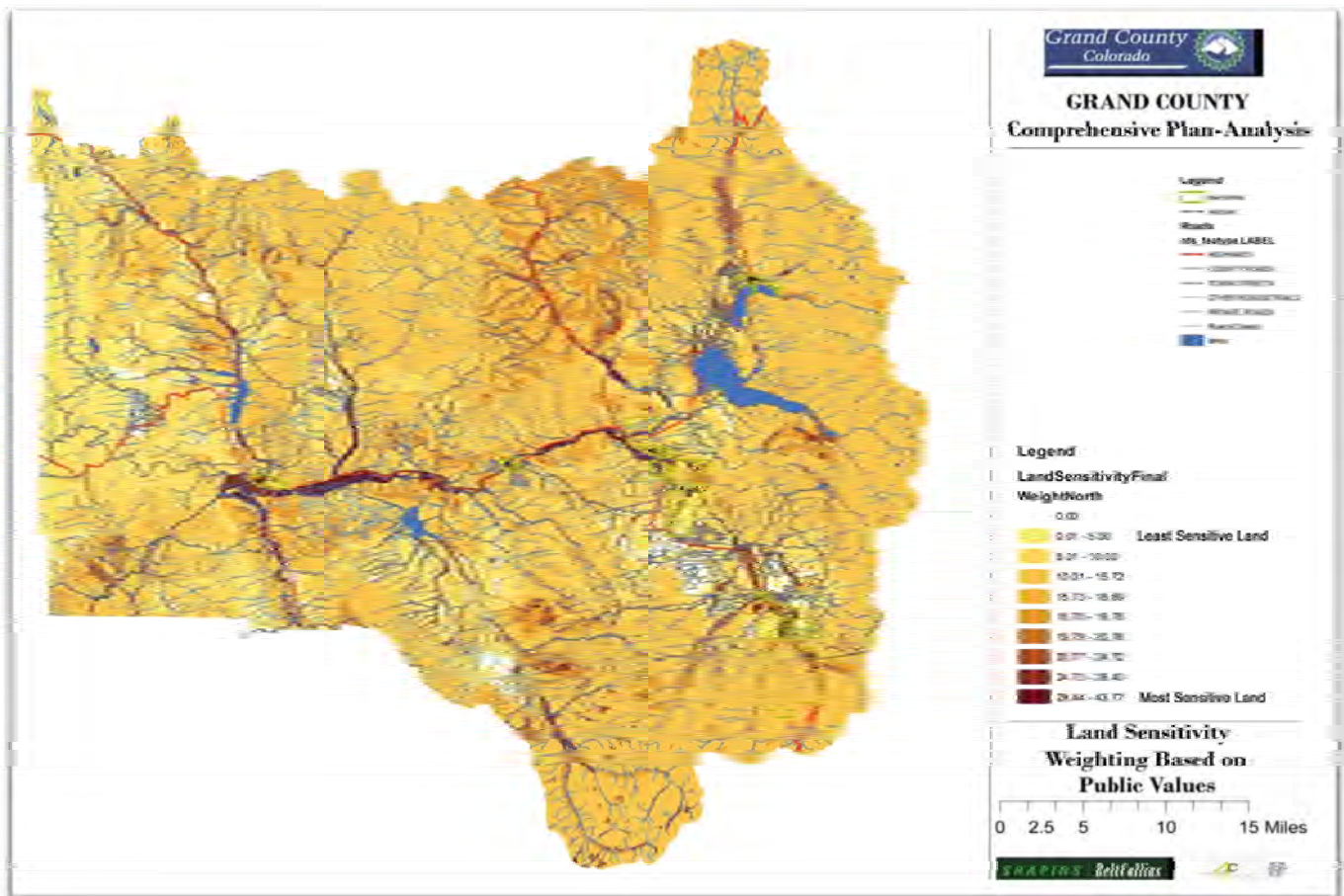
The following Landscape Sensitivity and Growth Efficiency maps were also generated from input received through a “Land Survey Form” that was distributed at the first public meetings. The maps reflect opportunities and constraints to development. The Landscape Sensitivity Map (Figure 3) illustrates natural areas (e.g. steep slopes, wetlands) that are sensitive to development with the darkest areas representing the most sensitive lands.

The factors that affect the efficiency of future growth (e.g. proximity to roads, near schools) and their importance to the public are illustrated on the Growth Efficiency Map (Figure 4). The dark brown areas represent the areas where growth would be most efficient while the light yellow areas represent areas where new development would be the least efficient.

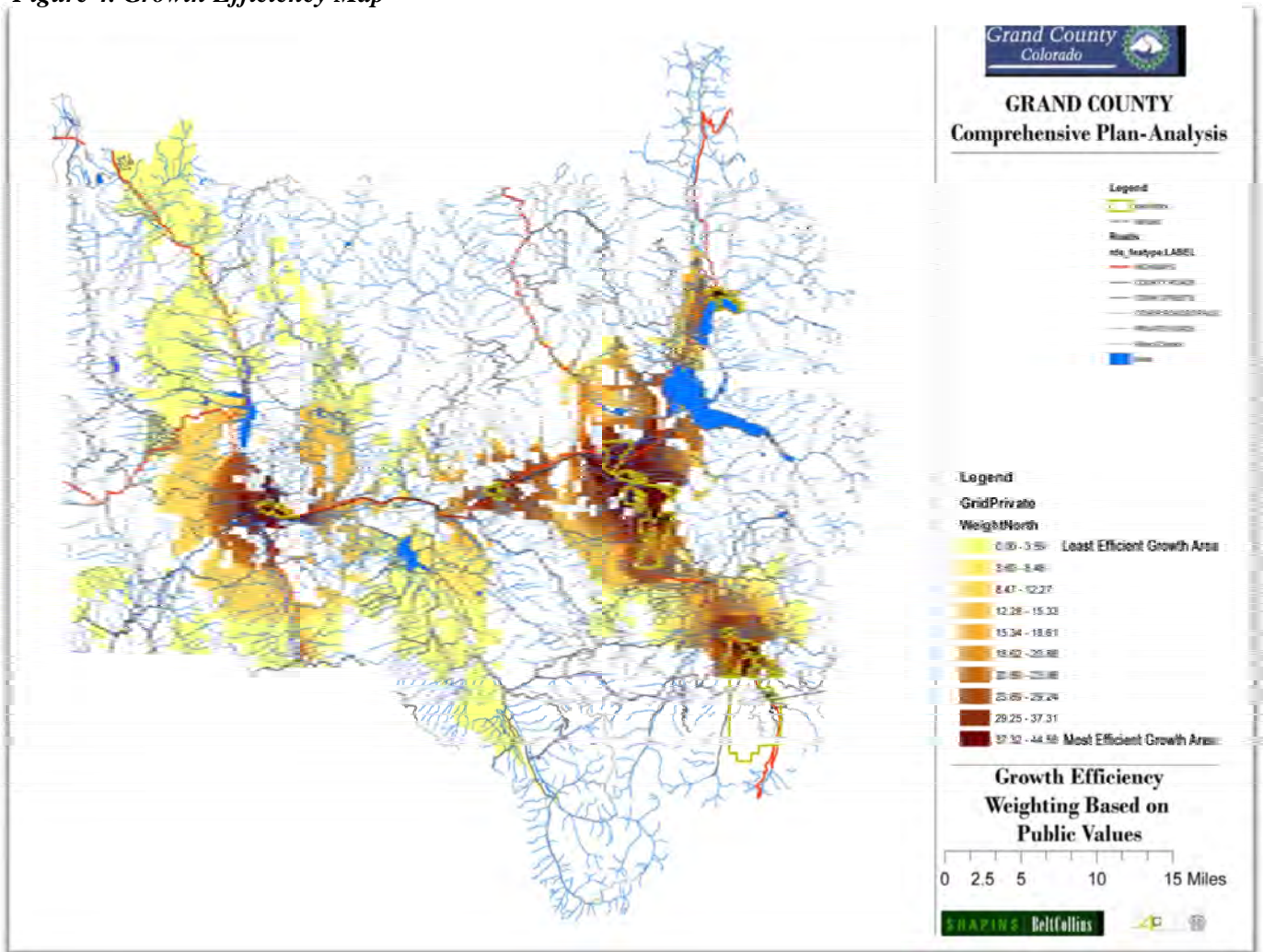
#### Growth and Development Patterns

The responses to several general planning questions asked at the meeting provided the planning team with guidance on how to address the issue of directing future growth and development in Grand County. These questions correlated directly to the Primary County Goals identified in the 1998 Master Plan. The countywide responses as well as the subarea responses are tallied below. Given the results, these goals were maintained as the goals for the Plan Update and served as a foundation for subsequent development of the plan.

*Figure 3. Landscape Sensitivity Map*



**Figure 4. Growth Efficiency Map**



When asked *What is the most appropriate way to direct growth in Grand County*, 53% of all respondents (countywide) chose infill more densely within existing towns as the preferred strategy for directing growth (North 50%, East 60%, West 47%).

When asked *how supportive they were of targeting new development to suitable land in and around towns and existing development areas*, 63% of all respondents were very supportive (North 69%, East 61%, West 58%).

When asked their *degree of support for ensuring that new development is served by adequate infrastructure such as roads, water and sewer*, 74% of all respondents were very supportive (North 68%, East 64%, West 73%).

The majority of total respondents (67%) were also very supportive of the proposal to *improve the quality of new development and minimize its impact to the natural environment* (North 55%, East 64%, West 78%).

Also, 56% of all respondents were very supportive of *promoting a range of attainable housing choices for all citizens* (North 67%, East 78%, West 48%).



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### PUBLIC MEETINGS, ROUND 2: THE GROWTH CHALLENGE GAME

#### Purpose

At the second round of public meetings, the planning team presented meeting participants with the growth challenge game, an activity designed to determine what approaches the public would like to take in directing future growth. Participants were asked to determine where they would site future residential development and jobs and to develop a map that depicts what growth patterns would look like in 2038. Each subarea was tasked with laying out future development in their subarea only.



#### Growth Challenge Game Results

The public input collected through the growth challenge games sheds insight on how the subareas would prefer to direct growth in the future. The narrative below and Figure 5 summarize the planning approaches that the growth challenge games demonstrated.

**Figure 5. Growth Challenge Results by Subarea**

|   | EAST           | NORTH          | WEST           |
|---|----------------|----------------|----------------|
| Density: Homes per Acre   | 2.6 du/acre    | 1.2 du/acre    | .9 du/acre     |
| Density/Compact Housing: Percentage of residential development that qualifies as compact housing - 10 du/acre or more | 65%            | 54%            | 46%            |
| Growth Efficiency: Mean distance to existing development (miles)  | .27 miles      | .4 miles       | 1.5 miles      |
| Growth Efficiency: Vehicular miles traveled on county road per day  | 2072 miles/day | 5381 miles/day | 6103 miles/day |
| Landscape Sensitivity: Percentage of development placed outside of the most sensitive natural areas                   | 98%            | 96%            | 95%            |

#### Density/Development Pattern

The games revealed the degree of density participants desired. Games played in the North averaged 1.2 homes per acre, while games in the East demonstrated a preference for more density averaging 2.6 homes per acre. The average density was lowest in the West at .9 homes per acre. This trend in preferences for density increasing as one moves East across the county was reinforced by the analysis of the percentage of compact housing used. Compact housing was defined as at least 10 dwelling units per acre. In the West 46% percent of houses played were compact housing while the percentage was 54% in the North and 65% in the East.

