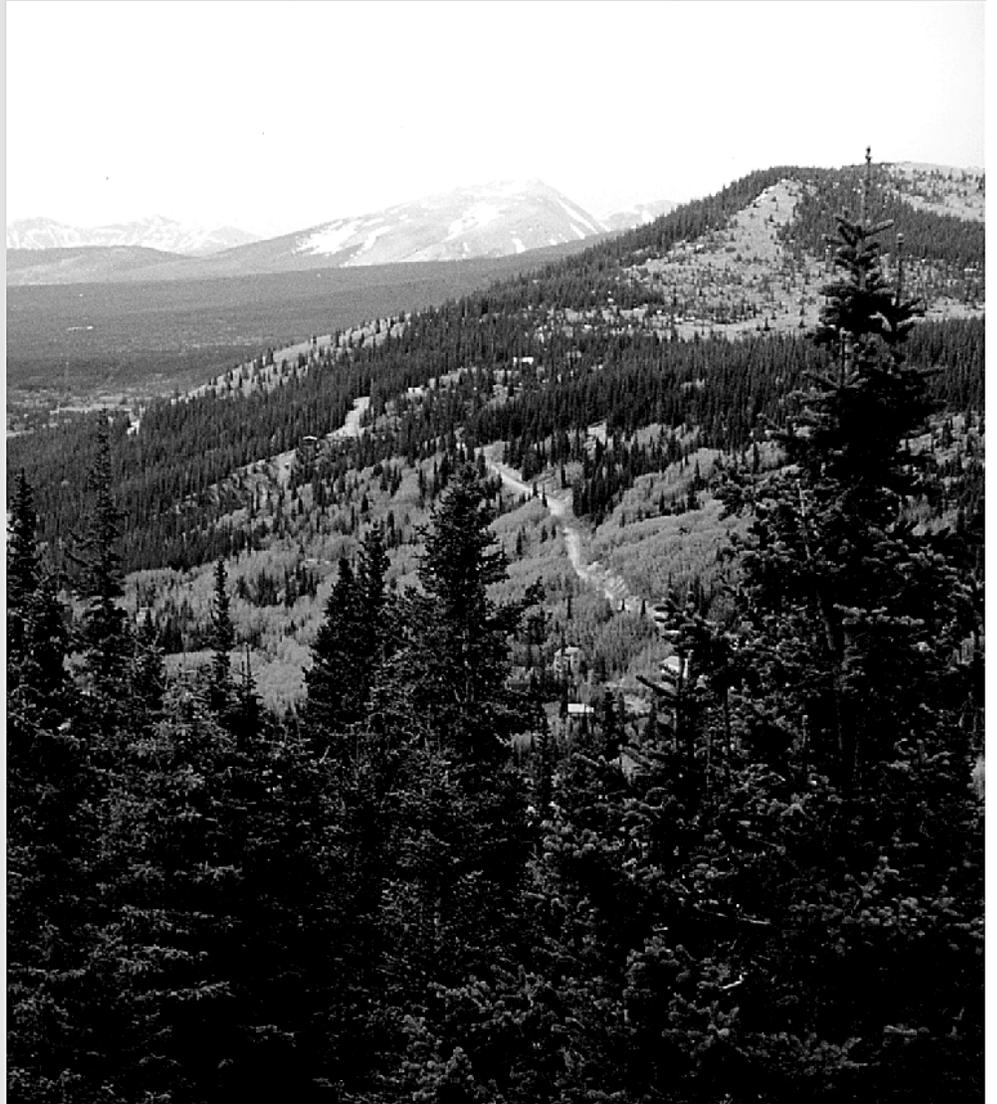




PARK COUNTY

STRATEGIC MASTER PLAN



Park County Planning Department
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May 8, 2001

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I. INTRODUCTION

Park County and its communities of Pine Junction, Shawnee, Bailey, Grant, Jefferson, Como, Fairplay, Alma, Hartsel, Lake George, and Guffey contain a diverse wealth of environmental, cultural and historic resources. The scenic beauty of the county, the abundance of recreational opportunities, including access to a significant number of fourteen thousand foot peaks, proximity to the Summit County ski resorts, and the county's peripheral location near Colorado Springs and Metropolitan Denver have contributed to recent surges in population and development activity. With over a 102% increase in population in a 10 year period, Park County is quickly becoming a primary destination for retirees, telecommuters, Front Range commuters, seasonal residents and weekend visitors. Decisions made today regarding land use and development will profoundly affect how current and future Park County residents live, work, and recreate over the next several decades.

Park County is approximately 45 miles wide from east to west, and 60 miles long, encompassing 2,166 square miles. Within its borders are two national wilderness areas, two state parks, nine state wildlife areas and more territory above 9,000 feet altitude than any other county in the state of Colorado. The northeastern third of Park County is known as the Platte Canyon Area. This densely forested area is bisected by the North Fork of the South Platte River, which parallels U.S. Highway 285 through the communities of Pine Junction, Shawnee, Bailey and Grant. The southeastern third of Park County includes the communities of Lake George, Guffey, and Hartsel. U.S. Highway 285 and 24, Colorado Highway 9, and numerous county roads and National Forest roads provided automobile access throughout the county. The remaining third of Park County, generally known as the South Park area, includes Fairplay, Alma, Jefferson, and Como.

Recent growth has impacted each these communities differently. Recent wildfires and subsequent evacuations in the Bailey area have raised the planning consciousness of rural residents, including concern regarding high density residential development in areas where emergency services are limited and/or non existent. Multiple access routes, adequate emergency services, and enforced wildfire mitigation strategies are now seen as critical components to future residential development. In addition, recent attempts by Front Range communities to purchase groundwater rights from Park County landowners have resulted in an enhanced awareness of water quality and quantity issues. Colorado has recently witnessed some of the hottest and driest summers on record and residents throughout the county have expressed concern regarding future water resources and the impact future development will have on the natural and cultural resources of Park County.

Continuing improvements to U.S. State Hwy. 285, close proximity to Breckenridge and other ski areas, real estate prices associated with resort development, and widening of U.S. Hwy. 24 west from Colorado Springs to Woodland Park have resulted in increased development pressure throughout the county and prompted the state and the county to project population increases ranging between 8% and 11% per year for the next 20 years. However, unlike neighboring counties who have witnessed increased tax revenues associated with tourism and related business development, significant commercial development in Park County has been limited by businesses and services locating outside the county boundaries. Limited commercial development has resulted in nominal tax revenues and existing county fiscal budgets are strained, as the number of residential households increases and the cost of infrastructure and demand for services by residents continues to rise.

As development pressures increase, Park County and its residents must also work together to protect the natural resources and character that make Park County unique and inviting. Policy recommendations and implementation strategies will guide elected and appointed officials and Park County residents towards a future that includes development that respects the natural characteristics and landscape so critical to the image and heritage of Park County. Used in conjunction with other planning documents, the Park County Strategic Master Plan must provide important tools for local decision makers to employ when reviewing development proposals, budgeting infrastructure investments, and other decisions critical to the health and welfare of the county's residents, businesses, and property owners.

The 2001 Park County Strategic Master Plan was envisioned to be and written as an *advisory document* that would address the long-term interests of Park County. The 2001 Park County Strategic Master Plan was written utilizing a consensus building process and addresses growth management, natural and cultural resources, residential/commercial/industrial land uses, open lands and agricultural lands, intergovernmental cooperation, administration, and private property rights. The Planning Commission specifically sought and ultimately obtained a high degree of community involvement throughout the planning process. Extensive citizen involvement will be required during implementation of the plan's guiding principles, including the analysis of and potential revision of existing rural center boundaries. It is important to note that the 2001 Park County Strategic Master Plan is intended to be an advisory document containing a toolbox of implementation strategies to guide future development and to prompt revision to the Park County Land Use Regulations. The plan, as written, promotes a cautionary stance towards development until significant water quality and quantity issues are resolved countywide.

Throughout the planning process, many residents in the county expressed concern regarding the impact that the Strategic Master Plan would have on the private property rights of existing landowners. Although 68% of survey respondents supported strengthening county land use regulations to protect sensitive resources and open space, respondents also expressed concern that valid existing property rights not be unduly limited in the process. Strong sentiment was expressed in all public meetings that the master plan should be sensitive to the rights of private property owners and incentives (or non-regulatory implementation tools) must be considered and utilized whenever possible to accomplish the goals of this plan. The plan seeks to maintain memorable landscapes, native vegetation, wildlife, fisheries, and scenic view corridors and proposes that future growth and development address the concerns of existing residents without impinging on the private property rights of existing, platted lots or legally created lots. The character and integrity of Park County and its communities shall be preserved and enhanced by following the guiding policies.

II. PLANNING PROCESS

A. PUBLIC PARTICIPATION

The process for creating the Park County Strategic Master Plan was a collaborative effort, involving input from residents, property owners, business owners, and local, state, and federal agencies. One of the most important objectives of the planning process was to ensure that all interested parties had the opportunity to participate in developing the Plan. An extensive community outreach and public participation process allowed a diverse cross-section of citizens to take an active role in identifying county-wide and community issues, developing plan goals and objectives, and evaluating implementation tools.

An essential component of the planning process was the Strategic Master Plan Advisory Committee, which functioned as a collective voice for the citizens and property owners of Park County. The Advisory Committee was selected by county staff and was comprised of residents from subareas, incorporated towns and the county-at-large. The committee served as both a source of information and a sounding board for the consulting team. The consultant team met with the Advisory Committee periodically throughout the project (beginning in September 1999) prior to public workshops and at critical stages in the planning process to review documentation prior to public distribution.

A variety of activities were used throughout the planning process to ensure the issues and concerns of county residents and property owners were identified and addressed, including a county-wide survey, a series of one-on-one interviews, and community workshops conducted in each subarea. The community survey, distributed in October 1999, included questions related to Park County's future growth and development. The consultant team used the survey results to develop a series of alternative land use development scenarios that were presented to the public at community workshops conducted in Bailey, Fairplay, Hartsel, Lake George, and Guffey in April 2000. Local residents, property owners, and business owners were invited to attend and participate in roundtable discussions aimed at identifying the alternative or components of different alternatives that best addressed land use and growth management issues facing Park County. Workshop attendees were divided in several small workgroups to discuss the strengths and weaknesses of each scenario and choose the policies that best reflected the groups' opinions and concerns. Each group reported their findings to all workshop participants and the consultant team.



Hartsel subarea workshop, 4/25/00.



County-wide Implementation workshop, 7/19/00.

Using information gathered at the workshops, the consultant team developed a Preferred Development Scenario and a list of implementation tools that were presented at a countywide implementation meeting conducted in Fairplay. The consultant team presented a variety of implementation tools and techniques available to Park County. Workshop participants were then divided into small workgroups to discuss which tools and techniques were most appropriate for Park County residents and property owners.

The Strategic Master Plan is based on extensive input and comments received from the Advisory Committee and the public throughout the planning process and the consultant team's experience in policy recommendations and implementation strategies and tools.

B. COMMUNITY SURVEY

An initial step in the planning process was the development and distribution of a countywide community survey that included questions related to Park County's future growth and development. The questions and survey format were designed through the collaborative efforts of county staff, the Advisory Committee and the consultant team. The survey was distributed to 8,089 households; of this number, 7,588 surveys were mailed to residents living within Park County and 501 surveys were mailed to individuals residing in Park County, but who receive their mail outside the county (Breckenridge, Pine Junction, etc.). Of the 7,588 surveys mailed within Park County, a total of 2,032 surveys were returned, representing a response rate of 27 percent, considered to be extremely high for a rural mountain county. Of the 501 surveys mailed outside the county, 96 surveys were returned, representing a response rate of 19 percent. In addition, a total of 1,000 surveys were mailed to a random sampling of second homeowners, that is, owners of improved property in the county who receive tax notices at addresses outside the county. A total of 177 of these surveys were returned for a response rate of 18 percent. Surveys were also made available for pickup at local libraries and county offices. A total of 35 pickup surveys were completed and returned. These surveys were processed separately, but are analyzed together with responses from mailed forms.

An executive summary of the survey results can be found in Appendix B. The Community Survey is hereby incorporated into the Park County Strategic Master Plan by reference.

C. ECONOMIC AND DEMOGRAPHIC REPORT

A critical initial step in the planning process was developing the Economic and Demographic Report. Information contained in the report was used to formulate specific policies and implementation strategies that address location, rate, and timing of future growth in Park County. Using 1990 census tract information and information provided by the Park County Assessor's office, demographic trends and issues were compiled including population projections, age profiles, household characteristics and housing facts and trends. In addition, employment and labor force trends, tourism, recreation, retail, agricultural trends, and mining outlook trends were researched and shortcomings and opportunities were identified.

An executive summary of this report as well as more detailed information can be found in Appendix C. The Economic Demographic Report is hereby incorporated into the Park County Strategic Master Plan by reference.

D. INFRASTRUCTURE ASSESSMENT

Utilizing information provided by a number of service providers and county agencies, an infrastructure assessment overview was prepared that outlines existing conditions and deficiencies of all major required services and facilities currently provided by Park County and the private sector. In addition to the infrastructure assessment component of the Master Plan, Park County anticipates completion of a 5-Year *County Road Needs Study* and the following water resources assessments:

- USGS Fact Sheet: summary of all existing water resource data; and
- USGS Water Resources Investigations Report: summary of surface- and ground-water resource data acquired preparatory to a 2-year monitoring study on the impact of development to groundwater resources for wells in the Bailey area and one (1) year of sampling in the Fairplay and Alma areas.