#### Growth Efficiency/Proximity to Existing Development

With the exception of games played in the North, the majority of participants sited development (new jobs and homes) within a half mile of existing development. In the West, development strayed farther from roads and the average distance was 1.5 miles. The amount of vehicular miles traveled on county roads per day is another measure of growth efficiency that the games tested. The analysis of the results demonstrated a stronger preference for leveraging existing roads in the East than the North and West subareas (note that this disparity is also a reflection of geography and the North and West areas are significantly larger than the East). The games in the East averaged 2,072 vehicular miles per day on county roads while the North was 5,381 miles and the West was 6,103.

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- Emphasize mixed use development within towns
- Site new development in Fraser, Winter Park and Tabernash
- Protect corridors, meadows and waterways
- Promote connectivity and utilize open spaces and trails
- Site public facilities in/adjacent to existing towns
- Encourage downtown density and community centers



- Utilize state land in order fit more development near Kremmling
- Locate industry, commercial development and public facilities around airport/railroad
- Expand Spring Creek / Develop a community center
- Site development in the Troublesome



## Chapter 2

### ROUND 3: PUBLIC MEETINGS, DRAFT PHYSICAL PLANS AND IMPLEMENTATION STRATEGIES

#### Purpose

The purpose of the third round of public meetings was to introduce the draft framework plans that were developed based on public input received in the earlier public meetings and to solicit input on potential implementation strategies.

#### Results

The following two charts summarize the public input received during the third round of public meetings. The first chart lists and defines the frameworks and shows the degree of support they received countywide and in each of the three subareas. The second chart summarizes the degree of support several of the proposed implementation strategies received. Following the charts is a narrative summary of the public's feedback on additional implementation strategies that could not be included in the chart since they were multiple choice questions or worded differently.

**Figure 9. Meeting 3 Results. Support for Planning Frameworks**

|  | EAST | NORTH | WEST | ALL |
|--|------|-------|------|-----|
| Identity/Gateway Framework: A signage and identity system that ensures continuity between county/cities/recreation and orients visitors. | 44%  | 86%   | 60%  | 62% |
| Legacy Framework: A promotional and educational program designed to market Grand County's heritage to visitors and locals.               | 54%  | 79%   | 77%  | 67% |
| Scenic Connector Concept: A designated system of scenic highways and corridors.  | 62%  | 66%   | 81%  | 68% |
| Natural Resource Framework: A system for directing growth away from lands containing the most sensitive natural resources.               | 65%  | 86%   | 88%  | 79% |
| Trail & Recreation Framework: An on and off-road system of trails and recreation facilities/areas.                                       | 81%  | 85%   | 46%  | 75% |

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**Figure 10. Meeting 3 Results. Support for Implementation Tools**

| SUPPORT FOR IMPLEMENTATION TOOLS / “YES” RESPONSES   |      |       |      |     |
|--|------|-------|------|-----|
|  | EAST | NORTH | WEST | ALL |
| <b>NATURAL RESOURCE PROTECTION</b>   |      |       |      |     |
| Would you support incentives such as clustering density or density bonuses for leaving sensitive lands open?   | 84%  | 85%   | 77%  | 82% |
| Would you pay to protect Open Space (support a tax increase)?  | 81%  | 68%   | 27%  | 64% |
| Do you support the development of regulations to control the kinds of development that area appropriate on sensitive lands?  | 89%  | 89%   | 43%  | 76% |
| <b>GROWTH</b>  |      |       |      |     |
| Should continuous development between Tabernash and Fraser be discouraged?   | 96%  | 85%   | n/a  |     |
| Do you support the county and towns cooperatively adopting uniform subdivision improvement standards for roads, sidewalks, landscaping, and other public improvements?   | 44%  | 63%   | 33%  | 48% |
| Should the county pursue measures to discourage development along highway 40?  | 73%  | 48%   | 31%  | 54% |
| Would you support the following policy intent? “Development that occurs far from existing development should be extreme low density, while development that occurs near towns and infrastructure should have minimum density limitations (compact growth)” | 89%  | 90%   | 64%  | 83% |
| Should the County initiate an effort to promote/enhance the “sense of community” in each of the sub areas?   | 27%  | 50%   | 0%   | 28% |
| <b>INFRASTRUCTURE / SERVICES</b>   |      |       |      |     |
| Do you support remote development that creates traffic on rural county roads should pay a larger share of those road maintenance costs?  | 83%  | 72%   | 50%  | 72% |
| Would you support a study that seeks to quantify the true cost of road construction and maintenance, as it relates to future land use development, to assure that impact fees for roads are accurately allocated?  | 78%  | 89%   | 57%  | 76% |
| Do you support the county and local communities take measures to attract more higher education choices to Grand County?  | 47%  | 81%   | 36%  | 58% |
| Would you be willing to pay for countywide public transportation systems?  | 83%  | 71%   | 31%  | 65% |
| <b>TRAILS &amp; RECREATION</b>   |      |       |      |     |
| Do you support Grand County developing more parks and trail facilities countywide?   | 76%  | 74%   | 47%  | 67% |
| <b>ECONOMIC DEVELOPMENT</b>  |      |       |      |     |
| Tourism. Would you like to see more visitor attractions around the county?   | 24%  | 26%   | 7%   | 20% |
| Should we ease regulations on alternative energy utilization?  | 100% | 85%   | 93%  | 92% |

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### Other Public Feedback on Implementation Strategies

Below is a narrative description of the results of additional questions posed at the third round of meetings. Differences among the subareas are highlighted.

*Which Natural Resource Conservation Framework Implementation tools do you support?* (46%) of all respondents supported “using incentives to manage land in a similar fashion and shift density to least sensitive areas”. Of the other implementation tools presented, the second most supported (34%) was “fee simple acquisition of sensitive lands to include in the County Open Space System”.

*What do you think is the appropriate setback for development from streams, rivers and other water bodies to ensure adequate protection of the resource, wildlife habitat, etc?* When asked whether 30 feet (the current minimum standard), 50 feet or 100 feet is the appropriate setback for development from water bodies, (57%) of all respondents supported a 100 foot setback. Among each of the subareas, the greatest support was shown for the 100 foot setback (West 46%, North 44% and East 74%).

*Should the county and towns cooperatively develop and adopt specific design standards?* Support for specific design standards was weak across the county, with none of the proposed standards receiving even (25%) countywide support. The most supported potential design standards were for grading/drainage/storm water management regulations (18%), view protection (17%), ridgeline protection (17%), and native vegetation protection (15%).

*Top Priorities for Next 5 years are below. Which of these would you be most willing to increase your taxes to support?* When asked which implementation tools they would be willing to increase their taxes to support, the following three items received the highest countywide support: public transportation (28%), growth management/slow and direct future growth (22%), and environmental protection (20%). Note that unlike the other two subareas, the West voiced considerable support for protecting small town character (18%) and did not support environmental

protection to the same degree (only 9%) as the North (19%) and East (27%).

*What Strategy do you think might be best to accomplish attainable housing objectives?* Among the strategies presented, (31%) of respondents selected “require that a percentage of large scale development be devoted to affordable units” (West 7%, North 43% and East 37%). However, it is also notable that a relatively high percentage of respondents, (26%), also selected “none, we shouldn’t be involved in attainable housing” (West 53%, North 10% and East 23%).

*The visual impact of ongoing growth has been identified as a concern. Which of the following measures do you think could factor into a solution for visual quality?* There was considerable disparity among the subareas in response to this question. Countywide, “Identify visually sensitive landscapes and recommend visual guidelines for development in those areas” (29%) and “Develop ‘Ridgeline’ control ordinances to protect the hills around existing development” (20%) received the most support. The North and East both supported these two measures and the East also demonstrated relatively strong support (21%) for “Devise development guidelines that will assure that future development is visually pleasing”. In the West the above mentioned measures were not well supported and respondents in that subarea most strongly supported “None, the county shouldn’t get involved in visual resource management” (56%).

*What do you consider to be the Most Critical Environmental Elements?* Among the elements presented, there was countywide consensus that Critical Habitats (riparian zones, winter range, reproduction areas) are the most critical environmental elements as it received (39%) support (West 25%, North 55% and East 29%). Wetlands/Shallow water table, perennial creeks (14%) and open space (14%) were among the other elements that received the most countywide support. Note that the West did not consider open space as important as the East and North and the West ranked range land at the same level as wetlands, substantially higher than the other subareas.



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*What additional health/medical services are most needed?* Responses to this question varied widely and demonstrated that needs vary by subareas. Countywide, there was the most support for the following services/facilities: hospitals (24%), emergency response (16%), and dentists/eye doctors/cardiac (16%).

*The development review process has huge influences on the resulting built environment we all see when projects are complete. Do you feel the process the county now uses is adequate?* There was countywide consensus that the development review process is not adequate with (58%) of all respondents answering No to this question.

*Good jobs and economic development have been identified as a major issue for the next five years. What approach to economic development do you feel would be best for Grand County to create better jobs?* “Countywide community development efforts that emphasize/develop community amenities, thus enhance the quality of life, so employers will choose Grand County because it’s the best place to live” (39%) and “Coordinated effort by both the County and Towns to promote Grand County as a great location for new employment” (32%) were the approaches that received the most support. While the North and East both ranked these two approaches the highest, the West differed and showed considerable support for “Traditional programs for recruitment of new and retaining existing employers from the town level” (25%) along with “the coordinated effort to promote Grand County as a great location for new employment” (38%).