The complete Infrastructure Assessment can be found in Appendix D. The Infrastructure Assessment is hereby incorporated into the Park County Strategic Master Plan by reference.

E. RESOURCE MAPS

Another initial step in the planning process was collecting and compiling existing digital data bases. Using information supplied by the county, a series of (4) maps were produced that identifies natural and man-made environmental hazards, visual preferences and view corridors, wildlife habitat and migration corridors, and historic and cultural resources.

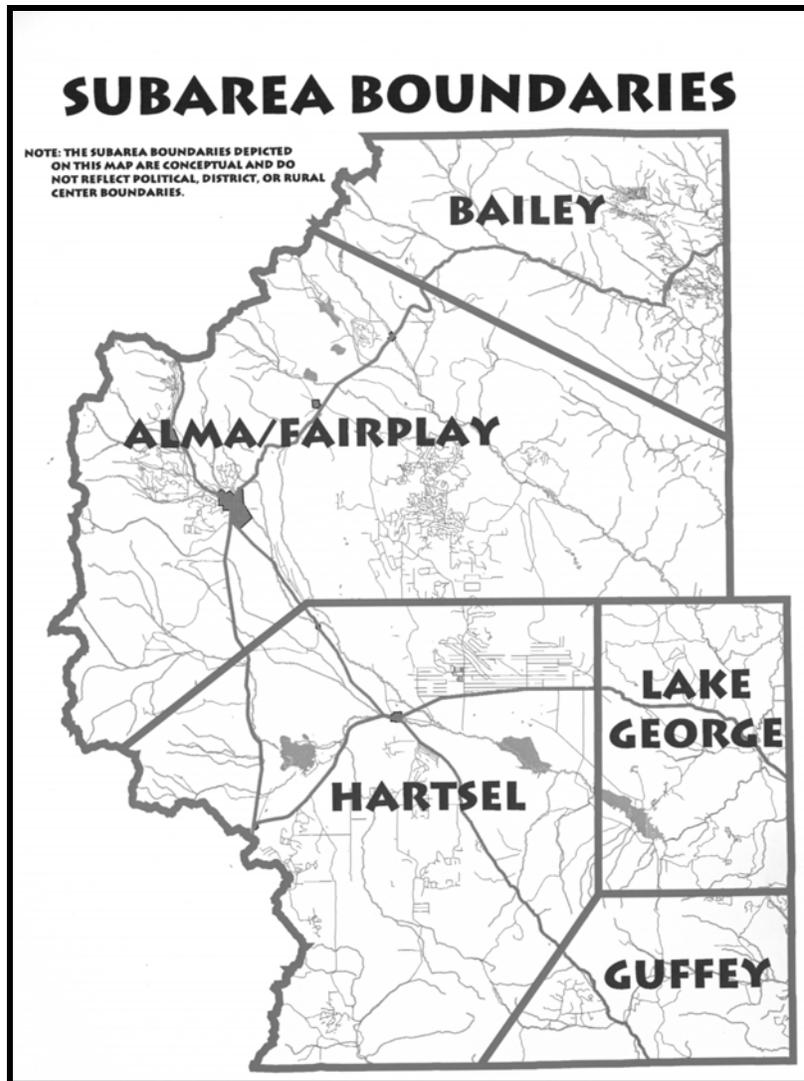
The Resource Maps can be found in Appendix I. The Resource Maps are hereby incorporated into the Park County Strategic Master Plan by reference.

F. SUBAREAS

To ensure that all residents and property owners were afforded opportunities to contribute to the planning process, Park County was divided into 5 subareas. The subareas are as follows:

- Bailey including the communities of Bailey, Shawnee, Grant, and Pine Junction
- Fairplay/Alma including the communities of Como and Jefferson and the Towns of Alma and Fairplay
- Hartsel including the communities of Hartsel and Antero Junction
- Lake George including the community of Lake George
- Guffey including the community of Guffey

The following diagram illustrates the subareas:



III. COMMUNITY CHARACTER AND MASTER PLAN GOALS

A. PARK COUNTY SUBAREA CHARACTER DESCRIPTIONS

1. PINE JUNCTION/BAILEY /SHAWNEE/GRANT

Located approximately 40 miles west of Denver, the Bailey subarea contains a number of small communities that include a substantial number of metro Denver commuters residing in Park County as well as approximately two-thirds of the county's entire population. U.S. Hwy. 285 meanders through the foothills and drops into the Platte River Canyon, offering spectacular views to forested public lands and river and drainage corridors. Scenic vistas in the subarea, including those along Guanella Pass, were often cited by local residents as important character-defining attributes of the subarea. Extended vistas to undeveloped public lands leave a false impression that this subarea is sparsely populated. To the contrary, county roads, leading north and south from U.S. Hwy. 285, access numerous residential subdivisions that house Denver commuters.



Park County: Bailey Subarea Diagram

The communities of Pine Junction, Bailey, Shawnee, and Grant are small, unincorporated communities that provide basic services such as post offices and convenience stores. As residential growth increases in and around Bailey, commercial development continues to expand incrementally, offering wider and more diverse retail and restaurant inventory. Large-scale commercial development has been limited, however, due to the proximity of large commercial developments in adjacent Summit and Jefferson Counties.



Commercial Development in "Original Bailey".

In addition to Bailey, there are a number of other communities in the subarea. Although the majority of commercial development affiliated with the Pine Junction communities lies in Jefferson County, a number of residential developments are situated in Park County and residents consider themselves members of the Park County community. The original plat of Bailey is located alongside the North Fork of the South Platte River and the plat itself

encompasses a few blocks at the base of Crow Hill. In addition, the Bailey subarea contains the RE-1 school district facilities, including Deer Creek Elementary, Fitzsimmons Middle School, and the newly renovated and expanded Platte Canyon High School. Shawnee contains a number of small, historic structures and working agricultural lands in the valley floor that create a scenic foreground to Pike National Forest. Grant offers limited commercial development and services, catering primarily to travelers headed into the Mount Evans Wilderness via Guanella Pass.

2. FAIRPLAY/ALMA/JEFFERSON/COMO

Entering South Park from U.S. Hwy. 285, Kenosha Pass provides residents and visitors with one of the most spectacular and memorable vistas in the county. “South Park,” as it is known to residents throughout the state, is one of the three major parks/valleys in the Colorado mountain region, and is home to a number of historic ranches, the Towns of Alma and Fairplay, and the unincorporated communities of Como and Jefferson. The subarea extends from the Continental Divide to Reinecker Ridge and the Elkhorn area and includes the eastern face of the Mosquito Range and Tarryall Reservoir. Large expanses of undeveloped working agricultural lands combine with forested hillsides to create a memorable western landscape. However, recent scattered residential development serving both local residents and second homeowners has resulted in the fragmentation of agricultural lands vital to the cultural heritage of the county.



Park County: Alma/Fairplay Subarea Diagram



Placer Valley and the Continental Divide.

The subarea has also felt the effects of adjacent resort development in Breckenridge and Summit County. Increasing real estate costs have prompted resort employees to seek attainable housing in both the Alma and Fairplay communities. In addition, recent development in mountainous areas has resulted in a number of homes being built on extremely steep slopes and above treeline, impacting views and creating emergency access, winter road maintenance issues, and

scarring of the hillsides. Another development issue facing this subarea is the conversion of mining claims to residential uses, raising potential land use compatibility conflicts, should owners of existing mining claims opt to expand and/or restart mining operations. Recent attempts to provide wireless communication by service contractors have raised issues regarding the siting of telecommunication towers. Local residents are concerned about the impact such structures will have on existing view corridors. During community workshops, subarea residents expressed a desire to develop design standards that would address and/or mitigate the impact of new development on ridgelines, steep slopes, and valued view corridors.

The community of Como offers true heritage tourism opportunities. Recently installed interpretive displays offer a self-driving tour of this historical community. Located on the road to Boreas Pass, Como has approximately 50 permanent residents, a restaurant, a general store and post office. Acting as the gateway to Jefferson Lake, Tarryall Reservoir, and Tarryall Road, the Rural Center of Jefferson straddles U.S. Hwy. 285 and contains a number of commercial businesses catering to travelers along the 285 corridor. The area is surrounded by working agricultural lands and offers unparalleled scenic vistas to the Mosquito Range and Tarryall Mountains, as well as South Park itself.

Mineral Resources in Park County

Gold was first discovered in Park County in 1859 and resulted in a number of permanent settlements including Fairplay, Alma, and Como. Although many mining claims have recently been converted to residential use, many active mining claims still exist. Evidence of past mining efforts are visible throughout this section of the county and include abandoned outbuildings, roads, and tailings.

*Two types of mineral resources exist in the county: precious metals and gravel. Precious metal mining claims lie north, northwest, and west of Fairplay and extend to the county boundary. Stream-deposited commercial sand and gravel deposits are located in central Park County between Tarryall Creek and Park Gulch. While gravel extraction is ongoing, these gravel deposits also include the potential for future gold recovery.**

Most importantly, a large percentage of privately owned land, approximately 51%, overlies severed U.S. mineral rights. These mineral rights are available for leasing or claiming under Federal law and could result in adjacent land use conflicts with existing and future residential development. Experience indicates that many people moving from urban and suburban environments into rural areas are not fully educated about water and/or mineral rights issues. Newcomers to Park County should understand the implications of water and mineral rights ownership and the potential for future mineral extraction on or in close proximity to their property.*

**Park County Citizen's Committee for Land Use Review and Zoning Recommendations: Final Report – November 1998*

3. HARTSEL

The Hartsel subarea extends from Garo south to Fremont County and includes Antero Reservoir, Antero Junction, and Spinney Mountain Reservoir. The landscape varies greatly from the rolling hills of Kaufman Ridge to the relatively level terrain encompassed by Hartsel Springs Ranch. The Puma Hills create a foreground to the Tarryall Mountains, and throughout this subarea, expansive views include scattered residential development and forested public lands. The area is rich in history and a number of original homesteads and historic ranches are scattered throughout the area. Spinney Reservoir and Antero Reservoir attract a large number of visitors throughout the year. Access to both reservoirs is via county roads through private and state-owned land.



Park County: Hartsel Subarea Diagram

The Hartsel subarea contains a significant number of subdivisions, many catering to second homeowners and out-of-state residents. In fact, the majority of the county's 25,000 undeveloped, platted lots are located in this subarea, generating concern that development on these lots may degrade natural and cultural resources, as well as county services.



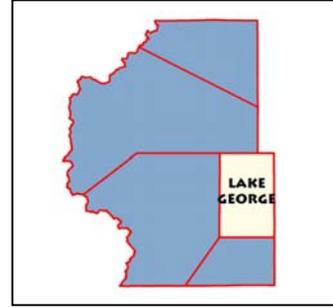
Hartsel: Commercial development along State Highway 9.



Hartsel Hot Springs and Train Depot.

4. LAKE GEORGE

Founded as a summer retreat for residents of Colorado Springs, Lake George continues to provide a variety of recreational opportunities for visitors, with numerous public access routes to unique canyons including Eleven-Mile Canyon, Lost Creek Wilderness, and Pike National Forest. While the majority of land contained in this subarea is publicly owned, several large ranching operations and guest ranches occupy lands along creeks and drainages and are visible from both U.S. Hwy. 24, Tarryall Road, and Forest Road 249. East of Wilkerson Pass, the landscape consists of heavily forested hillsides with restricted views to rock outcroppings of the Tarryall Mountains.



Park County: Lake George Subarea Diagram

Several businesses flank U.S. Hwy. 24 and serve both local residents and visitors. A general store, restaurants, and a number of business, services, and industrial or commercial land uses serve permanent and seasonal residents. The majority of these businesses are located at the intersection of U.S. Hwy. 24 and Forest Road 245 and are set back off the road with large expanses of parking located directly off the highway.

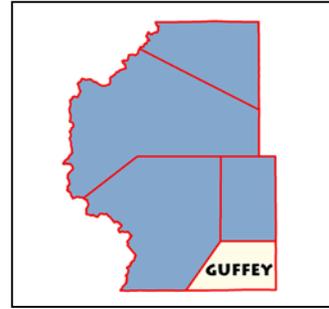


Lake George: Forest Road 245

The consultant team prepared a series of illustrative sketches depicting the application of design standards for new development, including controlled access, landscape features, and improved architectural features. Many residents attending community workshops reacted positively to these images and support future development that responds to the mountain character exhibited by existing development.

5. GUFFEY

The Guffey subarea occupies the far southeastern corner of the county. Accessed from the south by Hwy. 9 Guffey is “off the beaten track” and has become a destination for visitors who frequent locally owned restaurants and antique stores. The subarea encompasses West Four-Mile Creek and Thirty-one Mile Creek, both home to historic ranches as well as an increasing number of subdivisions. The topography is varied and although view corridors from the roads are confined to primary and secondary drainages, the scenic value of the subarea attracts visitors from adjacent counties and the Front Range. Traveling west along County Roads 112 and 109, several drainages allow restricted views to forested hillsides and rock outcrops. Primary and secondary drainages meander through working agricultural lands.



Park County: Guffey Subarea Diagram

Guffey contains a significantly higher proportion of agriculturally zoned land than any other Park County subarea. Recently, a number of large agricultural parcels have been subdivided into 20-acre + lots anticipated for residential development. While Guffey residents are not opposed to future growth, they have expressed concern about the fragmentation and conversion of working agricultural lands into residential uses.



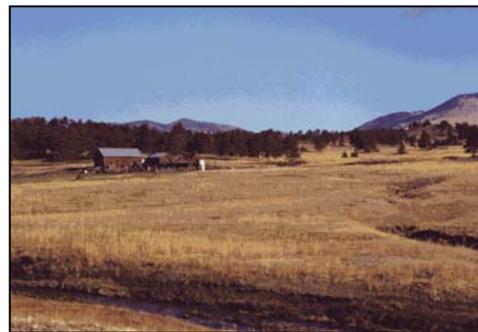
Guffey: Working agricultural lands

The Guffey Zone District is located approximately one mile from State Hwy. 9 on County Road 109 and contains a significant number of older buildings that exemplify the true spirit of the old west.

Local streets are unpaved and organized around a grid, allowing easy pedestrian access to and from the charter school, library, post office, community center, and local retail establishments. The Guffey District was established in 1996 and is the only unincorporated community in Park County that stipulates permitted and non-permitted land uses. The goal of the district is to “retain a rural atmosphere by restricting excessive noise, lights, and building mass.”



Guffey: Antique Store



Guffey: Working agricultural lands

B. MASTER PLAN GOALS

Using information compiled from the Park County Master Plan survey, a series of one-on-one interviews with a cross-section of residents and officials, and five community workshops, the consultant team developed a series of issues facing Park County. Based on these issues, the land use and growth management goals for Park County emerged. The following goals are not listed in order of priority:

1. Update development regulations to ensure the protection of environmentally sensitive areas, including wildlife habitat, wetlands, aquifer recharge zones, riparian areas, unique views, and ridgelines.
2. Manage the pace and location of residential growth in Park County.
3. Improve the quality of new development as it relates to site and architectural design, compatibility with existing rural character and sensitivity to natural environment.
4. Direct new smaller-lot residential and commercial/light industrial development to existing communities and Rural Centers. To the extent necessary, expand these boundaries to accommodate this growth.
5. Limit the parcelization of large tracts of open space and rangeland throughout the county and the buildout of existing small, non-conforming substandard lot subdivisions.
6. Use incentives as well as regulation to direct growth, protect natural and cultural resources and working agricultural lands, and provide open space throughout the county.
7. Work with the private sector to acquire land or purchase development rights for open land, including natural and cultural resource protection, recreation, and rangeland preservation.
8. Ensure new development pays a fair share of the infrastructure and services it requires, in order to minimize tax burdens on existing residents.
9. Assure adequate public infrastructure and services are available prior to or concurrent with new development.
10. Balance the use of regulatory measures and incentives in order to respect private property interests.
11. Coordinate with other local, state, and federal government agencies and service providers to implement the Master Plan.
12. Understand the extent of existing water resources and use that information to guide future growth and development.

IV. SUMMARY OF PREFERRED DEVELOPMENT SCENARIO

The range of land use decisions made each day in Park County will determine the future character of the county's physical environment. Made incrementally, and without an overall vision for the future of Park County, the sum of these decisions could potentially erode the special qualities cherished by residents and visitors alike. Faced with the choice between allowing uncontrolled growth or managing development, citizens have voiced a desire to take a more proactive role in shaping the county's future. This choice is embodied in the Preferred Development Scenario. The Preferred Development Scenario not only outlines an overall vision for the future of Park County, but also provides a foundation for principles and strategies to guide future land use and growth management decisions countywide and for each subarea.

A. PRODUCTION OF THE PREFERRED DEVELOPMENT SCENARIO

Based on the results of the public opinion survey, Advisory Committee meetings, and numerous one-on-one interviews with a cross-section of county residents and officials, four Alternative Development Scenarios were produced for community review and comment. These alternatives responded to priority land use issues and goals expressed by citizens and property owners. The scenarios ranged in scale from Scenario 1, which is an "as-is" planning approach by the county whereby current policies continue to permit scattered development throughout the county – to Scenario 4, an extremely aggressive approach to limiting the rate, the amount, and the location of new development.

The Alternative Development Scenarios were presented at several community workshops during which residents were asked to assess each Development Scenario. Scenario 3 most closely reflected the results of the countywide survey, in which over 70 percent of survey respondents favored directed growth over scattered residential development. Further confirming the results of the survey, Scenario 3 was preferred by the majority of workshop participants. While there was a high degree of consensus in favor of Scenario 3, certain elements of Scenarios 2 and 4 were also favored, and were combined to create a hybrid scenario – or the Preferred Development Scenario.

B. OVERVIEW OF THE PREFERRED DEVELOPMENT SCENARIO

Under the Preferred Development Scenario, the County will direct future higher-intensity residential, commercial, and light industrial development to designated growth areas, including: (1) the Towns of Fairplay and Alma, (2) the county's unincorporated Rural Centers of Bailey, Shawnee, Crow Hill, Pine Junction, Grant, Jefferson, Fairplay Periphery, Como, Hartsel, and Lake George, and (3) the Guffey Zone District. Accordingly, strategies focus on adopting policies and regulations that both limit scattered small-lot development throughout the county and confine higher density and intensity development to these targeted areas, primarily through use of new zoning and subdivision regulations and adoption of new infrastructure/service extension policies and rules. Key tools for targeting growth include limiting the rezoning of Agriculture to Residential land outside designated growth areas and consolidating many of the approximately 25,000 platted, undeveloped lots currently scattered throughout the county. Growth management policies can also guide future land use patterns by directing service extensions to targeted locations for growth and denying higher intensity development or withholding services from locations outside designated growth areas. The county would also update land development regulations to require that new development pay its fair share of costs resulting from new demands placed on public infrastructure and

services, such as schools, roads, fire, drainage, emergency services, parks, and police protection.

Other key components of the Preferred Development Scenario address the quality of new development. The county would update land use regulations to ensure that new development is sensitive to the environment by providing greater ecological and cultural resource protection and open space conservation. Design standards would also be developed to preserve and enhance Park County's small-town community character, heritage, and environmental qualities by encouraging enhanced building design and site planning. In addition, the county would develop a countywide open space, park, and trail master plan to identify and prioritize potential land acquisitions, funding, and subsequent construction and/or maintenance of public open space and recreation facilities.

While many of the recommendations are regulatory in nature, the county would offset the impacts of additional land use regulations with non-regulatory measures such as voluntary development rights transfers and incentives such as density bonuses for clustered development or the provision of additional open space.

C. PREFERRED DEVELOPMENT SCENARIO MATRIX

**PARK COUNTY STRATEGIC MASTER PLAN
PREFERRED DEVELOPMENT SCENARIO
February 13, 2001**

PREFERRED DEVELOPMENT SCENARIOS	COUNTY-WIDE	SUBAREAS				
		BAILEY	FAIRPLAY / ALMA	HARTSEL	GUFFEY	LAKE GEORGE
Description	<ul style="list-style-type: none"> Concentrate higher density residential/commercial development within existing rural centers and communities (e.g., Bailey, Shawnee, Top of Crow Hill, Pine Junction, and Grant, Alma, Fairplay, Jefferson, Como, Hartsel, Guffey, and Lake George). (See Growth Management Tools Workbook pp. 2-3; Note that all page references are to the Tools Workbook prepared by Clarion Associates for Park County, July 2000) Provide mechanisms for transferring and/or sale of development rights from platted undeveloped lots to higher density areas within existing communities (p. 4). County land use regulations are updated to: <ol style="list-style-type: none"> Improve development quality by addressing design compatibility and natural resource/open space protection (pp. 27-28); and Improve fiscal accountability for new development by requiring development to pay its fair share of new infrastructure and services, such as roads and schools (pp. 33-35). 					
	<ul style="list-style-type: none"> Development is directed toward existing communities of Bailey, Pine Junction, Shawnee, and Grant. <i>Growth areas are Rural Centers of Bailey, Shawnee, Crow Hill, Pine Junction, and Grant as designated by the County Land Use Regulations.</i> 	<ul style="list-style-type: none"> Development is directed toward the Towns of Fairplay and Alma and communities of Jefferson and Como. <i>Growth areas are Towns of Alma and Fairplay and Rural Centers of Jefferson, Fairplay Periphery, and Como as designated by the County Land Use Regulations.</i> 	<ul style="list-style-type: none"> Development is directed toward the community of Hartsel. <i>Growth area is Rural Center of Hartsel as designated by the County Land Use Regulations.</i> 	<ul style="list-style-type: none"> Development is directed toward the community of Guffey. <i>Growth area is Guffey Zone District as designated by the County Land Use Regulations.</i> 	<ul style="list-style-type: none"> Development is directed toward the community of Lake George. <i>Growth area is Rural Center of Lake George as designated by the County Land Use Regulations.</i> 	

**PARK COUNTY STRATEGIC MASTER PLAN
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February 13, 2001**

PREFERRED DEVELOPMENT SCENARIOS	COUNTY-WIDE	SUBAREAS				
		BAILEY	FAIRPLAY / ALMA	HARTSEL	GUFFEY	LAKE GEORGE
Projected County Population Growth	<ul style="list-style-type: none"> • Grows from current countywide population of 20,000 to projected population of 60,000+ by 2020. 					
Rate of Growth	<ul style="list-style-type: none"> • Limit rate of growth by enacting an annual residential building permit cap outside designated growth areas (pp. 14, 23). 					
Residential Land Use Pattern/Density	<ul style="list-style-type: none"> • Concentrate higher density residential development (i.e., greater than 1 unit per 5 acres / Residential Zone) in designated growth areas (pp. 2-3). • Consolidate small substandard rural lots by: <ol style="list-style-type: none"> 1. Requiring consolidation of substandard lots under one ownership (p. 17); and 2. Adopting a mechanism for the transfer and/or sale of development rights from platted undeveloped lots to higher density areas within designated growth areas (p. 4). • Limit scattered large lot development by: <ol style="list-style-type: none"> 1. Restricting the rezoning of agricultural land to residential land (p. 15); 2. Providing density bonuses for cluster/open space subdivisions (p. 30); and 3. Requiring central water/sewer for large-scale developments (p. 2). 					

**PARK COUNTY STRATEGIC MASTER PLAN
PREFERRED DEVELOPMENT SCENARIO**

February 13, 2001

PREFERRED DEVELOPMENT SCENARIOS	COUNTY-WIDE	SUBAREAS				
		BAILEY	FAIRPLAY / ALMA	HARTSEL	GUFFEY	LAKE GEORGE
Commercial / Industrial Land Uses and Land Use Pattern	<ul style="list-style-type: none"> • Target commercial/industrial development to existing communities, except where the specific use requires a rural location (e.g., mining) (p. 2). • Update development regulations to limit exceptions for commercial/industrial uses outside designated growth areas (pp. 2-3). • Adopt countywide design standards to ensure new commercial/industrial development is compatible with the small-town character of rural centers (p. 28). • Limit new heavy industrial development, with the exception of mining and gravel extraction (pp. 2-3). 					
		<ul style="list-style-type: none"> • Direct light industrial development to the top of Crow Hill and commercial /office development to the “town” of Bailey i.e., bottom or Crow Hill. 	<ul style="list-style-type: none"> • Direct commercial development to towns. 	<ul style="list-style-type: none"> • Direct commercial development to the designated growth area of Hartsel. 	<ul style="list-style-type: none"> • Direct commercial development to the designated growth area of Guffey. 	<ul style="list-style-type: none"> • Direct commercial development to the designated growth area of Lake George. Limit additional industrial development.
Open Space	<ul style="list-style-type: none"> • Develop Open Space/Trails Master Plan and continues to pursue public/private partnerships with land trusts and conservation organizations for open space preservation (p. 11). • Establish dedicated open space acquisition fund (p. 6); and • Target open space preservation to areas contiguous to designated growth areas (pp. 2-3). • Update land use regulations to require that new residential development: <ol style="list-style-type: none"> 1. Set-aside private open space with maintenance programs (p. 6); 2. Dedicate public open space or pay fees-in-lieu to the County (p. 33); 3. Preserve sensitive natural areas such as wetlands, fens, stream corridors, and designated Colorado Natural Heritage Sites (p. 27); 4. Encourage clustered / open space subdivisions to preserve contiguous tracts of wildlife habitat and migration corridors and ranchland by using incentives i.e., density bonuses (p. 30). 					