### ROUND 4 - OPEN HOUSE: PRESENTATION OF THE PLANNING ELEMENTS AND GROWTH AREAS

#### Purpose

Following the third round of public meetings, the project team refined the growth area boundaries and developed a draft set of plan elements for the Plan Update that outline goals, policies and implementation strategies for specific land use-related subject areas such as natural & cultural resources and growth & development. The purpose

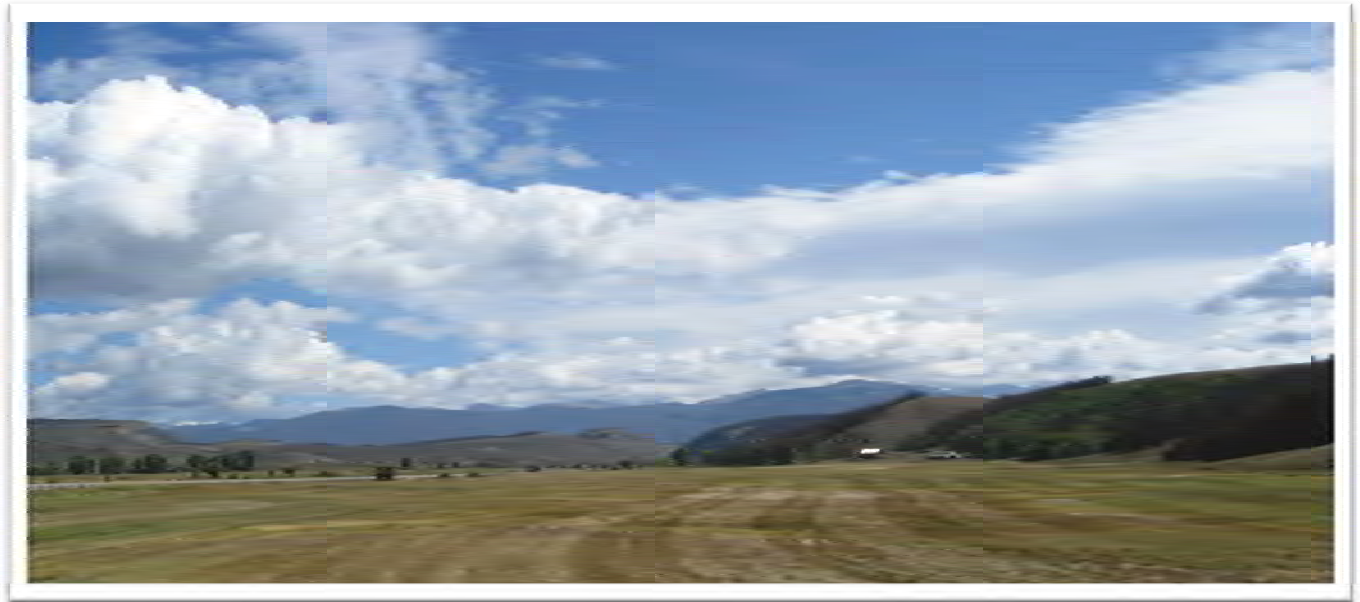
of the final public open house was to share the draft elements with the public and various agencies and jurisdiction representatives. Feedback on the proposed growth area boundaries, subarea planning priorities and the techniques for guiding future land use within Grand County was also collected.

#### Results

The draft elements and growth areas were well received by the open house attendees. Comments received mainly dealt with minor revisions to the growth area boundaries. Other general comments that were received at the meeting and factored into the development of the draft master plan update addressed natural resource impacts (riparian areas, migration corridors, road kill and invasive species); the value of historic preservation; the importance of well maintained roads and bridges; and concerns with a county funded transit system.

Following the final public engagement opportunity, the open house, the planning team revised the plan elements and growth area boundaries and produced the draft master plan for the Planning Commission’s review. These plan elements and the growth areas are presented in the following chapter of this update.

### PLAN ELEMENTS



#### THE VISION OF THE PLAN

*Sustain Grand County residents' quality of life by conserving the area's natural beauty and building vibrant communities. Encourage development and economic expansion which enriches the lives of residents by providing improved educational and health services, a variety of housing types, opportunities for recreation and cultural activities, effective transportation systems, and a safe and healthy environment. Design future growth to occur in and around existing communities in a way that complements and enhances the County's rural character. Promote conservation of the County's natural resources including its wildlife, rivers, diverse habitats and majestic scenery ensuring that Grand County remains a vibrant place to live, work, recreate and visit.*

**Plan Update Citizens Advisory Committee, August 2008**

#### INTRODUCTION

The vision for Grand County as articulated above by the Citizens Advisory Committee clearly identifies priorities at the heart of the citizens of the county. This planning process has utilized this vision and the goals identified in the first round of public meetings to seek out appropriate policies and

strategies for putting the vision and goals into action. As stated in the 1998 Plan, setting general goals is important “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” (p.15, 1998 Plan). It is through the Plan Elements that these goals are articulated as Policies and Implementation Actions. With the assistance of the Citizens Advisory Committee, these seven (7) important Plan Elements were identified. They include:

- 1-Natural and Cultural Resources;
- 2-Land Use (Growth and Development);
- 3-Development: the Built Environment;
- 4-Community and Public Facilities;
- 5-Transportation;
- 6-Economic Base; and
- 7-Administration & Process.

#### COUNTY-WIDE GOALS

As stated in the 1998 Plan, 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

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should also be recognized that the goals, and the subsequent policies and programs which are adopted to meet the goals, should be appropriately reviewed, evaluated, and changed when necessary. Goals must adapt to meet the changing needs and desires of the county, hence the importance of this update. 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.

- **Maintain open lands 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.**
- **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.**

### THE PLAN ELEMENTS

The seven (7) Plan Elements form the core of the Master Plan. The Plan Elements include Policies and Implementation Actions that articulate the public process and are intended 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 Implementation Actions outline a course of action that could be undertaken by the county toward implementing the Policies of each Plan Element. It is necessary to establish Implementation Actions that have the highest and most immediate impact to enact the needs and desires of citizens. Implementation Actions first identify actions that can be undertaken at the county wide scale. Since each of the three (3) Subareas

have unique qualities and diverse issues, applicable implementation actions for specific Subareas may also be identified.

### 1. NATURAL AND CULTURAL RESOURCES

**Vision:** Growth and development in the County occur in such a manner that environmentally sensitive lands and resources are preserved and protected enhancing quality of life for the citizens of Grand County.

The natural and cultural resources of Grand County are an integral component of the county's landscape fabric and are a large part of what gives it its unique character. From the historic ranches and homes of the county's first settlers to the majestic mountain views across abundant wetlands and meadows, the county's rivers, streams, air-shed, wildlife and other natural and cultural resources are valuable community assets that should be considered as growth and development occur. In turn, the rural character and high quality of life that citizens currently enjoy can be preserved.

#### 1.1 WILDLIFE

The quality, integrity and interconnected nature of critical wildlife habitat in Grand County should be preserved and protected.





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### 1.1.1 Policies

Recognize the economic, recreational, environmental and cultural importance of hunting, fishing and wildlife watching in Grand County.

Minimize impacts to critical wildlife habitat and/or corridors.

Utilize data and other information provided by the Colorado Division of Wildlife (CDOW) to assist in land-use decisions related to wildlife; continue to incorporate CDOW data into the Grand County's Geographic Information System (GIS) database.

Support monitoring efforts and studies of the CDOW that identify and assess wildlife habitats, species and movement corridors.

Direct residents and visitors to the Colorado Division of Wildlife for education related to wildlife.

Make CDOW "Living with Wildlife" informational brochures available to residents and visitors within the county as a means to educate ways that they can minimize the impacts of their activities on area wildlife.

Countywide development patterns and the cumulative impact of incremental development on wildlife habitat and wildlife populations should be considered during the development application review approval process.

Encourage development and certain land uses away from important wildlife habitat and migration corridors, retaining as much pre-development, high-quality habitat as possible.

Incorporate consideration of important wildlife habitat, migration corridors and other important wildlife areas into the review of land use proposals as planning review criteria.

Include measures designed to minimize man-made barriers to wildlife movement, encourage buffer zones between development and critical wildlife habitats, and promote interconnected areas of natural open space in order to minimize habitat fragmentation.

Support homeowners associations, CDOW and public land agencies in implementing vegetation management strategies that mimic natural ecological processes and incorporate native plant materials and other natural landscape features into plans for developments and ensure that revegetation and landscaping is weed-free.

Require new development to implement applicable CDOW "Living with Wildlife" recommendations, such as bear resistant trash containers.

Continue requiring all new developments to comply with Colorado Division of Wildlife "Fencing with Wildlife in Mind" fencing standards and avoid fencing that inhibits the movement of wildlife.

### 1.1.2 Implementation Actions

Identify and consider implementing development incentives in the land use regulations to protect and preserve wildlife, wildlife habitat and migrations corridors.

Preserve the economic, recreational, environmental and cultural importance of hunting, fishing and wildlife watching in Grand County.

## 1.2 WETLANDS

**Provide for the long-term protection of wetland functions and values.**

### 1.2.1 Policies

Incorporate wetland protection and conservation strategies for wetland areas into current and future planning efforts.

Participate in public land management agency review processes to encourage better land management to protect identified wetlands of high importance.

Continue to make efforts to sensitize and educate landowners about wetland regulations and protection strategies. Make available brochures and web-based access to wetland information.

### 1.2.2 Implementation Actions

*No Specific Actions*

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### 1.3 WATER RESOURCES

Protect the long-term viability of water resources and water quality in Grand County.

#### 1.3.1 Policies

Support efforts toward protecting and enhancing the long-term viability of water resources in Grand County.

Work with water controlling entities and other appropriate parties to maximize water levels in the Colorado River and other water bodies, while also exploring the feasibility of supplementing in-stream flows for environmental and recreational purposes. Work with partners to maintain optimum flows in all streams and rivers.



Work with water controlling entities and other appropriate parties to incorporate water quality and quantity considerations into the operational regimes of reservoirs and streams within the County.

Work to retain and protect existing water rights for use in Grand County.

Continue to ensure land development is approved with adequate evidence that a water supply of adequate quantity and quality is available to support the proposed use.

Support watershed protection planning in conjunction with wildfire protection and mitigation.

Encourage the use of pervious surfaces and porous paving systems instead of impermeable surfaces; adopt language in regulatory documents to encourage their use.

Continue to support the efforts and missions of Grand County Water Information Network and the East Grand Water Quality Board in their dedication to water quality and quantity in all watersheds throughout Grand County.

Allow low impact recreation uses (e.g., trails and benches) within riparian corridors to facilitate public access, when consistent with protection of water resources.

Continue to require minimum water quality setbacks.

Require buffer areas of natural vegetation between new developments and created or natural drainage courses.

Support projects that restore stream channels and natural conditions, and improve fish and wildlife habitat.

Continue to require new construction and developments to provide erosion control and best management practices.

Consider establishing site grading standards to ensure water quality protection and that erosion control and best management practices are utilized throughout the county.

Encourage special districts to provide and/or extend central water and sewer service to residential, commercial, and industrial development in growth areas of the County.

#### 1.3.2 Implementation Actions

Consider establishing minimum site grading standards to ensure water quality protection, erosion control and best management practices are utilized throughout the county.

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Consider increasing the 30 foot minimum water quality setback from major water bodies (ie lakes, rivers and streams).

Consider encouraging the use of pervious surfaces and porous paving systems instead of impermeable surfaces; adopt language in regulatory documents to encourage their use.

### 1.4 HISTORIC AND CULTURAL RESOURCES

Development and development patterns should preserve landscapes that include historically and archeologically significant sites.

#### 1.4.1 Policies

Support efforts of the Grand County Historic Preservation Board toward preservation of Grand County's historic places.



Support and/or promote efforts from other agencies, jurisdictions and community partners to preserve, promote or otherwise celebrate historically or archeologically significant sites and landscapes including efforts to educate the public about these resources.

Consider the cumulative impact of incremental development on landscapes that include visual, historic, and archeological value during the decision making process.

### 1.4.2 Implementation Actions

*No Specific Action*

### 1.5 VISUAL RESOURCES

Visual resources play a major role in the county's character, quality of life and economy.

#### 1.5.1 Policies

Work with towns and other appropriate entities to identify and prioritize important lands that provide visual open space buffers around communities or are visually prominent that emphasize the uniqueness of a community.