**PARK COUNTY STRATEGIC MASTER PLAN
PREFERRED DEVELOPMENT SCENARIO
February 13, 2001**

PREFERRED DEVELOPMENT SCENARIOS	COUNTY-WIDE	SUBAREAS				
		BAILEY	FAIRPLAY / ALMA	HARTSEL	GUFFEY	LAKE GEORGE
Natural and Cultural Resources / Environmental Hazards	<ul style="list-style-type: none"> • Preserve priority cultural resources, including historical mining, ranching, townbuilding, and railroad resources identified in the <i>Park County Historic Preservation Plan</i> and <i>South Park Heritage Resource Area Study</i> (p. 27). • Continue to pursue recommended actions outlined in the <i>South Park Heritage Tourism Plan</i> and public/private partnerships with the DOW, land trusts, and conservation organizations for natural and cultural resource preservation. • Update land use regulations to include development standards (pp. 27-29) that: <ol style="list-style-type: none"> 1. Limit development on steep slopes, ridgelines, wetland and riparian areas, critical wildlife habitat areas, areas with significant cultural resources, areas with high potential for future mineral and gravel extraction, geologic hazard areas; 2. Require new development to implement a wildfire mitigation plan; 3. Reduce light pollution and glare i.e., a “dark skies” policy; and 4. Require adequate emergency access for new development. 					
Infrastructure / Public Services	<ul style="list-style-type: none"> • Promote countywide recycling program. • Update land use regulations to require that new large-scale development (<i>i.e., greater than 25 units</i>): <ol style="list-style-type: none"> 1. Is approved only when adequate public facilities and services and emergency access are available (p. 35); 2. Pays impact fees for public infrastructure and services such as fire protection, emergency services, roads, etc. (p. 32); and 3. Dedicates land or pays fees-in-lieu for infrastructure such as schools, roads, communication, and community facilities (p. 33). 					
		<ul style="list-style-type: none"> • Coordinate with Bailey Water and Sanitation District and Will-O-Wisp Metropolitan District to restrict extension of service outside designated growth areas. 	<ul style="list-style-type: none"> • Coordinate with Water and Sanitation Districts to ensure service extensions are consistent with future Three-Mile Plans and County Master Plan. 	<ul style="list-style-type: none"> • Coordinate with service providers to develop water/sewer infrastructure within designated growth area of Hartsel. 	<ul style="list-style-type: none"> • Coordinate with service providers to develop water/sewer infrastructure within designated growth area of Guffey. 	<ul style="list-style-type: none"> • Coordinate with service providers to develop water/sewer infrastructure within designated growth area of Lake George.

**PARK COUNTY STRATEGIC MASTER PLAN
PREFERRED DEVELOPMENT SCENARIO
February 13, 2001**

PREFERRED DEVELOPMENT SCENARIOS	COUNTY-WIDE	SUBAREAS				
		BAILEY	FAIRPLAY / ALMA	HARTSEL	GUFFEY	LAKE GEORGE
Transportation	<ul style="list-style-type: none"> • Develop countywide Transportation Master Plan. • Prioritize the upgrading and maintenance of the county’s primary collector roads. • Require new development to pay its equitable share for necessary improvements to the County transportation system and upkeep of secondary access routes targeted for emergency access (p. 32). • Limit extension of primary collector roads outside designated growth areas (pp. 2-3). • Update land use regulations to minimize private road right-of-way widths (pp. 27-29). • Update roadway standards and update land use regulations to require that new large-scale development (<i>i.e., greater than 25 units</i>): <ol style="list-style-type: none"> 1. Constructs necessary improvements identified through a traffic impact study (pp. 32-34); and 2. Includes a traffic improvement fee to support other future improvements to the county transportation system made necessary by the impact of the development, including cumulative impacts (pp. 32-34). 					
Housing	<ul style="list-style-type: none"> • Provide incentives such as density bonuses for new developments that provide a percentage of affordable housing (p. 39). • Limit multifamily residential development to designated growth areas (pp. 2-3). 					
Intergovernmental Cooperation	<ul style="list-style-type: none"> • Ensure compatibility between county and town land use regulations and service standards (p. 35). • County and towns develop and adopt joint Three-Mile Plans and enter into intergovernmental agreements to coordinate land use reviews and annexation policies (p. 35). • Ensure land exchanges between public and private entities are coordinated with the Master Plan and county agencies (pp. 35-36). • Coordinate with service providers to ensure consistency between service extensions and town and county Master Plans (pp. 35-36). 					

**PARK COUNTY STRATEGIC MASTER PLAN
PREFERRED DEVELOPMENT SCENARIO
February 13, 2001**

PREFERRED DEVELOPMENT SCENARIOS	COUNTY-WIDE	SUBAREAS				
		BAILEY	FAIRPLAY / ALMA	HARTSEL	GUFFEY	LAKE GEORGE
Administration / Enforcement	<ul style="list-style-type: none"> • Develop coordinated administration and enforcement program between county departments and agencies. • Pursue funding for additional personnel responsible for land use regulation and zoning enforcement. 					
Property Rights Protection	<ul style="list-style-type: none"> • Offset the impacts of additional land use regulations with incentives such as density bonuses (p. 39); and • Offset impacts of directed growth with mechanisms for transferring and/or sale of development rights (p. 4). 					

V. THE AMENDMENT PROCESS

As the county moves forward and specific development projects are proposed or as subsequent state laws may require, the county may find a need to amend the Master Plan document. A County Planning Commission may amend an adopted master or comprehensive plan at any time. State law requires that the adoption of an amendment to the plan be made by a resolution of the Planning Commission approved by the affirmative votes of not less than four (4) planning commission members. Although not specifically required by state law, an amendment should be made in a manner consistent with the original adoption of the plan and, therefore, at least two public hearings should be held following the publication in the official newspaper of notice of the time, date, place, and nature of the public hearing.

VI. COUNTYWIDE GUIDING PRINCIPLES AND IMPLEMENTATION STRATEGIES

A. GROWTH MANAGEMENT

Guiding Principle VI.A.1.

Ensure the county's population growth is sustainable, given the carrying capacity of the county's natural and fiscal resources and the desire to preserve the county's existing rural character.

Guiding Principle VI.A.2.

Ensure the rate of new development allows the county, school districts, and infrastructure/service providers the opportunity to provide adequate levels of service for current and future Park County residents.

Discussion: During the course of this planning process, and as revealed in the countywide citizen survey, Park County residents repeatedly expressed concern over the projected amount and rate of population and residential growth for Park County over the next 20 years. 59% of survey respondents believe that the rate of residential growth that has occurred in Park County over the last three to five years has been too fast. And, the state projects that the county's population might reach more than 100,000 residents by 2020. Key concerns include the impact such population growth would have on the existing rural character of the county, and whether the county's current water supply and other critical infrastructure have the capacity to support even close to this potential growth. Although the county recently started a series of water resource assessments, limits on funding have resulted in reducing the scope of these important projects.

Citizens responding to the survey overwhelmingly – 78% – supported the county's adoption of a "directed growth" approach to future development. In terms of tying future growth to the capacity of county fiscal and natural resources, growth management strategies, such as those listed below, can provide some much-needed time for the county to conduct necessary water capacity studies. While such studies are being conducted, the county should take a "hold the line" approach in terms of land use decisions. This means not increasing the current supply of residential lots for development. Thus, until the county is armed with reliable information about its water supply and other potential infrastructure constraints, the county should focus on dealing with the current backlog of nearly 25,000 approved, platted lots that could be developed for residential use.

Even if the county allows only development of currently approved residential lots, the potential adverse impacts on community character and strain on county and school district infrastructure and services could be great. Over the next few years, should the county find that the rate of development is severely impacting natural and fiscal resources, it may consider reducing the amount of new residential development approved each year to a more manageable level. This may take the form of adopting either a maximum annual percentage rate of growth or a maximum number of residential building permits issued per year. In either case, this strategy requires additional analysis and study to provide a rational and legally defensible basis for choosing a specific rate or number. Such a system must also be carefully crafted to provide "safety valves" and exceptions to preclude legitimate constitutional challenges. In addition, such a system must be crafted to ensure, to the maximum extent possible, minimal negative effects on the cost of housing in Park County. For example, preference could be given under such a system to smaller lot residential development adjacent to existing towns or within designated Rural Centers. While it is impossible to suggest an actual number or rate without this type of background study, a reasonably sustainable rate of annual growth in Park County is likely to be one-half or less of recent countywide growth rates. (From 1990-1998, Park County grew, on average, 8.1% per year; in comparison, the State of Colorado grew, on average, about 2.6% per year, and the United States as a whole grows, on average, about 1% per year).

While it is unusual for a county to adopt a growth cap (Pitkin County is one exception), many Colorado cities have successfully adopted growth rate caps, including Golden and Westminster. State statutes enabling Colorado counties to adopt local land use controls and regulations are, however, sufficiently broad to permit statutory counties like Park County to adopt growth caps. For example, the enabling statute (C.R.S. Sec. 29-20-104) allows counties to regulate land development "on the basis of the impact thereof on the community..." and "so as to provide planned and orderly use of land and protection of the environment...."

Implementation Strategies:

1. Expand the current scope of the USGS water resource assessments to create a comprehensive data base for the county to guide future residential growth. County decision-makers should strive to develop a greater understanding of the county's water resources, including quality and quantity issues, in each planning subarea.
2. Until the above studies are complete, the county should assure that its land use decisions do not create additional, new residential lots. Accordingly, the county should consider limiting, on a case-by-case basis, the rezoning of agricultural lands or mining claims to allow new residential uses. In addition, the county should limit all requests for lot splits and exemptions for residential subdivisions during this interim and high density, new residential development should be directed to rural centers.
3. Once there is reliable information available about the carrying capacity of the county's water supply, the county should rezone targeted lands within the county to reduce the potential population at buildout to a level that is sustainable given the carrying capacity of the county's natural and fiscal resources, and that is compatible with county planning goals to preserve the area's rural character.
4. The county should monitor the rate of growth over the next three years, and consider the potential for applying a growth cap if the rate of growth meets or exceeds 10% per year. Should this growth rate outpace the ability of the county to provide adequate

infrastructure and services (including schools), the county should consider taking steps to manage the annual rate of additional development. This growth cap system should ensure that the location of new lots is consistent with the guiding principles and strategies adopted in this Plan. (See strategies recommended under Guiding Principle VI.C.1. below). In addition, such a system must be crafted to ensure, to the maximum extent possible, minimal negative effects on the cost of housing in Park County. For example, preference could be given under such a system to smaller lot residential development adjacent to existing towns or within designated Rural Centers, or some number of the annual growth allotment could be reserved for more affordable housing.

5. In addition, the county should explore establishing a voluntary funding option for developers seeking to offset anticipated adverse impacts on school capacity so that their developments can go forward. Under such an option, rather than having their developments denied because of adverse impacts on school capacity, developers can contribute funding for new school construction and classroom expansion. Similar programs are currently in place in Adams, Douglas, and Larimer Counties.
6. The county should refer all preliminary subdivision and planned unit development applications to the appropriate school district for the district's comments regarding likely impacts on school capacity and services.

B. NATURAL/CULTURAL RESOURCES AND ENVIRONMENTAL HAZARDS

Guiding Principle VI.B.1.

Protect, maintain, and manage surface and groundwater resources efficiently to sustain and enhance the quantity and quality of flows for current and future consumptive and non-consumptive uses throughout the county.

Discussion: As previously discussed, water in Park County is likely the most controversial issue the county has ever faced. Given that most of the surface water rights in the county have been sold off, protecting remaining and prospective rights is key to future development opportunities and choices. Survey respondents were evenly split on whether they would support tax increases to purchase water rights. Yet, ensuring that remaining water quality and supplies were protected, was given the highest priority under efforts to protect the environment.

The single largest limiting factor to development in Park County is likely to be its water supply. It is essential that the county conduct a water quantity study to determine what size population this limited resource can support, i.e., the carrying capacity of remaining water resources. For instance, according to the *Draft Water Quality Management Plan*, prepared for the Pikes Peak Area Council of Governments in April 1999, the water table in the Hartsel area is dropping, decreasing the availability and quality of the water. Residents are finding that they need to drill wells deeper, sometimes as far down as 500 feet to tap into the water table.

The quality of water will also have significant impacts on future development. Park County relies heavily on groundwater as a source of drinking water in both the towns and unincorporated areas. While groundwater quality data is currently limited, a recent water study prepared for the Upper South Platte Watershed Protection Association in July 1999,

raises concerns that both the quality and quantity of water resources may be decreasing and deserves more study. According to the *Upper South Platte River Watershed Data Inventory and Assessment*, impacts from septic systems in the watershed have a high potential to affect groundwater supply systems. In addition, results from USGS well testing in 2000 reveal high levels of nitrates and radon. Such high levels may require immediate mitigation.

Implementation Strategies:

1. Complete the water resources assessment studies recommended in Section VI.A. above and tie future intensities and densities of development to the carrying capacity of existing groundwater supplies and developable water systems. A number of local water resource agencies have recently recommended that funding options be identified for ground and surface water quantity and quality. Upon securing funding, the county should issue a Request for Proposal for work to commence as early as possible.
2. In light of recent water quality complaints and individual well and septic failures, review and revise the current standards and regulations regarding (1) minimum lot area required for individual septic systems, (2) spacing between individual septic systems, and (3) re-certification of individual well and septic systems. The county shall explore perpetual permitting for compliance and/or voluntary testing for 5 acre lots or smaller for existing wells and septic systems.
3. Work with the appropriate special districts in the county and downstream water suppliers to assure adequate stream flows, taking into effect the cumulative impact of individual district actions and policies, including service extension decisions. A number of different agencies exist that can provide a forum for the discussion of such issues.
4. Implement the strategies recommended in Sections VI.C. and VI.F. below to ensure that future development occurs only when adequate water services and infrastructure are in place or available. Require evidence of at least a 100-year supply of water availability immediately after completion of a ground water quantity and quality study, to be paid for by the developer and completed by a hydrologist that is also a licensed professional engineer from a reputable engineering firm.
5. Work cooperatively with the Towns of Alma and Fairplay to ensure that future development on watershed lands respects the towns' interests in protecting their water supplies, while also acknowledging the private property interests of county landowners.
6. The county should regulate affluent from Confined Animal Feeding Operations (CAFOs). In addition, the county should also address issues regarding Animal Feeding Operations now occurring on small parcels that lack adequate forage and suitable waste management capabilities.