Require appropriate design and screening of communication towers to preserve visual character, when technically feasible.

Cluster development out of visually important lands, whenever possible, or cluster against or within forested areas.

Consider acquisition, for open space purposes and/or other conservation measures, of lands of highest visual importance where development cannot be visually screened because of site conditions (e.g., lack of vegetation).

Recognize the economic importance of visual resources in Grand County.

Maintain the view shed corridors along highways and major roads that influence the County's character and identity and play a role in economic development.

Consider adopting setback requirements for development along important view corridors, such as along the Colorado River Headwaters National Scenic Byway.

- Setback requirements along important view corridors could be relaxed in the designated Growth Areas, where parcels would be



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smaller and where development should be encouraged.

- Setbacks outside the growth areas may vary if a property is not large enough to accommodate a standard setback or the setback places the structures on environmentally sensitive portions of the property (e.g. wetlands, wildlife habitat, steep slopes).

Maintain regulations that prohibit billboards.

### 1.5.2 Implementation Actions

Maintain visual resources in Grand County and promote its overall importance to rural character, quality of life and the tourist and recreation based economy.

Consider adopting setback requirements for new development along important view corridors, such as along the Colorado River Headwaters National Scenic Byway.

Balance the visual appearance and location of development within important view corridors with preservation of environmentally sensitive lands (wildlife habitat, wetlands, steep slopes).

## 1.6 ENERGY & RESOURCE CONSERVATION

Promote energy and resource conservation in Grand County.

### 1.6.1 Policies

Support assessing countywide energy needs and pursue and support sustainable programs to conserve energy, produce renewable energy and create jobs.

Encourage the development of solar, wind, geothermal, hydro, biomass and other types of renewable energy uses such that it complements the County's rural character, blending into the natural setting as best possible.

Encourage building design and construction that delivers "above code" performance. (ie ENERGYSTAR, Passive House Certification or similar)

Encourage developers to maximize the benefits of solar orientation and natural topography when platting lots.

Encourage developers to consider solar orientation, topography, and wind when designing roadways in order to reduce weather related maintenance costs.

Incorporate renewable energy and resource conservation into public facilities.

Continue to support recycling efforts and the establishment of a sustainable recycling program for residents and visitors of Grand County.

Support "green" building design and design that delivers "above code performance" and is appropriate to the area.

Encourage a community investment fund or other community finance mechanisms that support energy efficiency and renewable energy improvements and projects.

### 1.6.2 Implementation Actions

Promote and support the development of solar, wind, geothermal, hydro, biomass and other types of renewable energy uses such that it complements the County's rural character, blending into the natural setting as best possible.

Promote and support renewable energy and resource conservation; incorporate into public facilities.

Amend land use and zoning regulations as necessary to provide incentives for development that conserves resources and incorporates renewable energy.

Amend land use and zoning regulations as necessary to provide incentives for renewable energy projects, transportation projects or

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manufacturing that will expand Grand County's economic base.

Continue to support community recycling efforts and the establishment of a sustainable recycling program for residents and visitors of Grand County.

### 1.7 ENVIRONMENTAL EDUCATION

#### 1.7.1 Policies

Work cooperatively with appropriate agencies and partners to educate the public about important environmental functions and processes occurring in the county and to promote conservation through environmental interpretation and other educational programs.

Encourage and support the establishment of interpretive facilities in appropriate locations, preferably in more accessible areas, to educate area residents and visitors on important environmental functions and processes occurring in the County.

Make informational brochures on "living with wildlife" as provided by Colorado Division of Wildlife available to residents and visitors within the county as a means to educate residents and guests of ways that they can minimize the impacts of their activities on area wildlife.

Continue to make efforts to sensitize and educate landowners about wetland regulations and protection strategies. Create brochures and web-based access to wetland information.

#### 1.7.2 Implementation Actions

*No Specific Action*

## 2. LAND USE - GROWTH AND DEVELOPMENT

**Vision:** Growth and development sustains Grand County residents' quality of life by conserving the area's natural beauty and rural setting while building vibrant communities. Growth is directed to occur in and around existing communities in a way that complements and enhances the County's rural character.

As is typical with most rural, agriculture-based areas in the West, the landscape of Grand County has historically been characterized by broad expanses of open lands, with dispersed, clustered ranching settlements and well-spaced towns and villages along important travel corridors and waterways. Over the last decade, however, Grand County has experienced unprecedented growth and this pattern has begun to shift as demand for second homes and other recreation-related land uses have increased. The challenge faced by the county at this point then, is how to continue directing this growth, building vibrant, sustainable communities, while preserving the natural beauty and rural character of the county that draws people to live and recreate here.

### 2.1 GROWTH

#### 2.1.1 Policies

Those attributes that support quality of life options unique to Grand County today such as its small-town, rural character, open lands, views, and recreation opportunities should be preserved and maintained for future generations.

Growth should be managed toward future sustainability and strike a balance between economic success, quality of life, the preservation of the environment, and the County's rural character.

New growth should be responsible for funding its own required capital improvements, as well as any impacts to existing infrastructure that reduces existing levels of service.

#### 2.1.2 Implementation Actions

Adopt updated Growth Areas as identified and depicted in this master plan (Appendix A).

Review Growth Areas at regular intervals, updating and amending as necessary, to promote the desired land use pattern and reflect county land use policy.

Amend land use and zoning regulations to reflect current county policy on development of lands within and outside of Growth Areas.

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Review existing land use and zoning regulations and adopt or amend them as necessary to further encourage land use patterns consistent with the Plan Element policies and implementation actions.

This may include:

- Providing incentives for development occurring away from environmentally sensitive lands and resources (see Natural and Cultural Resources Element).
- Providing incentives for development located in close proximity to existing roads and infrastructure, minimizing impacts to important visual corridors and environmentally sensitive lands (wildlife habitat, wetlands, steep slopes).

Assess impact fees on development that reduces existing levels of service.

Require a feathering of densities between low densities and high densities (see Land Use Element).

Continue efforts to refine/define a set of “planning review criteria” for use during the plan review process to guide the location of development and certain land uses away from sensitive lands.

Review existing land use and zoning regulations and adopt or amend them as necessary to further codify the planning review criteria.

Implement a GIS-based *compatible land uses tool* for evaluating proposed land uses based on planning review criteria and to also evaluate impacts to existing levels of service.

### 2.2 LAND USE - THE PATTERN OF DEVELOPMENT

#### 2.2.1 Policies

Guide broad land use patterns through the County’s master plan and development regulations.

Promote an overall pattern of development that directs intensive development toward existing towns and communities (see Town and Community

Pattern), supports land use decisions in rural areas that complement the County’s rural character (see Rural and Open Lands Pattern) and is considerate of the county’s abundant public lands (Public Lands Pattern).

Encourage development in designated Growth Areas to take advantage of existing infrastructure and public services or logically and efficiently extend or expand such amenity/infrastructure.

Continue to utilize and refine the established planning review criteria to guide the location of development.

Promote buffers of open lands between existing towns and communities that support/promote the character/identity of towns and communities. In many places environmentally-sensitive areas not suitable for development can serve this function.

Consider incentives to encourage environmentally sensitive areas to be preserved.

Encourage land use patterns that support the development of a network of open space and multi-use trails that provide connections between neighborhoods and activity centers such as retail areas, schools, parks and public lands; and include major trail spine corridors (such as Fraser to Granby Trail) that connect population centers and major destinations. Encourage new development to safely link to these spines as feasible.

Encourage and plan for land uses that fulfill needs for various kinds of housing, employment, commercial, recreational, and other civic and community needs for current and future residents.

Identify potential redevelopment opportunities within growth areas and promote infill and redevelopment in order to accommodate commercial development needs efficiently.

Encourage and promote the redevelopment and/or revitalization of currently underdeveloped, outdated, or rundown areas.

Promote coordinated land use planning efforts between different jurisdictions and agencies to



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ensure a comprehensive and consistent planning direction.

Initiate and continue implementing joint land use planning efforts for lands of mutual concern with applicable towns.

Continue holding County and Town Planning Roundtable Meetings at regular intervals.

Continue to include relevant town staff in discussions/decisions related to Growth Area modifications.

Notify towns of development occurring within the limits of their 3-mile plan.

### 2.2.2 Implementation Actions

Identify, evaluate and amend land use and zoning regulations as necessary to promote incentives for preserving wetlands, wildlife habitat and important scenic corridors.

Evaluate and amend zoning regulations as necessary to ensure that sufficient and appropriately located lands are available to fulfill needs for various kinds of housing, employment, commercial, industrial, recreational, and other civic and community needs for current and future residents.

## 2.3 TOWN AND COMMUNITY PATTERN

### 2.3.1 Policies

Direct the majority of development toward Growth Areas with central water and/or central sewer in Fraser, Granby, Grand Lake, Hot Sulphur Springs, Kremmling, Tabernash and Winter Park. Refer to *Appendix A: Growth Area Maps*.

Develop and update Growth Areas cooperatively with staff from the respective towns and encourage public input.

Consider including areas in Growth Areas that have existing central water and/or central sewer, such as portions of the Three Lakes area.

Encourage infill development in existing developed residential communities/areas in unincorporated areas.

Provide consideration for a diversity of land uses in areas of future development and promote uses that will provide local jobs for residents.

Promote the strategic integration of open space, trail corridors and potential mass transit amenities into future areas of development in order to provide diverse recreational opportunities, access to public lands and community activity centers, and enhance the overall character of the county.

Encourage a land use pattern that feathers density, (i.e. low and high density uses adjacent to one another should be buffered with a medium density).

### 2.3.2 Implementation Actions

Support efforts toward attracting compatible job-creating land uses in areas surrounding Kremmling, the airport, the rail corridor and other similar areas.

## 2.4 RURAL AND OPEN LANDS PATTERN

**Future land use decisions in rural areas should be consistent and harmonious with the rural character of the land.**

### 2.4.1 Policies

Continue to utilize “rural” Growth Areas (as amended per this Plan Update and originally established in the 1998 Plan) in the Pole Creek and Crooked Creek basins. Refer to *Appendix A: Growth Area Maps*.

Encourage a land use pattern that feathers density, (i.e. low and high density uses adjacent to one another should be buffered with a medium density).

Consider providing incentives for development located in close proximity to U.S. highways and state roads if minimizing disturbance of environmentally sensitive lands and obstruction of important view corridors.

The rural and open land character of Grand County should be a primary consideration when

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development and land use decisions are made; ensure that development is evaluated to assess whether it is in keeping with the County's character or if it will be a detriment.

Continue to promote areas outside growth areas for rural development, but only in a manner where natural and visual resources are preserved, including production agriculture.

Consider the adoption of impact fees on development that reduces existing levels of service.

Consider requiring that roads developed within rural residential developments be privately dedicated and privately maintained in perpetuity.

Continue to require the clustering of development in rural areas with land use policies that encourage development away from sensitive lands and/or resources and provide and protect contiguous open spaces.

Identify and evaluate incentives for preservation of wetlands, wildlife habitat and other scenic areas.

Continue to support Production Agriculture and "Right to Farm and Ranch" land use policy.

Promote the education and use of conservation easements, purchase of development rights and transfer of development rights to preserve agricultural irrigated hay meadows operations and other important sensitive and scenic lands.

Continue to encourage the control of noxious weeds.

Support the trail planning and development efforts of partners such as the Headwaters Trail Alliance.

Educate citizens and landowners in Grand County about "Rural Living" and land stewardship related to fencing, water rights, wetlands, noxious weeds, erosion, revegetation (planting grass, flowers, trees and shrubs), access, emergency response, wildfire and wildlife.

### 2.4.2 Implementation Actions

Identify, evaluate and amend land use and zoning regulations as necessary to promote incentives for preserving wetlands, wildlife habitat and important scenic corridors.

Review land use and zoning regulations to ensure compatibility with the rural and open land character of Grand County.

Explore options related to open lands preservation in the East Subarea such as:

- Consider initiating a referendum question related to acquisition of open lands.
- Consider creating a special district for the creation and/or administration of an open space district.
- Explore partnerships between such a district and other entities such as towns, existing recreation districts, Headwaters Trail Alliance, and others.

Review land use regulations and zoning designations to ensure compatibility with efforts toward economic expansion and tourism development opportunities in areas such as the intersection of US Hwy. 40 and State Hwy. 134, (adjacent to Wolford Mountain Reservoir) in a manner compatible with the existing character of the area.

Encourage land use decisions that promote and/or are compatible with the rural ranching and small town character of the West Subarea such as renewable energy development and natural resource based industry.

Work cooperatively with appropriate agencies, such as Natural Resource Conservation Service, Grand County Department of Natural Resources, Grand County Extension and Colorado State Forest Service to create a brochure regarding "Rural Living in Grand County".

### 2.5 PUBLIC LANDS PATTERN

Protect the County's overall identity and quality of life by promoting the value of public lands and the various functions that they serve.

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### 2.5.1 Policies

Consider making provisions in land use regulations regarding the conversion of public lands to private lands via land sales and/or exchanges to ensure that future resulting land uses are compatible with adjacent existing neighboring uses.

Promote/enhance motorized and non-motorized connections to/from public lands into current/future areas of development to provide access to existing recreational opportunities and promote integration of private and public open lands.

Construct or extend non-motorized travel ways (e.g., trails) that create open space corridors and provide connections between communities / neighborhoods and activity centers, such as schools, parks and commercial areas.

### 2.5.2 Implementation Actions

Evaluate and amend zoning regulations as necessary to ensure that public lands are appropriately zoned to protect the County's quality of life and the valuable functions they serve.

## 3. DEVELOPMENT: THE BUILT ENVIRONMENT

**Vision:** Future development is in keeping with its natural and built surroundings and enhancing the character of Grand County. Visually important lands are preserved and the rural mountain landscapes of the County are maintained.

With the high quality of life available in Grand County, a consistent measure of growth and development can continue to be expected in the county. As such, the county has an opportunity to guide the location and design of development to take advantage of existing infrastructure and amenities, minimize adverse impacts on resources and contribute positively to the county's overall character.

### 3.1 THE LOCATION OF DEVELOPMENT

Lands should be developed in a manner that enhances quality of life, takes advantage of existing

infrastructure, minimizes impacts to sensitive lands and contributes to the overall character of Grand County.

#### 3.1.1 Policies

When designing development, focus low intensity land uses and open lands in locations with environmentally sensitive areas.

Consider revising land use regulations (zoning, subdivision and others) to further refine/define a set of "planning review criteria" for use during the plan review process to guide the location of development and other construction disturbances away from sensitive lands.

Planning review criteria could include:

- Preservation of vegetation
- View shed protection and/or highway setbacks
- Critical wildlife habitat buffer zones
- Stream and river setbacks
- Other Special Site Considerations (see Article II of Subdivision Regulations)
- Integration into county-wide trails network
- Proximity of infrastructure (roads and utilities)

In addition, consider establishing design criteria or review protocols for development related to:

- Ridgeline development
- Night lighting
- Large patches of intact wildlife habitat (CDOW review)
- Wildlife migration corridors and critical habitat (CDOW review)
- Historic resources (Historic Preservation Committee and/or State Historic Preservation Office review)
- Wetlands (U.S. Army Corps review)
- Others

Explore including incentives in land use regulations to encourage protection/preservation of sensitive and/or agricultural lands.

Promote buffers of open lands between existing towns and communities that support/promote the character/identity of towns and communities. In many places environmentally-sensitive lands not



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suitable for development can serve this buffer function.

Encourage the development of interconnected networks of open space corridors, multi-use trails, sidewalks and bikeways between neighborhoods and activity centers such as retail areas, schools, parks and public lands.

Continue to support Headwaters Trail Alliance to connect towns and communities along major trail spine corridors (such as the Fraser to Granby Trail). Require new developments to safely link to these spines as feasible.

Consider allowing additional density closer to U.S. highways and state roads if minimizing disturbance of environmentally sensitive lands and obstruction of important view corridors.

Encourage and promote the redevelopment and/or revitalization of currently underdeveloped, outdated, or rundown areas.

### 3.1.2 Implementation Actions

Explore options for continuing to implement development of multi-use trails and other travelways in these corridors.

Continue efforts to refine/define a set of “planning review criteria” for use during the plan review process to guide the location of development and other construction disturbances away from sensitive lands.

## 3.2 THE APPEARANCE AND DESIGN OF DEVELOPMENT

### 3.2.1 Policies

Support “green” building design and design that delivers “above code performance” and is appropriate to the area.

Encourage efforts to retain, maintain and rehabilitate historic buildings and sites.

Continue to preserve Grand County’s night sky and require outdoor lighting that is subdued and has minimal off-site impacts.

Consider options to manage the appearance and design of development in the East Subarea and along various view corridors throughout the county (similar to Three Lakes Design Review Area).

### 3.2.2 Implementation Actions

Preserve Grand County’s night sky and require outdoor lighting that is subdued and has minimal off-site impacts.

Consider options to manage the appearance and design of development along important view corridors throughout the county, such as along the Colorado River Headwaters National Scenic Byway.

Consider implementing design regulations and view corridor regulations in the East Subarea (similar to Three Lakes Design Review Area).

## 3.3 BLIGHT

### 3.3.1 Policies

Encourage landowners to clean up their property in a proactive manner.

Enforce the current blight regulations in a consistent manner.

Update blight regulations as necessary to reflect current county policy.

### 3.3.2 Implementation Actions

Update blight regulations as necessary to reflect current county policy.

## 3.4 HOUSING

### 3.4.1 Policies

Residential development should meet the county’s needs in both quantity and quality of housing,

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promote neighborhood character, and integrate both full-time and part-time residents.

Take steps to encourage the provision of attainable housing and encourage the development of a variety of housing types which meet the needs of all age and income groups.

Consider establishing fees in lieu of for large-scale commercial/residential development to satisfy the provision of attainable housing.

Encourage compact mixed-use development in growth areas by promoting pedestrian-scale residential and retail areas, a network of multi-use trails and sidewalks, intercommunity public transportation, and combined live-work arrangements.

Continue to support the Grand County Housing Authority in its mission to provide, initiate and advocate for affordable housing in Grand County.

### 3.4.2 Implementation Actions

Evaluate and amend zoning regulations as necessary to ensure that sufficient and appropriately located lands are available to meet the needs of various housing types and densities.

Support attainable housing efforts in the North Subarea.

## 4. COMMUNITY AND PUBLIC FACILITIES

**Vision:** Consistent, reliable, and appropriate facilities for the long-term development of the County are provided that are compatible with the mountain environment and enhance the County's overall character.

### 4.1 PUBLIC FACILITIES

Work with towns and other jurisdictions to develop plans to address and incorporate unique or specific community and public facility infrastructure issues.

#### 4.1.1 Policies

Encourage development in locations that minimize fiscal impacts on governmental service providers

and direct growth toward areas that are efficient to serve.

Continue to map and maintain a current GIS database for water, sanitation, metro, and fire district service area boundaries within the Subareas to facilitate planning.

### 4.1.2 Implementation Actions

*No Specific Action*

## 4.2 INFRASTRUCTURE

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

### 4.2.1 Policies

Increment development of utilities with land use planning objectives in mind i.e., concentrate on growth areas.

Encourage existing water and sanitation districts to provide out-of-district services to adjacent development (new or existing) in growth areas.

For development not served by public sewer and water systems, well permits shall be issued from the Office of the State Engineer. Return flows shall be returned to the same stream system in which the well is located and waste water treatment provided through a sewage disposal system of the non-evaporative type.

New special service districts should be created only if the service they are intended to provide cannot be reasonably provided otherwise.

Support development of waste transfer station(s) as a sustainable solution to County refuse collection, integrating expanded opportunities for recycling.

Encourage community efforts for recycling county-wide, enabling convenient recycling opportunities for tourists and residents.

### 4.2.2 Implementation Actions

*No Specific Action*

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### 4.3 EDUCATION

To improve the ability of Grand County citizens to find new jobs and improve their chances for employment advancements, maintain and improve the education system within the county, including the creation of educational opportunities beyond high school level for both vocational and academic endeavors

#### 4.3.1 Policies

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.

New education facilities should be located within towns where urban level services and facilities are readily available, transportation and emergency services can be provided in a cost efficient and energy efficient manner and recreational facilities can be shared.

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.

Subdivision regulations and all governmental agencies should take the future needs for school facilities into consideration when reviewing subdivision applications.

#### 4.3.2 Implementation Actions

Support efforts to attract post-secondary education opportunities to the county.

### 4.4 RECREATION FACILITIES

Develop recreational resources within the county to meet the needs of all age and interest groups.

#### 4.4.1 Policies

Encourage increased recreational programs for all age groups including senior citizens.

Support the efforts of towns and other jurisdictions to provide diverse recreational facilities for County residents and encourage a multi-jurisdictional approach to recreation-related planning.



Promote existing motorized and non-motorized connections to existing recreational amenities on public lands and encourage the development of a network of trails, greenways and bikeways throughout the County to provide connections to recreational amenities and other destinations from population centers.

Ensure that sufficient and appropriately located lands are available to meet the needs of various recreational needs of residents and visitors.

#### 4.4.2 Implementation Actions

Evaluate and amend zoning regulations as necessary to ensure that sufficient and appropriately located lands are provided to meet the various recreational needs of residents and visitors in the future.

### 4.5 HEALTH CARE

#### 4.5.1 Policies

Continue to encourage and support the development of health care facilities throughout the County, attracting a range of specialists and facilities including long term care, nursing homes and hospitals both as a resource for residents and to provide additional job opportunities for county residents.



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### 4.5.2 Implementation Actions

Support the development of health care facilities throughout the County as a resource for residents and visitors, minimize out of county spending for health care services and to provide additional job opportunities for county residents.

Support efforts to attract additional healthcare services in the North Subarea.

### 4.6 EMERGENCY MANAGEMENT



*Snow Mountain Ranch Fire. Courtesy of CSFS.*

#### 4.6.1 Policies

Continue to work with emergency service providers in the review of new developments to ensure adequate access is provided for fire, police and other emergency services.