Guiding Principle VI.B.2.

Preserve and enhance critical natural areas, including wildlife habitat and migration corridors, ridgelines, steep slopes, fens and wetlands, riparian corridors, and aquifer recharge zones.

Discussion: Park County supports an incredibly diverse array of wildlife and wildlife habitat, including elk, bighorn sheep, antelope, deer, black bear, migratory waterfowl and raptors, and nearly 50 miles of Gold Medal trout waters. According to the *South Park Heritage Resource Area Study*, many species of wildlife habitat, including elk, are moving away from preferred habitat as the result of new development.

Hence, while this abundance of natural resources and wildlife is attracting new residents, development threatens the very qualities those residents and visitors find so appealing. The impacts of new development on critical natural areas have led to a community desire that new development be designed to preserve critical natural areas, such as wildlife habitats, migration corridors, and riparian areas. As documented in the survey results, citizens overwhelmingly support regulations to protect natural areas – with 68% of survey respondents strongly supporting regulations to protect wildlife and wetlands and 67% of survey respondents rating river and stream corridors and wetlands as high priority lands to be preserved as open space. Current regulations, including the county’s 1041 wildlife habitat regulations, require a good degree of natural resource preservation, but can be strengthened to further protect natural resources.

Implementation Strategies:

1. Maintain a digital data base, update and revise as necessary to create countywide maps of critical natural resources and areas, including wildlife habitats and migration corridors, wetlands, steep slopes, key ridgelines, and groundwater recharge areas. Make such maps available to each subarea library, land owners, developers, and decision-makers so that future land use decisions are based on a factual understanding of natural constraints on development.
2. Rezone unincorporated rural areas outside of Rural Centers to prevent scattered, small-lot developments.
3. To supplement the county’s 1041 wildlife regulations, during the development review and annexation processes, require that sensitive wildlife habitats be identified and, to the maximum extent feasible, be protected by setting aside such areas to satisfy open space dedication and preservation requirements discussed below.
4. Revise existing regulations to strengthen protection of sensitive water bodies and waterways, by requiring future development to set back from wetlands, rivers, streams, and other aquatic resources a minimum distance of 200 feet to preserve vegetative habitat and protect water quality by reducing sedimentation from runoff. The county currently requires a variance to build within setback areas identified in the Park County Land Use Regulations. In the event that a lot is rendered un-buildable from a 200' setback requirement, the owner should explore the possibility of obtaining a variance for the most logical location on a case by case basis. This setback area should be preserved as open space and human activity and land disturbance in these setback areas should be kept to a minimum, except for limited access, utilities, and other activities the county deems necessary. The county currently requires a 50-foot setback from streams and jurisdictional wetlands, but the regulations are unclear about what types of activities can occur in the setback areas.
5. Consider vegetation and tree protection standards that require developers to document the extent and type of vegetative cover on a site and identify steps to be taken to preserve a specified percentage of such cover and mitigate any adverse impacts that cannot be avoided.

6. Explore and implement development incentives such as revised clustering provisions, a transferable development rights program, and development rights acquisition to encourage and assist landowners in the protection of critical natural areas.
7. Using the new Viewshed Priority Map included as part of this Plan, control the location and design of development on ridgelines that would penetrate the skyline and be visible from public rights-of-ways, parks and open space, and subdivisions so as to maintain the natural appearance and character of the county. Steps to be taken might include special height controls, requiring structures to set back a minimum distance from the crest of a hill or ridgeline, providing clustering bonuses for landowners who preserve designated sensitive ridgelines, and acquisition of key parcels that are critical to protection of designated sensitive viewsheds.
8. Protect the character of natural areas by adopting exterior night lighting standards that ensure that lighting in the county is of such intensity and is directed downward in such a manner as to reduce, to the maximum extent feasible, its impact on the night sky. Illumination should not spill over on adjacent properties.

Guiding Principle VI.B.3.

Mitigate existing and potential natural and man-made hazards such as flood, fire and geologic hazards to reduce the risk of death, injuries, damage to property, and economic and social dislocation.

Discussion: In addition to protection of wildlife habitat and riparian areas discussed above, steps should be taken to protect sensitive natural areas (e.g., steep slopes, flood plain, and identified areas susceptible to wildfire) from incompatible development and incentives should be used to encourage landowners and new development to preserve such areas. Development on such sensitive areas, while often visually intrusive, can also cause serious soil erosion and the potential for safety problems if those areas are unstable. Also, while the county currently has good minimum regulations regarding wildfire protection, with the increasing amount of development scattered throughout forested areas, these provisions need to be consistently applied and enforced to assure protection for human life and property.

Implementation Strategies:

1. Augment existing county standards for development on steep slopes and other potential hazard areas, including:
 - Limit development on some steep slopes, even if an engineered solution is plausible.
 - Limits on percent disturbance of a site (which helps avoid erosion and sedimentation, protects native vegetation, and reduces the opportunity for invasion of noxious weeds).
 - Limits on the height and length of engineered retaining walls.
2. At the very least, ensure that existing county standards for development on steep slopes and other potential hazard areas are consistently applied and enforced.
3. Ensure that county regulations requiring mitigation of geological hazards on site, including the preparation of geotechnical reports and Colorado Geological Survey review at the applicant's expense, are consistently applied and enforced.

4. Ensure that county regulations requiring minimum defensible space around existing dwellings located in areas of high wildfire potential, and regulations requiring wildfire mitigation plans for new developments, are consistently applied and enforced. In addition, the county should require subdivisions of 5 or more parcels to provide water storage for fire protection.
5. Limit residential development on or adjacent to lands identified as having proven resources for future mineral extraction. (See recommended implementation strategies under Guiding Principle VI.D.2. below).

Guiding Principle VI.B.4.

Preserve and protect priority cultural resources and structures, including historical mining, archeological sites, ranching, townbuilding and railroad resources.

Discussion: Significant steps have been taken in the past several years to document and strategize protection of cultural and historic resources throughout Park County. The *South Park Heritage Resource Area Study* and the *Park County Historic Preservation Plan* identify key resources that express the area’s cultural and historic heritage and recommend implementation strategies for conserving these resources. For instance, preservation efforts to conserve the rich history of ranching are underway with efforts to purchase critical ranches. Similarly, the restoration of the Como roundhouse is an excellent example of how preservation and interpretation can ensure that future generations will learn about and experience Park County’s rich railroad history. The county should work with both the private sector and other government entities to ensure that these cultural and historic resources are not lost, but instead remain a vital part of the county’s identity.

The goal of the *Park County Historic Preservation Plan* is to protect and preserve the historic and cultural heritage of Park County by incorporating the past and present into the future, and supporting comprehensive planning, zoning, and responsible development practices that contribute to the preservation of historic and cultural resources. There is active public support for preserving historic and cultural resources in Park County. The county commissioners, the Director of Planning, and the Director of Tourism and Community Development have invested time and county funds to develop a historic preservation program. Volunteers and non-profit organizations have contributed many hours to the program. A good communication network exists through community organizations, educational facilities, and government agencies. Recent studies of heritage tourism illustrate that it is an economic boon to an area – “history sells”.

Implementation Strategies:

1. Adopt the objectives presented in the *Park County Historic Preservation Plan*. These are:
 - Stabilize historic communities and significant cultural resources.
 - Increase public appreciation for Park County’s unique heritage through education.
 - Preserve documentary records.
 - Increase economic and financial benefits by attracting tourists and visitors.
 - Enhance property values.

2. Continue survey and designation of historic properties to update and expand the cultural resources database and GIS layer.
3. Educate and inform Park County residents and tradesmen about good historic preservation practice and the importance of site stewardship. Provide technical assistance to property owners, and develop incentives for preservation and rehabilitation that meet standards. Consider creating a low-interest revolving loan fund for preservation and rehabilitation of historic properties in the county.
4. Encourage compatible design of new development through guidelines and code assistance. Encourage reuse of historic buildings.
5. Adopt standards and procedures in the subdivision and zoning regulations, and consider appropriate changes to the county's uniform building codes, to encourage the preservation of cultural resources to the maximum extent feasible.
6. Maintain and update the historic registry database in cooperation with the Historic Preservation Commission.
7. Share federal information about the location of sensitive prehistoric, archeological sites with landowners seeking to develop such sites. Limit or condition development on such sites to the extent necessary to protect these invaluable cultural resources.

C. RESIDENTIAL LAND USE AND DEVELOPMENT

Guiding Principle VI.C.1.

Target new residential uses at or greater than one unit per five acres to areas contiguous to the Towns of Fairplay and Alma, existing Rural Centers, and the Guffey Zone District in order to facilitate infrastructure and the services required by denser residential development.

Discussion: One of the most common issues raised by residents throughout the planning process was a need to prevent the proliferation of scattered small-lot residential development throughout the county. While survey results indicate that county residents do not want to stop growth, a strong majority, or 78% of respondents, do want the county to take steps to direct growth.

Currently, the rezoning of land from Agriculture Zone Districts, (which permits 1 unit per 160 acres), to Residential Zone Districts, (which permits up to 1 unit per 5 acres) or PUD Zone District, (which permits up to 5 units per acre), is changing the landscape of Park County. These types of rezonings have become commonplace and are contributing to the pattern of scattered residential development throughout the county. In order to target small-lot subdivisions to areas contiguous to or near existing development, the county should consider limiting rezonings to higher density residential development zone districts of densities greater than 1 du per 5 acres, to only those areas inside designated growth areas. Outside these designated growth areas, the county would permit only those uses that are customarily found in unincorporated rural areas or require or are better suited to rural locations, such as larger lot residential developments, ranching, mining, and recreation.

Rural Centers, the Guffey Zone District, and incorporated towns are generally suitable areas to delineate growth areas because they have existing higher density development and the infrastructure capacity to potentially absorb additional development. Drawing the precise geographic boundaries of these growth areas however, will require a detailed analysis in order to (1) provide a sufficient amount of land for projected development, (2) ensure adequate public resources in these areas, and (3) avoid undeveloped lands and natural areas, such as critical watershed or recharge areas.

Targeting small-lot residential development to areas contiguous to or near existing development will prove advantageous to the county for several reasons. For instance, the preservation of existing ranches, agricultural lands, undeveloped lands, and wildlife habitat, and the county's rural character will prove much easier since unincorporated rural areas would not be fragmented with more small-lot residential development.

Another key advantage to concentrating residential development is the more efficient provision of infrastructure and services. Scattered and isolated pockets of small-lot residential development put a tremendous strain on existing public services – such as roads, fire and police protection, and utilities – as well as costly extensions for new services. To address these inefficiencies, the county can exert more control of service and infrastructure extensions to steer new higher density residential toward designated growth areas. Benefits include more efficient and cost-effective delivery of governmental services, which helps to keep taxes down for the average citizen, both in the county and towns. Numerous studies demonstrate that scattered, sprawling small-lot residential developments do not pay the full costs of the services they require. The citizen survey revealed Park County residents' uniform opposition toward additional tax increases (except, perhaps, for the limited purpose of acquiring/preserving open spaces, protecting wildlife habitat, and improving roads).

Implementation Strategies:

1. For each Rural Center and the Guffey Zone District, undertake an analysis of past and projected population growth to establish appropriate boundaries that can accommodate 20 years of projected population growth, at desired and planned densities, in terms of available land area. These Rural Center and Guffey Zone District boundaries should be drawn also taking into account such factors as topography and location of sensitive environmental areas (e.g., do not include critical wildlife habitat within Rural Center boundaries), and location of existing and planned infrastructure and services.
2. Within the Rural Center and Guffey Zone District boundaries, the county should consider phasing growth in a way that encourages development of land on a sequential basis based on explicit policies or specific quantitative criteria. For example, the county could consider availability of infrastructure, quality of design, dedication of public amenities/open space, avoidance of sensitive environmental areas such as wetlands, and similar criteria to guide development approval decisions and appropriate intensities of development. An alternative would be to adopt a much more quantitative approach that scored proposed developments based on proximity to infrastructure, adequacy of existing infrastructure or mitigation steps offered by the developer, fiscal impacts, and similar measures.
3. Revise county zoning designations and regulations as necessary to direct and concentrate higher density residential subdivisions or developments, including subdivision exemptions, at densities equal to or greater than 1 dwelling unit per 5 acres, to areas

within the Rural Center and Guffey Zone District boundaries, or within the boundaries of, or contiguous to, the existing Towns of Fairplay and Alma. When such higher-density development locates adjacent to either of the towns, the county and town will work together to encourage annexation. (See recommended implementation strategies under Guiding Principle VI.J.1. below).

4. Inside the revised Rural Center and Guffey Zone District boundaries, a potential range of development densities should be tailored to each growth area to ensure that increased densities are compatible with existing residential areas. Where new densities are greater than those of surrounding developments, buffering techniques should be used to create appropriate transitions between higher and lower density developments.
5. Explore the feasibility of a transfer of development rights program with the towns of Alma and Fairplay that would encourage or require the transfer of development densities from properties located in the county and outside the towns, Rural Centers, and Guffey Zone District, to developable properties located within the towns, Rural Centers, and Guffey Zone District. Limit the transfer of development rights between subareas; transfer-of-development-right programs shall be subarea specific and not cross subarea boundaries unless the transfer involves a specific geophysical feature such as a hillside or drainage.

For example, owners of the rural parcels would receive compensation for agreeing to lower the density of development on their lands and to preserve additional open, undeveloped lands and agricultural lands. For example, in the Seattle metropolitan area, King County, Washington, has administered a successful purchase of development rights program for the purpose of preserving agricultural lands in the face of metropolitan growth pressures. Drawing upon a \$50 million bond issue, the program provided for the county's purchase of development rights for properties facing development pressures, with priority rankings determined in accordance with the intensity of such pressures. Participation in the program was voluntary for eligible landowners. Purchase prices were calculated as the difference between appraised highest and best uses and appraised values as farmland; upon purchasing development rights, the county recorded restrictive covenants on the property deeds, limiting development rights to five percent of the property's nontillable area. In addition, limit the transfer of development rights between subareas; transfer of development right programs shall be subarea specific and not cross subarea boundaries unless the transfer involves a specific geophysical feature such as a hillside or drainage.

6. The county shall compile databases for each of the 5 subareas contained in this master plan. Data shall include the number of existing platted lots, ownership, parcel and property lines, road inventories including levels of service (LOS), watersheds, water/sewer districts, and population counts according to zip code. Databases will be used to determine proposed revisions to Rural Center boundaries and to calculate fiscal impact of proposed development.

COMMUNITY GROWTH BOUNDARIES

Several jurisdictions in Colorado have adopted or are considering the use of community growth boundaries as a key part of their land use planning and guidance systems. The basic idea is to designate land not currently platted for new development contiguous to or near existing development to encourage preservation of open space and resource lands, prevent the premature or costly over extension of public services such as water and sewer, and discourage the development of stand-alone, isolated developments. Land within the growth boundary is targeted for growth. Land outside the boundary can continue to be used for agricultural, forestry, or other non-intensive purposes, but cannot be developed at higher densities. Higher densities are typically defined by a local jurisdiction according to its own unique circumstances, and can range widely from community to community. In Park County, there is consensus that higher density means densities equal to or greater than 1 dwelling unit per 5 acres, and that these densities are appropriate only for the Rural Centers and the Towns of Alma and Fairplay (including the town's designated growth areas).

A number of localities in Larimer County, including Loveland, Berthoud, and Fort Collins, have also drawn urban growth boundaries. Similarly, communities in Eagle and Grand Counties have recently adopted plans with community growth boundaries as a featured element.

Cities in Oregon have the most experience with community growth boundaries, and this approach has proven generally successful in confining growth within designated areas. Each of the state's 241 cities is required to draw a community growth boundary. Land within the boundary is considered "urbanizable"--undeveloped lands that will accommodate the city's future growth. Urban services like sewers and streets will be installed and the areas will be annexed. Land outside the boundary remains rural.

A key issue in employing this approach is where to draw the boundary. Two factors need to be considered: (1) The need factor--how much land should be brought into the community growth boundary. (2) The locational factor--where to draw the line. In considering the need factor, communities must make reasonable population projections, determine how much vacant land is needed to accommodate this growth (both residential and non-residential) and what is already available for development. With regard to the location factors, there are several primary considerations: (1) protection of selected agricultural lands, open space, and sensitive environmental areas; (2) provision of cost-effective public services; and (3) the efficient use of land.

When used in combination with other growth management tools such as capital improvement policies, intergovernmental agreements, annexation policies, zoning, and land acquisition, community growth boundaries can be an essential element of a successful land use management system.

Source: Colorado Growth Management Toolbox, Clarion Associates (1997)

Guiding Principle VI.C.2.

Maintain the traditional rural, small-town development patterns and rural character of the county.

Discussion: A policy of targeting development to specific locations in the county, particularly in combination with appropriate capital improvement policies, intergovernmental agreements, and infrastructure cost recovery tools, can be an effective and easily understood tool to prevent the costly overextension of public services and to protect outlying undeveloped lands, agricultural lands, and forest lands. However, such targeted growth policies by themselves do not address the form and quality of development either inside or outside the targeted areas.

Park County residents expressed a strong preference for encouraging more rural forms and patterns of residential development in unincorporated Park County beyond the towns and existing Rural Centers. This means, primarily, directing relatively denser developments to existing population centers and reducing the amount of potential build-out on small, substandard lots scattered throughout the county. One of the most pressing issues facing Park County are the thousands of existing platted undeveloped lots scattered throughout the county that do not meet either current zoning regulations or minimum acreage requirements for individual wells and individual septic disposal systems. These lots are particularly prevalent around Guffey, Fairplay, Bailey, and Hartsel. Approximately 25,000 platted but vacant parcels existed in the county as of year-end 1998. Even development of a small portion of the lots for residential uses would have tremendous impacts on the county. Not only does the potential to develop these lots threaten the rural character of the county, in terms of losing historical larger lot development patterns, but the population levels and densities would create excessive demands for county services, such as schools, emergency services, and fire protection.

These subdivisions have occurred mainly because landowners prematurely divided large parcels of land into “for sale” lots prior to or without any market demand for those lots. The story of how many of these thousands of lots were created in Park County can be explained by one of the most controversial issues in Park County – water. Spurred by the growing demand for water along the Front Range, the value of water rights in Park County has skyrocketed. Most of the value of land in Park County is not in the development rights, but in the water rights. For instance, irrigated land in Park County is estimated to be worth up to \$5,000 per acre – only \$1,000 of which is the value of the land itself. The increasing value of surface water rights has essentially led to a “colonization” of the county, with a significant percentage of the water rights in Park County now owned by Front Range municipalities or entities outside the county. In addition, Front Range entities have targeted agricultural water in Park County for further acquisition and development.

As agriculture has become a less viable enterprise in Park County and water rights have become more valuable, many ranchers chose to sell off large tracts of working agricultural lands. Recent trends include the purchase of large ranches by non-residents. The subdivision of land has occurred without much regard for realistic development patterns and service and infrastructure requirements. Some land divisions were created merely by drawing a proposed lot layout on a piece of paper and delivering it to the local government for insertion in a plat book. With very few of these lots actually developed today and little evidence of these subdivisions on the ground except for the overlot grading of proposed roads, these cookie-cutter patterns of smaller size, vacant lots exist only on county plat maps. The majority of

these lots were platted prior to lot layout standards and are substandard because they cannot meet current subdivision and environmental health regulations. For instance, the acreage and/or dimensions of many of these lots are so small, that they are not capable of supporting a single dwelling unit with a well and septic system nor is there adequate road access to many of these lots.

In order to ensure new small-lot residential development is targeted to designated growth areas, the county will need to take steps to limit development on these substandard lots by continuing to provide incentives for lot consolidation.

Implementation Strategies:

1. Encourage, for zoning and development purposes, the consolidation of substandard, contiguous residential lots under common ownership. (In Park County, "substandard" typically will mean previously approved residential lots that cannot meet minimum lot area or lot width requirements under current or future zoning designations. So, if one person owns several contiguous substandard lots, the owner will have to consolidate them to create one lot that meets current size regulations based on septic leach field and well setbacks). When only one lot is owned, this lot is entitled to be developed if the lot meets existing sewer and well setbacks. The county should also explore incentives for lot consolidation; for example, a reduction in property taxes to reflect the reduced development potential of the lots and/or reduction of application fees.
2. Amend the county's zone districts to limit scattered small-lot developments outside designated growth areas, unless clustering is used. (See strategy recommendation below). One approach would be to retain the Residential (R) and Mountain Residential (MR) zone districts for properties within the targeted growth areas (and consider increasing permitted densities in the R district), and then decrease allowable densities outside the growth areas by increasing the minimum lot size required for residential uses. Currently, there is no minimum lot size for single-family uses in the Conservation/Recreation (CR) and Mining (M) zone districts and a 20-acre minimum lot size for single-family uses in the R-20 zone district. The county may want to consider increasing the minimum lot size across all these more rural zone districts. Alternately, the county may consider prohibiting outright single-family residential uses in the CR and M zone districts.
3. Limit the county subdivision exemption process to preclude splitting off one additional lot, particularly in unincorporated rural areas zoned for agricultural, recreation, or very low-density residential uses. Like most Colorado counties, Park County has an exemption process that allows splits of parcels in certain instances without having to go through full subdivision review. Typically, these provisions were put in place to allow ranchers to split off lots for members of the family who would then build houses on them. The purpose was to promote keeping the family ranch unit intact without having to go through unnecessary subdivision review because impacts would be minimal. However, the exemption process is often used to split smaller land holdings into small lots for sale to unrelated individuals. As a result, the exemption process can become a defacto means of subdivision in the county, without adequate review of most county services, impact on natural areas and open space, effects on neighboring properties and property values, and similar considerations. The current exemption process in Park County does limit the number of exempt lot splits that can be made to one additional lot, provided proof of adequate sanitation disposal and legal access is offered. At a minimum,

however, the county should narrow the availability of the exemption process further by considering the following limits:

- Restrict to landowners who are subdividing for sale to a family member; or
 - Continue to allow the process to be utilized only once so that it is not used as a device to create subdivisions without adequate review, and
 - Require that the resulting lot conforms to the zone district standards and that only the zoning needed for the additional lot be considered.
 - Adopt additional review criteria that would ensure that development of such split lots would be compatible with the surrounding area and other sound planning practices.
4. Explore and adopt a variety of non-regulatory land development management tools to preserve undeveloped lands and agricultural lands in large-lot rural subdivisions. Such tools might include, but would not be limited to:
- Revisions to the county's existing rural cluster subdivision provisions to add incentives that would grant additional development densities in exchange for protection of large areas of contiguous undeveloped lands and agricultural lands. For example, an owner of 100 acres of property zoned R-20 (minimum lot area = 20 acres) might be granted a bonus of 2 additional residential units (in addition to the owner's 5 by-right units) if he agreed to cluster the development into one 35-acre area (on lots reduced in area to 5 acres) in a sensitive fashion and preserve the remainder as productive agricultural lands. The county may also consider extending the rural cluster option to all residential subdivisions outside the targeted growth areas, with reductions in minimum lot size allowed provided a minimum percentage of the total development site is set aside permanently as undeveloped lands or agricultural lands. Steps should be taken to limit the proximity of clusters to avoid creating defacto development nodes and to control the number of clusters that are allowed in any subarea to prevent excessive fragmentation of the landscape and wildlife habitat and adverse visual impacts.
 - A transferable development rights program that would encourage or require the transfer of development densities from more unincorporated rural areas to designated growth areas within the towns, Rural Centers, and Guffey Zone District.
5. Home based occupations should be permitted and encouraged to allow residents to live and work in remote areas of the county.

CLUSTERING AS A LAND CONSERVATION TECHNIQUE IN COLORADO

Cluster zoning provides flexibility for developers and landowners to construct buildings in clusters while remaining within the constraints of overall average density restrictions. Under cluster zoning, maximum densities are calculated not for individual lots, but for overall development sites. Rather than requiring uniform intervals between building sites, such ordinances allow clusters of buildings in some areas, with other portions of the parcel set aside for open space or recreational uses. Clustering thus provides larger areas for open space and other amenities while minimizing the land area required for roads and other infrastructure.

Cluster provisions can provide an effective tool for reconciling development with preservation by allowing development to proceed on the portions of a property that do not contain valuable resources while preserving open space or natural resources located on other parts of the parcel.

Cluster zoning concepts are widely used to permit development while setting aside areas for the preservation of sensitive areas, such as forested areas, wildlife habitat, wetlands, agricultural areas, and other such resources. In a farmland preservation context, some communities will allow residential development in rural areas, but require large minimum lot sizes of up to 100 acres. Up to four units might be allowed on the 100 acres, but they would have to be clustered on 10 acres, thus preserving 90 contiguous acres for agricultural operations. The Town of Southampton, New York, a farming and tourist-oriented community located in the coastal and agricultural areas of eastern Long Island, has preserved scenic views and significant agricultural acreage by limiting new development area to 25% of development parcels. With 75 percent of their parcels allocated for open space, property owners have leased these areas to agricultural users, thus providing agricultural and scenic amenities while preserving development rights.

More and more western jurisdictions are opting for this approach, or variations of it. Routt County (Steamboat Springs), Colorado, has recently adopted rural development standards that include clustering as an option. Landowners in rural areas with 1 unit/35 acre zoning are allowed to cluster their development densities on smaller parcels. For every 100 acres of open space protected with a conservation easement, they are given one bonus unit to develop. Larimer County has developed a similar approach in its Rural Land Use Process. In an effort to provide more open space than the typical 35-acre subdivision, this is a purely voluntary option by which owners of large parcels can either cluster or disperse houses on lots smaller than 35 acres. The quid pro quo is that at least two-thirds of the parcel must be maintained in open space. The landowner can also receive a density bonus (allowing reduction of lot sizes to as small as 17.5 acres) to create more development lots as a further enticement. As of 1996, Colorado state law also allows "clustering" of up to two units on any given 35 acres, without the need to augment water rights, provided the overall density of the development does not exceed one unit per 35 acres. (See C.R.S. Section 30-28-404).