Continue to work with local fire districts, state and federal agencies and the Grand County Department of Natural Resources to support Community Wildfire Protection Planning and local wildfire mitigation efforts in order to minimize risks within the wildland-urban interface.

Understand wildfire impacts on the county watersheds and support watershed protection planning in conjunction with wildfire protection and mitigation.

Continue to ensure that all new proposed subdivisions and special uses comply with applicable wildfire mitigation as required by the

Grand County Department of Natural Resources, Colorado State Forest Service and local fire protection districts.

Continue to remove hazard trees pursuant and implement the forest management plan along applicable county road rights-of-way.

Continue to work with local and state entities and support emergency management planning related to: Local Emergency Operations, Hazard Mitigation Planning and Pre-Disaster Mitigation Planning, as well as other natural hazard planning.

### 4.6.2 Implementation Actions

Continue to require all new proposed subdivisions comply with applicable wildfire mitigation as recommended by Grand County Department of Natural Resources, Colorado State Forest Service and local fire protection districts.

Support Community Wildfire Protection Planning and local wildfire mitigation efforts in order to minimize risks within the Wildland-Urban Interface.

## 5. TRANSPORTATION

**Vision:** Safe and efficient multi-modal transportation systems are available to meet the needs of residents and visitors alike, remaining compatible with the county's overall character and providing for pedestrians, bicyclists and other types of transportation both now and in anticipation of future growth and development.



*Mule drawn covered supply wagon at the summit of Berthoud Pass, 1905. Photo courtesy of USGS*

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### 5.1.1 Policies

Encourage development of a county-wide mass transportation system that is implemented based on levels of need.

Consider creating a special district to administer taxes for the creation of a public transportation system.

Consider a referendum question based on commissioner districts related to creating a special district.

In conjunction with mass transit planning efforts, encourage transit-oriented development that supplies a broad range of types of housing, particularly in growth areas.

Review land use regulations to ensure compatibility with current transit planning efforts and potential land uses, particularly in growth areas and other existing development areas.

Encourage the development of pedestrian friendly crossings, sidewalks and trail systems throughout the county.

Develop transit and trail systems with cyclists' safety in mind, thereby encouraging bicycle use for recreational and local transportation.

Continue involvement in regional transportation-related master planning efforts such as the I-70 Coalition.

Support efforts to implement a sustainable, regional multi-modal transportation system such as an Advanced Guideway System or other high-speed rail system.

Continue to promote the development of transit alternatives to major recreation and tourist attractions.

### 5.1.2 Implementation Actions

Evaluate county's role in the development of a county-wide mass transit system and modify as necessary to reflect current county policy.

Support transportation partnerships between towns, resort/destination areas, and others.

Continue planning efforts towards the development of mass transit in the North and East Subareas.

## 6. ECONOMIC BASE

**Vision:** A stable, diversified, year-round economic base encourages the development of enterprises that will help sustain the county's economic base and provides a range of employment opportunities for area residents.

### 6.1 ECONOMIC STABILIZATION AND DIVERSIFICATION

#### 6.1.1 Policies

Expand the economic and tax base of the county through economic development opportunities by supporting the growth of existing and new business and appropriate industry.

Appeal to new businesses by promoting Grand County's existing assets and its unique setting that will serve as an amenity to attract and retain employees.

Accommodate the development of businesses and industries that create sustainable, meaningful jobs for local residents, enhance the overall economy of the County and minimize out of county spending for goods and services.

Evaluate current zoning to ensure that sufficient and appropriately located lands are available to meet the needs of business and industry-related economic expansion.

#### 6.1.2 Implementation Actions

Evaluate and amend zoning regulations as necessary to ensure that sufficient and appropriately located lands are available to meet the needs of business and industry-related economic expansion. Promote the development of businesses and industries that create sustainable, meaningful jobs for local residents, enhance the overall economy of

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the County and minimize out of county spending for goods and services.

Support efforts toward economic expansion and diversification in the North Subarea including commercial “shopping opportunities” and tourist/service-related enterprises in a manner compatible with the character of Grand County.

### 6.2 RECREATION & TOURISM BASED INDUSTRY

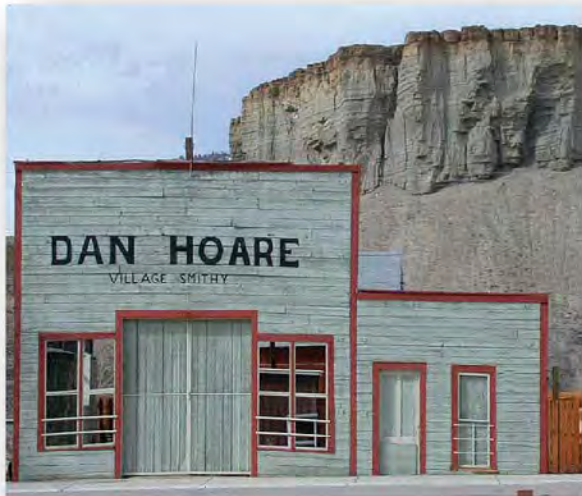
#### 6.2.1 Policies

Encourage and support high quality year-round recreation and tourist activities, facilities and services and make efforts to retain Grand County’s unique rural, western and scenic character that is so appealing to tourists.

Advance year-round, multi-faceted tourism opportunities to broaden the tourism economy and benefit County residents.

Preserve public access to public lands.

Delineate areas throughout the county dedicated to summer and winter recreation and tourism uses and activities, and the commercial facilities supporting such uses.



Encourage local economic and tourism groups to market Grand County and develop a Grand County

Legacy Program. This would be a promotional and educational program based on the County’s natural, cultural and historic heritage and geared toward recruiting tourism and preserving the County’s western, rural and scenic character.

#### 6.2.2 Implementation Actions

Evaluate and amend zoning regulations as necessary to ensure that sufficient and appropriately located lands are available to meet the growing needs of recreation and tourist based industry.

### 6.3 NATURAL RESOURCE BASED INDUSTRY

#### 6.3.1 Policies

Encourage and support natural resource based industry and renewable energy such that it complements and/or enhances the County’s rural character and natural setting and sustains quality of life for County residents.

Re-evaluate lands currently zoned forestry/open to ensure that sufficient and appropriately located lands are available to meet the needs of rural population centers and moderately-sized tourism-related development (e.g. Blue Valley Acres and Wolford Reservoir area).

Support landowner initiatives regarding renewable energy.

Support timber and timber-related industry aimed at creating jobs/industry related to beetle-kill and other timber resources in Grand County.

Promote agriculture and agricultural-related businesses and ventures so that the sector continues to contribute to the local economy.

Maintain and/or promote reasonable access to public lands for recreation, grazing, timber and similar purposes.

#### 6.3.2 Implementation Actions

*No Specific Action*

### 6.4 SECOND HOME DEVELOPMENT



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### 6.4.1 Policies

Continue to support the efforts of the Northwest Colorado Council of Governments to quantify the impacts of second homes and the cost of living in Grand County.

Consider the impacts of second home development on the County-wide jobs to housing ratio and strive to expand affordable housing options if demand for second homes continues to grow along with second-home driven service sector jobs.

### 6.4.2 Implementation Actions

*No Specific Action*

## 7. ADMINISTRATION & PROCESS

**Vision:** Local government operates efficiently and effectively by responding to the changing demands of the county through competent and decisive local leadership, ongoing planning efforts and meaningful citizen participation.

### 7.1 MASTER PLAN CONFORMANCE

#### 7.1.1 Policies

The planning commission shall develop and adopt a master plan for the physical development of the unincorporated territory of the county through a planning process that encourages public participation in and awareness of the development of such plan and also accepts and considers oral and written public comments throughout the process of developing the plan.

Subarea plans could be developed in conjunction with Towns that more precisely reflect the needs and desires of citizens from particular areas in the County and further guide growth and development in those areas consistent with a more community-scale vision.

Subarea plans could share common land use goals and implementation strategies with more specificity than the County-wide plan. They could also seek to encourage local communities to establish unique venues, attractions and design standards directed

toward enhancing individual community character and developing the sense of place unique to that influence area.

Potential Subarea Plans could include:

East Grand (Fraser Valley, Tabernash)  
Granby/Hot Sulphur Area  
Grand Lake / Three Lakes Area  
West Grand (Kremmling/Wolford/Blue Valley, Parshall/Williams Fork)

### 7.1.2 Implementation Actions

Consider establishing Subarea Plans in conjunction with the Towns or unincorporated communities that more precisely reflect the needs and desires of citizens from particular areas in the County and further guide growth and development in those areas consistent with a more community-scale vision.

## 7.2 LAND USE APPROVAL PROCESS

### 7.2.1 Policies

Continue to require pre-application meetings for all development proposals.

Develop and/or maintain pertinent planning data in a GIS database for use by planning staff, Planning Commissioners and County Commissioners in evaluating development proposals.

Consider adding more specific review criteria to the development review standards contained in the zoning regulations and to the subdivision design standards of the subdivision regulations (see Land Use and Development plan elements above).



### 7.2.2 Implementation Actions

Consider adding more specific review criteria to the development review standards contained in the

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Zoning Regulations and to the subdivision design standards of the Subdivision Regulations (see Land Use and Development plan elements above).

### 7.3 COOPERATION BETWEEN CONSTITUENCIES

#### 7.3.1 Policies

Initiate and implement joint land use planning efforts for lands of mutual concern with Town planning staff and other governmental bodies with common interests such as school districts, municipalities, neighboring counties and towns, and state and federal agencies.

#### 7.3.2 Implementation Actions

*No Specific Action*

### 7.4 CITIZEN PARTICIPATION

#### 7.4.1 Policies

Encourage and solicit citizen participation and involvement in government decision-making and continued communication with the public as to how and why decisions are made.

#### 7.4.2 Implementation Actions

*No Specific Action*



## Chapter 4

### GROWTH AREAS, MASTER PLAN UPDATES & AMENDMENTS

#### GROWTH AREAS

The continued use of Grand County's growth areas, including those adjacent and within each town is one of the primary implementation actions necessary for the success of the Master Plan.

Growth areas identified in Appendix A 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 criteria for establishing growth area boundaries were originally formed in the 1998 Plan.

#### AREAS EXCLUDED FROM GROWTH AREAS

While it is likely that growth areas boundaries will be modified in the future as the County grows, Areas outside of growth boundaries will continue to be subject to existing and changing zoning regulations in the same manner they have been for the past four decades.

The general goal for the future use of lands outside of a growth area is to continue promoting these areas where rural development may occur, but only when accomplished in a manner where natural resources are preserved, including production agriculture.

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

#### MASTER PLAN UPDATES

The Master Plan may be updated every five (5) to ten (10) years, or as needed, by the Planning Commission and County staff to ensure that current planning efforts reflect the long-term needs and desires of the citizenry.