Private cluster development initiatives are also showing promising results in several areas. One interesting project is the Phantom Canyon Ranches north of Ft. Collins on Hwy. 287, near Wyoming border. The project includes over 16,000 acres, of which 2,715 acres are in the Phantom Canyon Conservation Area. This is a joint project with the Nature Conservancy to preserve the Phantom Canyon and provide home sites and working ranches surrounding the canyon with covenants and restrictions designed to preserve the unique values of the area. The original project design included four working ranches ranging from 800 to 1,200 acres and 11 sub-parcels that each include several home sites. For example, one 280-acre parcel contains 7 home sites. The plan designated home sites according to specific criteria relating to privacy, physical characteristics such as ridgelines, hills and woodlands, wildlife habitat and other elements. Each designated building site consists of a 100,000 square foot building envelope that is purchased in fee simple. Purchase of a homesite also includes an undivided acreage equivalent interest in the larger sub-parcel.

The Phantom Canyon Conservation Area consists of four separate parcels, totaling 2,715 acres. The central canyon area is a Nature Conservancy Preserve including 1,120 acres. Additionally, there is a Nature Conservancy easement on 480 acres that is preserved as private wild and scenic open space for the exclusive use of the owners of Phantom Canyon Ranches. This parcel provides superb trout fishing and natural beauty. The Canyon Common Land greenbelt area consists of 840 acres, and the Halligan Reservoir common area includes 275 acres. As of 1998, almost all of the land in the development had been sold.

Studies and surveys from around the country attest to the positive (or, at worst, neutral) impacts that clustering can have on private property values. In a 1993 publication, the National Park Service reported that the value of private homes located adjacent to and near parks, open space, greenways, and greenbelts typically appreciate at faster rates than homes located in more conventional subdivisions. In a famous 1991 comparison of a clustered development versus a similar conventional subdivision in Massachusetts, researchers found that the clustered housing with open space appreciated at a higher rate than a conventionally-design subdivision (selling for 13% more), even though the lots in the cluster development were one-half the size of the conventional lots (overall density was the same for both developments).

While clustering can be an important tool in preserving open space and sensitive environmental land, several caveats are in order. First, clustering may not be appropriate where no or very limited residential development should be permitted, such as in noise impact zones (i.e. new or adjacent to airports), prime agricultural areas, or remote rural districts. Second, substantial numbers of cluster developments in close proximity can lead to "cluster" sprawl and a significant change in the character of an area. Finally, the character of development within the clusters must be addressed carefully. If the clusters have development that is much denser than surrounding areas, special attention must be given to landscaping, buffering, fencing, and other site design elements to ensure that the clusters fit in with the surrounding country.

Source: Colorado Growth Management Toolbox, Clarion Associates (1997)

D. COMMERCIAL AND INDUSTRIAL LAND USE AND DEVELOPMENT

Guiding Principle VI.D.1.

Target the location of new commercial development to the Towns of Fairplay and Alma, existing Rural Centers, and the Guffey Zone District, except where the specific use requires a more remote location, such as guest ranches, and fishing and hunting outfitters. Locate commercial uses near or adjacent to other similar uses.

Discussion: The intent of the current county land use regulations is to only allow commercial uses within designated Rural Centers or land already zoned commercial, but it has become an accepted practice in the county to approve scattered rezonings of land to commercial uses throughout unincorporated rural areas of county. And, as the number of tourists visiting Park County grows, so does the potential to see a “stripping out” of retail businesses outside towns and Rural Centers and along scenic highway such as U.S. Hwy. 285 and 24. The adverse impacts of this practice are four-fold:

First, as with scattered residential development, allowing commercial growth in unincorporated rural areas fragments open space and sets a precedent for more of the same. The open space that defines the county's rural character is one of its most important assets to be protected. Second, scattered commercial development requires a significant public investment to cover the costs associated with infrastructure and public services provide with public services and can have an adverse impact on adjacent landowners who purchased their property with the expectation that such growth would be confined to more appropriate built-up areas. And third, allowing non-residential development to leapfrog into the county deprives the Towns of Alma and Fairplay their share of property and sales tax revenues that are a significant source of financing for local governments in Colorado.

Implementation Strategies:

1. Amend the county's zoning regulations to limit the types of commercial uses, and their location, outside the boundaries of the towns, Rural Centers, and the Guffey Zoning District. Allow only those commercial uses that will not negatively impact the rural character of the county and that have an obvious need to locate in more rural areas for market or service reasons, such as resorts/guest ranches and fishing/hunting outfitters.
2. Amend the county's zoning regulations to remove industrial uses, such as light manufacturing and heavy construction equipment storage, from the commercial zone district (C). Create separate zone districts for light and heavy industrial uses.
3. Work with the towns and Rural Centers to ensure an adequate supply of land in a wide range of sizes that is zoned and available for future commercial development. Such land should be adjacent to and serviceable by existing systems in such towns and centers.
4. Require adequate infrastructure improvements including paved access, utilities, and controlled access from major collectors and arterials.

Guiding Principle VI.D.2.

Target the location of new light industrial development to the Towns of Fairplay and Alma, existing Rural Centers, and the Guffey Zone District, except where the specific use requires a more remote location, such as mining and resource extraction industries and utilities. Locate industrial uses near or adjacent to other similar uses.

Discussion: Scattered industrial development could have significant adverse impacts on local roads not intended for heavy truck or employee traffic and complicate transportation planning and service for the county.

As with designating areas for residential development, it is equally important that the county work with existing communities and towns to designate adequate areas of land for new industrial development to provide services and employment opportunities for a growing population. And, while it is advantageous for the county to direct most industrial uses to designated growth areas, there may be certain types of light industrial uses that have specific requirements for locating in unincorporated rural areas. Examples of uses that may be appropriate outside designated growth areas include tourist-related businesses such as utilities, mining operations, and timber-related industries. Mining and heavy industrial uses should be considered compatible, adjacent land uses.

Implementation Strategies:

1. Amend the county's zoning regulations to limit the types of industrial uses, and their location, outside the boundaries of the towns, Rural Centers, and the Guffey Zoning District. Allow only those industrial uses that will not negatively impact the rural character of the county and that have an obvious need to locate in more rural areas for market or service reasons, such as resource extraction activities and utilities.
2. Amend the county's zoning regulations to remove industrial uses, such as light manufacturing and heavy construction equipment storage, from the commercial zone district (C). Create separate zone districts for light and industrial uses.
3. Work with the towns and Rural Centers to ensure an adequate supply of land in a wide range of sizes that is zoned and available for future industrial development. Such land should be adjacent to and serviceable by existing systems in such towns and centers.
4. Require adequate infrastructure improvements including paved access, utilities, and controlled access from major collectors and arterials.

Guiding Principle VI.D.3.

Retain and enhance the small-town character and development patterns found in the county's towns, Rural Centers, and Guffey Zone District utilizing sensitive commercial and industrial site planning, architectural design, and signage.

Discussion: While an important element of retaining the rural character of Park County is ensuring the proper location of commercial and industrial development,

the quality and aesthetics of non-residential development also play an important role in maintaining the area's historic, small-town character. Local governments are increasingly using design and development standards to ensure new development is compatible with existing development and is sensitively integrated into the natural landscape. Requiring adequate screening and landscaping is one means by which to mitigate negative visual and acoustic impacts associated with commercial and industrial uses and should be integrated into each project's overall site design. In addition to screening and landscaping, commercial and industrial standards generally cover a number of other design elements, including site layout, architecture, natural resource preservation, streamside setbacks, landscaping, signage, night lighting, and view corridor protection.

Design standards can also be used to ensure commercial and industrial design complements the existing character of the area. For instance, orienting new structures in a manner that compliments adjacent development and existing street grids patterns can help to reinforce a coordinated and visually attractive streetscape within towns and Rural Centers. While workshop participants were generally not in favor of regulating the architectural design of residential development, citizens did express interest in regulating the building design of non-residential buildings, particularly in discouraging look-alike commercial franchise architecture.

Implementation Strategies:

1. Design standards and guidelines shall be adopted and included in the county's land use regulations to address, among other things, site planning principles that are sensitive to on-site natural and historic features, building orientation to major highways, and landscaping. Any system of design standards and guidelines must allow potential developers to understand design constraints before construction. Developers should be urged to construct commercial and industrial buildings that convey a sense of local character. Stereotypical franchise architecture should not be allowed.
2. Revise the county's sign regulations to ban all corporate off-premises signs (billboards may be permitted if the Board of Adjustment approves; Section 6-340.F of county land use regulations) and limit the maximum size (now 150 square feet total all sides) and design of on-premise business and non-residential signs allowed with a sign permit. Ensure county sign regulations are consistently applied and enforced. Businesses located outside of rural centers (such as hunting outfitters, fly fishing camps, and guest ranches) should be permitted to post signs advertising their respective services. However, such signs shall meet maximum size allowable per revised county sign code and will not be internally illuminated.
3. Site improvements and landscaping should be deemed a critical component of any non-residential development. Site lighting, fencing, and additional amenities should reflect the agrarian and rural character of the county; lighting, landscaping, and signage packages should be included as part of any PUD process. In addition, plant material should tolerate the climatic extremes of the county and watering schedules should be used only to establish new plantings.
4. Extend existing town rural center street grid systems, unless constrained by natural features or topography that should not be disturbed. All proposed development should integrate the existing grid as well as building setbacks, road widths, and sidewalk locations to ensure continuity between existing and

proposed development.

Guiding Principle VI.D.4.

Encourage heritage tourism to diversify the local economy and strive to attract businesses that serve the needs of county residents, tourists, and pass through traffic.

Discussion: Park County's economy has changed significantly in recent decades. As mining and ranching have declined as the mainstay of the county's economy, tourism activities associated with the abundance of natural resources and public lands have increased. Given the County's accessibility to the Front Range, and its wealth of natural, historic, cultural, and scenic resources, resource-based or heritage tourism is a viable opportunity for future economic growth. The key, as recognized by the county, is to take advantage of the opportunities without adversely affecting the scenic natural and cultural resources that are their source.

Heritage tourism, best described as a tourism philosophy that respects and draws on the unique historical, cultural, and natural resources of a community, is showing increasing promise as a productive and sustainable approach to economic and community development. There is growing evidence from around the country that states and communities that protect and develop their historic sites and cultural resources in tandem with other attractions, such as natural areas, will be the leaders in tourism. The 1999 Park County Historic Preservation Plan, the 1996 *South Park Heritage Resource Area Study* and 1998 *Park County Tourism Marketing Plan* contain valuable material and direction for implementing a heritage tourism strategy in Park County, and its emphasis on organization and collaborative efforts by property owners and the public sector is a very sound approach.

Increasingly, the private sector in Park County is realizing the economic benefits of heritage tourism. For example, while raising cattle is not as viable an economic enterprise as it has historically been in Park County, capitalizing on the rich heritage of ranching as a tourist draw may prove to be a viable business today. Some former ranchers are adapting their businesses to take advantage of heritage tourism opportunities by developing facilities for horseback riding, guesthouses, and guest ranch activities. Building on the ranching heritage by developing tourism-related businesses, such as guest ranches, is becoming an increasingly popular means of adapting the local economy to changing economic cycles.

In addition to heritage tourism, there may be additional opportunities in tourism-supporting activities, including more high quality lodging and eating/drinking establishments and possibly a conference center. For instance, the Hwy. 285 and Hwy 9 intersection located in the Town of Fairplay is a natural location for much of this potential for tourism-supporting activity. Ensuring that adequate and suitable land areas are available and zoned is key to supporting and directing tourism-supporting businesses, such as lodging and restaurant establishments.

Implementation Strategies:

1. Protect and preserve the cultural, historic, and natural resources that are the raw materials for a successful heritage tourism strategy for Park County. (See Section VI.B. above).
2. Preserve historic ranches to the greatest extent possible, working closely with

ranch owners, third-party land trusts, and other organizations supportive of ranch preservation. The county should adopt restrictions that make it difficult to rezone such ranch land to residential or other uses (See Section VI.A. above).

3. Encourage alternative income-producing activities for county ranches, such as part-time recreational use of ranches for tourism, or limited pay-for public access for fishing and hunting.
4. In conjunction with the implementation strategies set forth in the Strategic Master Plan, implement the strategies recommended in the 1996 *South Park Heritage Resource Area Study*, 1998 *Park County Tourism Marketing Plan*, and the 1999 *Park County Historic Preservation Plan*. (See Appendix A).
5. Explore the potential for additional county sales tax revenues, which could help fund heritage tourism promotion and encourage related small businesses. At the very least, the county should continue to explore and pursue a dedicated open space tax or a lodging tax.

Guiding Principle VI.D.5.

Encourage new entrepreneurial business development that provides employment opportunities and diversifies the economy of existing communities and the county.

Discussion: Currently over 80% of the county's residents commute outside the county for work and residents have only limited employment opportunities for local high-wage jobs. Stemming the tide of residents commuting to the Denver area and resort towns for work will entail the county positioning itself to capture the growing number of entrepreneurs who enjoy a rural quality of life. A key component of this strategy will involve providing incentives for entrepreneurial businesses and investing in essential business infrastructure, such as telecommunications.