#### MASTER PLAN AMENDMENTS

The Planning Commission may, at their discretion, entertain applicant initiated requests to amend or modify components of the Master Plan. Requests must comply with the following:

- a. Requests are made in September of each year following proper public notice.
- b. The applicant has paid a fee sufficient to cover the cost of evaluating the requested amendment, including proper public notice.
- c. Amendments conform to existing Goals & Policies of the Master Plan, and as amended.
- d. Amendments are compatible with existing and planned surrounding land uses.
- e. Amendments do not place burdens upon existing or planned service capabilities.

#### GROWTH AREA AMENDMENTS

The Planning Commission may, at their discretion, entertain applicant initiated requests to expand existing Growth Area boundaries or establish new Growth Areas. Requests must comply with the following requirements and applicable review criteria:

- a. Requests are made in March and September of each year following proper public notice.
- b. The applicant has paid a fee sufficient to cover the cost of evaluating the requested amendment, including proper public notice.
- c. The request conforms to existing Goals & Policies of the Master Plan, as amended.

#### Criteria to expand existing County Rural Growth Areas or establish new County Rural Growth Areas:

The location is compatible with the character, lot size, land use and density of the surrounding properties, both existing and planned.



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If expanding an existing Growth Area, the location is contiguous to an existing Growth Area.

If establishing a new Growth Area, the location is NOT an isolated growth area “island”, unless the location is considered an infill development area amongst existing higher density residential areas.

The location has existing adequate public facilities and services, or has the ability to expand said facilities and services easily.

The location has adequate access to public roads and if developed, would not place burdens upon existing or planned service capabilities.

The location preserves Forestry & Open Zone District by protecting production agricultural lands, open space and sensitive environmental areas.

The location does not include areas that are critical to the migration patterns of wildlife, nor take away from critical winter range for wildlife.

The location includes natural features conducive to development, such as flat or gentle rolling topography, few or no wetlands, not within flood plains or riparian corridors, and within areas that are out of critical view corridors.

Property lines or rights-of- ways are used to establish the boundary, unless its more appropriate to utilize natural features in order to preserve such as ridgelines, water bodies, wetlands.

### Criteria to expand existing County and Town Urban Growth Areas or establish new County and Town Urban Growth Areas:

The location is served by existing central water and sewer.

The location can be accessed from existing or future town streets and developed in a manner that meets town standards.

The location does not include production agriculture land, open space and sensitive environmental areas and is suitable for urban uses.

The location includes natural features conducive to development, such as flat or gentle rolling topography, few or no wetlands, not within flood plains or riparian corridors, and within areas that are out of critical view corridors.

Property lines or rights-of-ways are used to establish the boundary, unless its more appropriate to utilize natural features in order to preserve such as ridgelines, water bodies, wetlands.



**Kremmling Growth Area.....54**

**Hot Sulphur Springs Growth Area.....55**

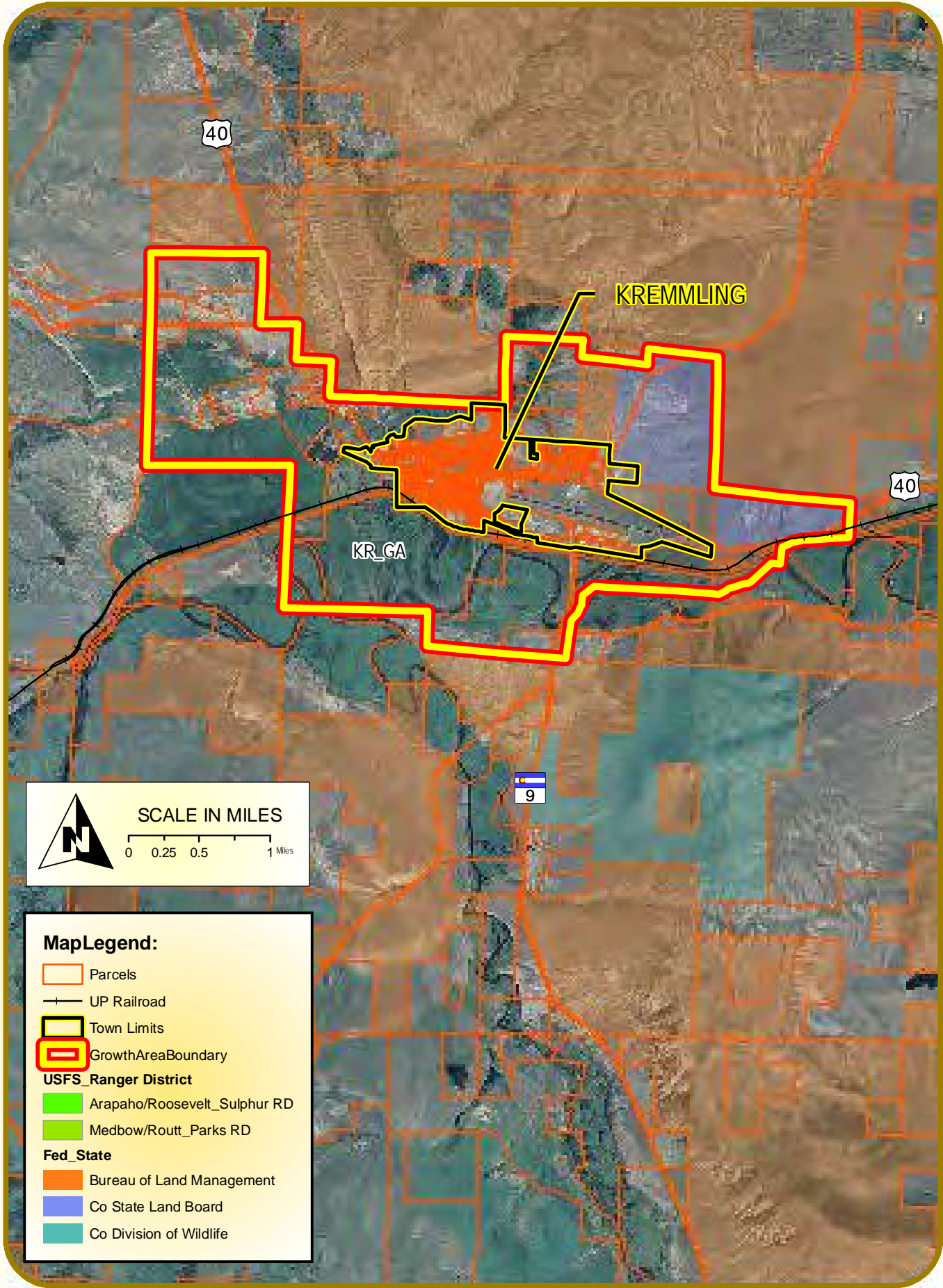
**Grand County – Grand Lake Growth Areas .....56**

**Granby Growth Area.....57**

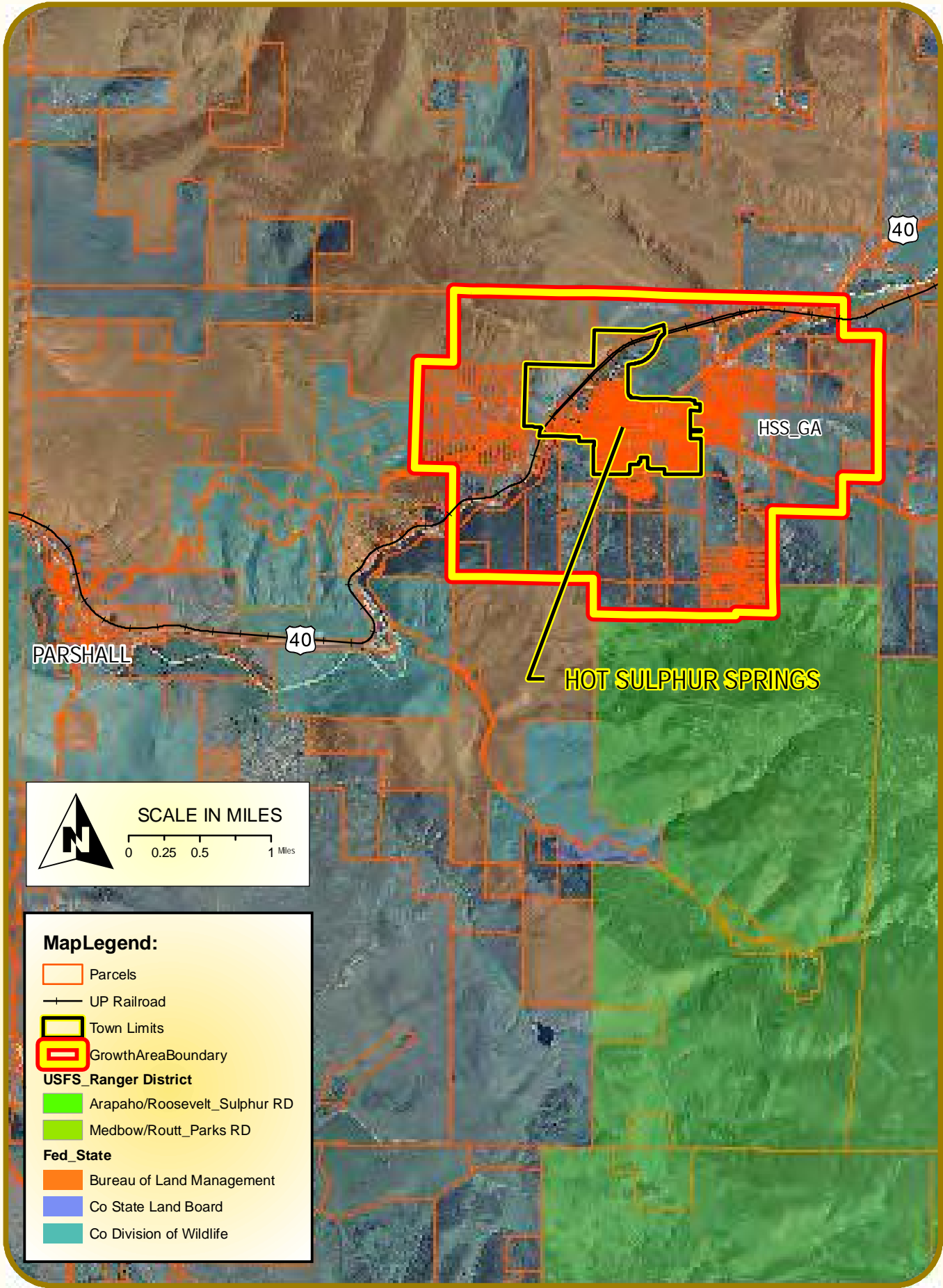
**Grand County – Tabernash Growth Areas .....58**

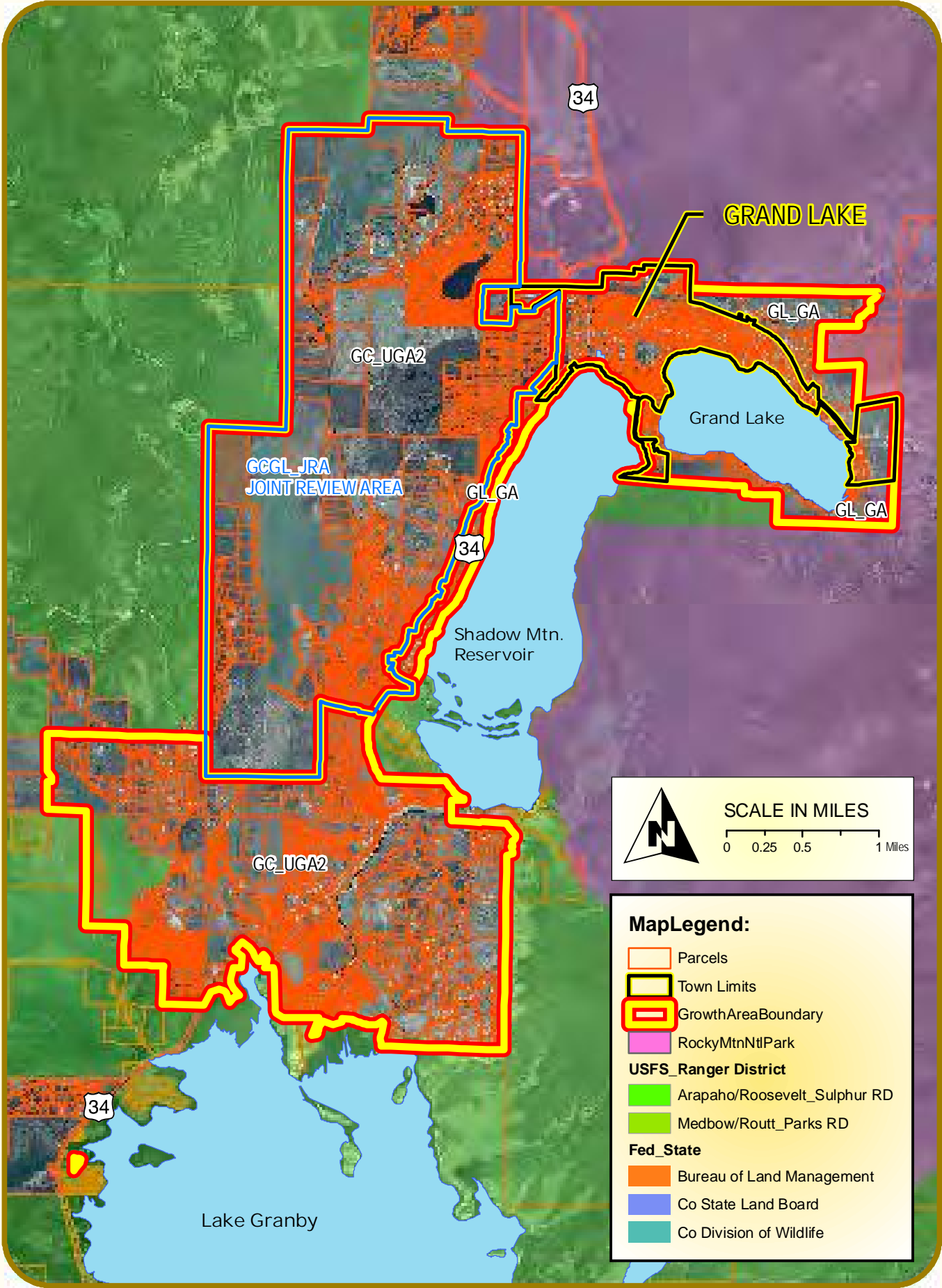
**Fraser – Winter Park Growth Areas .....59**

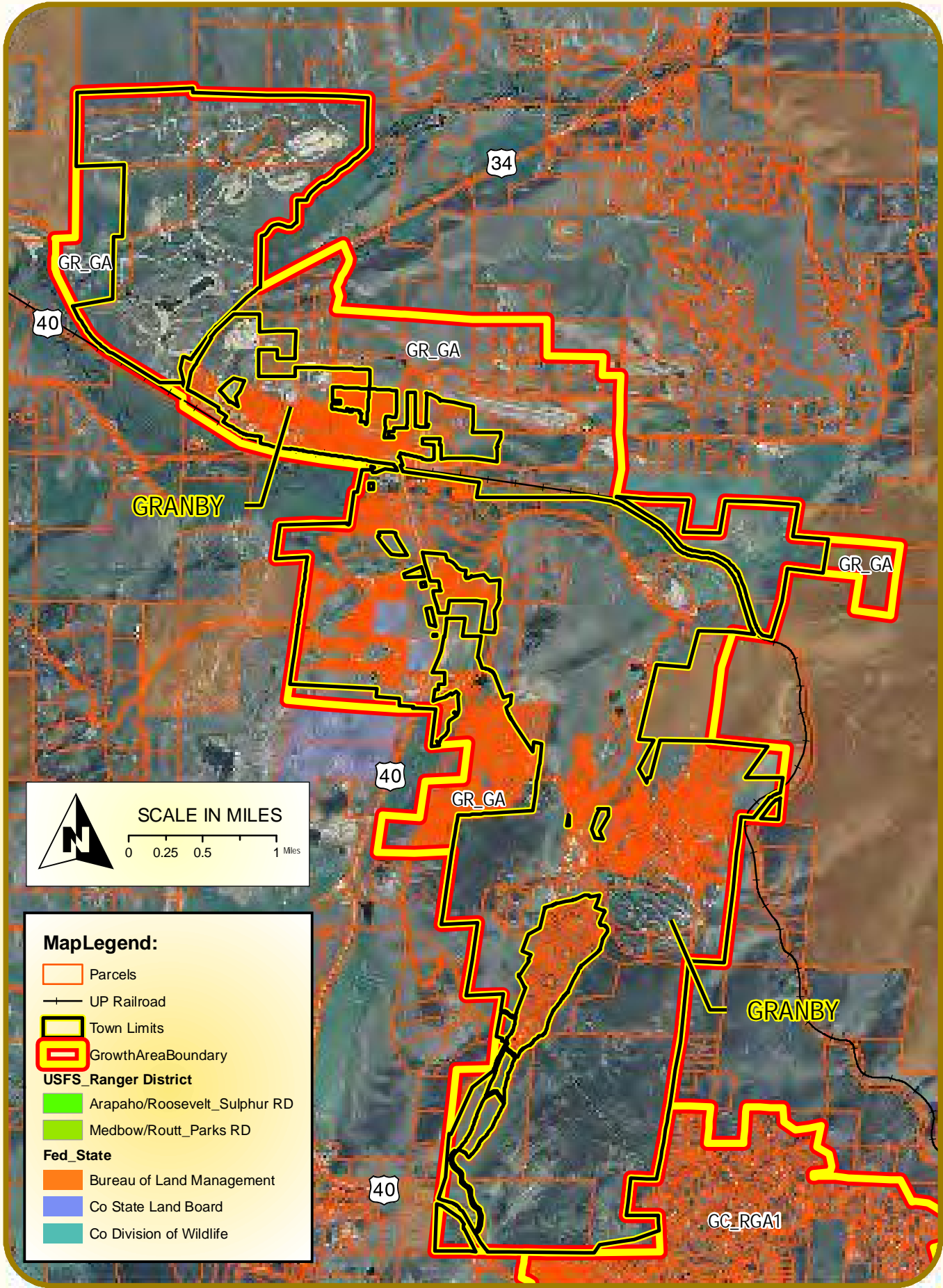
# Kremmling Growth Area





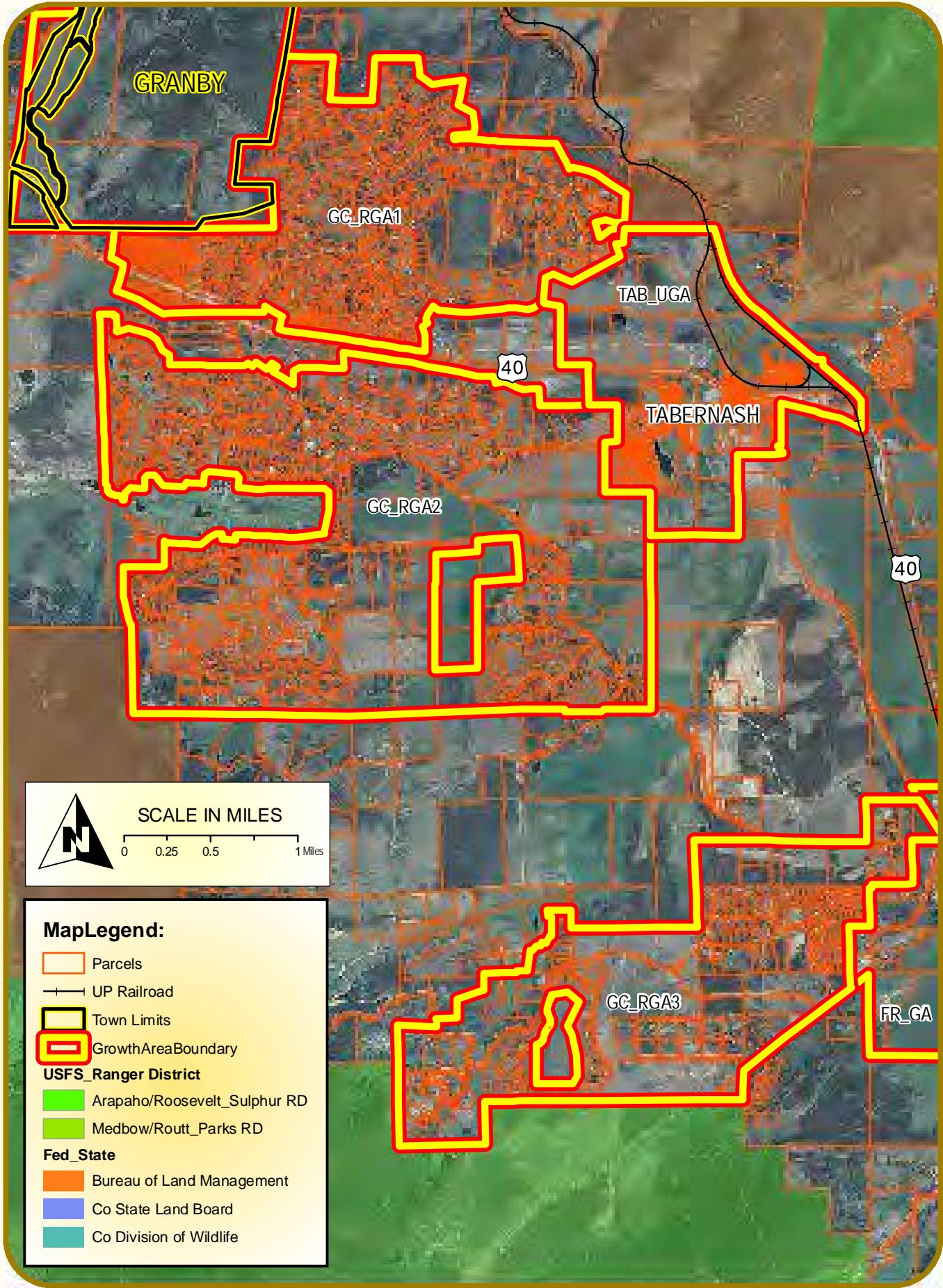








# Tabernash Growth Areas



Fraser - Winter Park Growth Areas