In addition to capturing new growth in the entrepreneurial sector of the economy, it is also essential that the county take steps to protect the valuable economic resources that have provided employment for generations of Park County residents. The mining of commercial mineral deposits is one such industry with the potential for future commercial activity. Restricting or limiting residential development on or in the vicinity of potentially exploitable mining claims is essential to preserve the future potential for commercial mining and employment in Park County. However, there is considerable pressure for residential development on and near existing mining claims, which may make such a strategy controversial. In addition, this strategy may call into question strong precedent created by recent county land use decisions to allow more residential development on old mining claims. While, ideally, the county would take the lead in studying and mapping the potential for extractable mining resources, (which it has done in some areas of the county), it may be possible to place the burden on future development to prove that there are no commercially recoverable deposits as a prerequisite to development approval.

Implementation Strategies:

1. Remove regulatory barriers to small business formation, and use incentives wherever possible to encourage small businesses and entrepreneurial ventures. For example, remove overly strict restrictions on home occupations, such as the current registration requirement for "moderate activity" home occupations; instead, consider classifying all home occupations as either "minor" (allowed

by-right without registration or special approval) or "major" (allowed with Planning Commission, rather than Board of Adjustment approval)--limiting the latter to only those home occupations with the potential for significant adverse impacts. Seek grants and other outside funding for investment in accessible and adequate county and rural center infrastructure, including water, sewer, transportation, and telecommunications services such as ground telephone cellular service, high-speed internet access, fiber optics, and T1 lines.

2. Revise the county zoning regulations to limit the range of permitted heavy industry uses in the county, including the potential for heavy industry uses within PUD zone districts. Resource extraction should be allowed in areas that do not impact existing residential development, new agricultural operations, and high priority view corridors, but other heavy manufacturing and processing uses should be limited in the county.
3. To the maximum extent possible, continue to identify and map mining claims and other areas in Park County that hold potential for future discovery and development of commercial mineral deposits. Use land use and zoning tools to preserve the future commercial potential of these areas, including limiting or prohibiting development on these claims/lands or to reduce the likelihood for conflicts. In addition, the county should utilize information contained in the Colorado Geological Survey Study of Mineral Resources of Park County to identify existing, known deposits in this area. The county should also explore the creation of an overlay district that includes all known deposits.
4. Develop a map and/or overlay depicting location of radioactive minerals in Park County per USGS and CGS Bulletins.
5. Require professional geotechnical reports performed by a qualified professional for all properties located within a 3-mile radius of past or present mining areas and include areas where the presence of radioactive minerals has been identified.

E. OPEN LANDS AND AGRICULTURAL LANDS

Guiding Principle VI.E.1.

Maintain the open character of rural areas through the preservation of large tracts of undeveloped lands, wildlife habitat, and prime ranching/agricultural lands.

Discussion: Fifty-nine percent of Park County is publicly owned land. County residents rely heavily on the state and federal governments for publicly accessible open lands. Currently, the land use regulations give the county authority to require new residential subdivisions to dedicate up to 2% of the subdivided area for schools, publicly accessible open lands, and other public uses, but the provision is rarely invoked and applied. Although the majority of the county's supply of land is held as public lands, the vast majority of these public lands are in high-elevation, difficult-to-access mountainous areas and national forests. Accordingly, land dedications by private developers for publicly accessible and public parks may be essential to meet the needs of future population growth. Without a master plan to preserve undeveloped lands and working agricultural lands, the county may be at risk of fragmenting critical wildlife habitat or diminishing the experience sought by many people who visit or relocate to the area for its natural surroundings.

Implementation Strategies:

1. Ensure that rural and agricultural areas outside the designated town and Rural Center growth areas are appropriately zoned for agricultural, resource conservation, mineral extraction, or recreation uses, with very low density single-family residential use. Revise the “Conservation/Recreation” (CR) Zone District to either eliminate single-family residences as a permitted use, or to at least specify a minimum lot area for single-family residential uses of at least 35 acres, and preferably more. In the R-20 zone district, consider increasing the minimum lot area to at least 35 acres for residential development outside the targeted growth areas with the new zone district category.
2. Reexamine areas currently zoned for mining (the M zone district) to determine any reduced mining potential and rezone such lands accordingly. In the M (Mining) zone district, discourage residential development and allow only large lot development (35 acres or more) in those areas where mineral extraction potential is found to be minimal.
3. Explore and assist in the creation of a private land conservation organization that can utilize public/private conservation measures such as donation of conservation easements or purchase of development rights. The county should continue to work with the local cattlemen's association, realtors, the Division of Wildlife, and conservation groups to form a local land trust that would accept conservation easements. Additionally, the land trust should pursue a voluntary purchase of development rights program that would provide an alternative to development for ranchers and other landowners in unincorporated rural areas of the county. Funding might come from the county, Great Outdoors Colorado, and other sources. Purchase would be undertaken only on a willing seller basis with a goal of keeping land in productive agricultural use where possible.
4. Explore the feasibility of a transferable development rights program to “compensate” landowners in the more rural parts of the county for more limited or less dense development opportunities. (See recommended implementation strategies under Guiding Principle VI.C.1. above).
5. See Section VI.B., “Natural/Cultural Resources and Environmental Hazards,” for additional implementation strategies to preserve and protect the county’s natural and undeveloped areas.
6. Continue the 1% sales tax dedicated to “preserve, protect, improve and maintain Park County's remaining water resources and lands in Park County containing associated water rights and resources.” As spending priorities and enabling tax limitations allow, use the revenues from this sales tax to acquire interests in land that is not only important for preserving water resources, but also for open space preservation of undeveloped lands and working agricultural lands and preservation of historic sites.
7. Explore and consider the feasibility of a dedicated sales or property tax increment to fund more general publicly accessible open land and natural areas preservation purposes, including land and development rights acquisition. (As stated above, the current 1% sales tax is specifically for land conservation as such land relates to protection of water rights and resources). This type of dedicated tax has met with success at the voting polls in several Colorado

counties and towns in recent years, including the Town of Breckenridge (1/2 cent sales tax), Summit County (dedicated property tax mill level), Pitkin County (property tax mill levy), and Douglas, Jefferson, Adams, and Boulder Counties in the Denver metro area. A dedicated and steady funding source together with an open lands plan will help to secure grants from entities such as Great Outdoors Colorado Trust Fund and similar sources. A small county fund should also be created for public purchase of trail rights-of-way, particularly to maintain and secure access to public lands. This could be funded in part by contributions of money in lieu of land dedication requirements or impact fees. (See Section F below).

8. Explore a program designed to acquire federal lands when they become available on the open market.

Guiding Principle VI.E.2.

Encourage site planning that minimizes the fragmentation of undeveloped lands, wildlife habitat, migration corridors, working agricultural lands, cultural resources and priority view corridors.

Discussion: Targeting small-lot development to designated growth areas, as discussed above, will be an important step toward protecting undeveloped lands by preventing the parcelization of unincorporated rural areas into small development lots. Concentrated development alone however, will not ensure the preservation of priority open lands, wildlife areas, agricultural lands, and view corridors. For instance, many of the mountain vistas throughout the county are across private land. Therefore, focused growth should be used in conjunction with creative site planning techniques to ensure land is developed in a manner that preserves these important resources. While survey respondents and community workshop participants supported new land use regulations to preserve undeveloped lands and ranches – with 68% of survey respondents supporting new land use regulations even if they might somewhat limit their ability to develop their own land – there was a general consensus among citizens that regulations should be augmented with incentives to achieve these goals.

For instance, creative site planning techniques such as rural cluster subdivisions provide density bonuses for landowners and developers who preserve significant amounts of undeveloped lands and working agricultural lands. In order for many landowners to continue ranching, it is important that they have the ability to realize the development value from their property. Rural cluster subdivisions provide this opportunity by allowing the development of buildings in clusters while remaining within the constraints of overall average density restrictions. Just as development can be configured to ensure large tracts of land remain available for ranching and agricultural purposes, so too can buildings be clustered on portions of a property to avoid development of sensitive areas such as wildlife corridors, scenic vistas, and concentrations of historic features (e.g. ranch headquarters, etc).

Implementation Strategies:

1. Create incentives, e.g., density bonuses, for rural cluster subdivisions in the county's land development regulations. (See Section VI.C. above).
2. See Section VI.B., "Natural/Cultural Resources and Environmental Hazards," for additional implementation strategies to preserve and protect the county's

natural and undeveloped areas, including strategies for more specific regulations controlling development on ridgelines and in mapped view corridors.

3. Consider more specific regulations that require new development to limit land disturbance of natural and hazard areas, including wildlife habitat, migration corridors, stream/river corridors, and wetlands. (See recommended implementation strategies under Guiding Principle VI.B.3. above).
4. Explore opportunities to establish conservation easements for undeveloped, open lands that can be either purchased or acquired by donation. Recently, several non-profit agencies in Colorado have assisted in the purchase of conservation easements, although governmental agencies often purchase such easements. Maintenance agreements should be developed in conjunction with such easements to ensure that the land is properly maintained.

Guiding Principle VI.E.3.

Protect and preserve important access routes to public lands.

Discussion: As mentioned earlier, 59% of all land within Park County is owned by federal and state entities. Access to public lands has been obtained through historic or prescriptive rights across private property or through designated legal public access. With increased development activity adjacent to public lands, the potential exists for private development to limit or essentially cut-off access to the thousands of acres of public land used by county residents and visitors for recreational purposes. Along with a concern that existing access points and trails may be limited in the future, there is also a need to manage appropriate access points to public lands. For instance, while the county's growing sport fishing industry depends on the ability of people to access rivers and streams, it is also dependent on the continued preservation of fishing habitat. Uncontrolled access along riparian areas may degrade the rich habitat that draws fishing enthusiasts to these areas.

Coordination with public land management agencies to plan for and acquire appropriate public access points, is also warranted to implement this guiding principle.

Implementation Strategies:

1. Identify all key access points to public lands and prioritize those to be acquired, maintained or improved. (See recommendation for preparation of a countywide Open Space Plan under Guiding Principle VI.E.5 below). Use a variety of techniques such as development incentives, acquisition of development rights, and donation of access easements to preserve and enhance such access.
2. Require that all development applications or annexation proposals for property adjacent to public lands take special steps to ensure appropriate public access is maintained, improved, or limited as appropriate, including:
 - Pre-application consultation with relevant state and federal land management agencies to discuss issues such as appropriate travel/use restrictions, land tenure adjustments, site development, hunting on public lands, and similar issues that would affect adjacent public lands as well as

- residents of the development.
 - A written agreement with the land management agencies that contains specific proposals to provide or limit access as appropriate given the existing character, environmental sensitivity, and use of adjacent public lands. Include such provisions as conditions of approval for the development application or annexation.
 - Dedication of public rights-of-way, either in-fee or by easement, to ensure public access that is determined to be appropriate.
 - Provision of fencing to reduce conflicts with livestock grazing on public lands.
3. Work with the Bureau of Land Management, State Land Board, and the United States Forest Service to amend the applicable resource management and forest plans to reflect the goals and implementing actions set forth in this plan.
 4. Identify and secure a stable funding source to provide money for acquisition of access to river/stream corridors and other public lands as appropriate to supplement dedication and other regulatory requirements relating to open space and natural areas including maintenance and mitigation of damage by visitors to publicly accessible river/stream corridors and other public lands. (See recommended implementation strategies under Guiding Principle VI.E.5. below).

Guiding Principle VI.E.4.

Moderate activities that interfere with the operations required for working agricultural lands and encourage the right to farm and ranch in Park County.

Discussion: The total number of acres being ranched in the county decreased by 30% or nearly 90,000 acres, between 1987 and 1997. It is clearly becoming increasingly difficult for ranchers to remain in production. Increased development in unincorporated rural areas can create additional impediments to ranching as new residents may construe traditional ranching practices – like dust, odor, noise, chemical spraying, and hours of operation – as nuisances. Because scattered rural development would be reduced under the Plan’s primary guiding principle, the impacts of development on working agricultural lands will be greatly reduced.

Rural forms of residential development however, are likely to continue. It is therefore important for the county to take steps toward facilitating understanding between new property owners and ranchers. Many communities throughout Colorado have adopted a document known as the “Code of the West.” Having adapted this document to Park County conditions, the County has developed the “Code of Park County” (1997), which provides information to help people make educated and informed decisions when choosing to purchase or develop lands in unincorporated areas of the county. Particularly, it highlights some unique conditions associated with rural living, such as those practices associated with farming.

Implementation Strategies:

1. Implement the strategies recommended in Section VI.C. to reduce future densities of residential development located outside the towns, Rural Centers, and the Guffey Zoning District.

2. Revise the “Code of Park County” specifically for Park County and revamp it into a more informational, factual document about the benefits and pitfalls of living in a rural county, and possibly in close vicinity to agricultural operations. Adopt the revised Code of Park County as official county policy. Embark on a public education effort and work with the local real estate community to assure distribution of the Code of Park County to all prospective and new property owners. Enlist the aid of the numerous homeowners associations in the county to further educate current property owners. In addition, the Code of Park County should address mining-related issues such as noise, lighting, and traffic to inform adjacent landowners about the potential impacts of mining operations.

Guiding Principle VI.E.5.

Promote additional recreation opportunities for county residents, including maintained private and/or public open lands, parks, trail networks, and recreational and cultural facilities.

Discussion: Given that Park County is graced with an abundance of natural recreational areas owned by the federal or state government, it is not surprising that the county has not taken significant steps in the past to provide its citizens with county-owned parks and open space. For example, the land use regulations give the county authority to require new residential subdivisions to dedicate up to 2% of the subdivided area for schools, public open lands, and other public uses, but the provision is rarely invoked and applied. The county is, however, undertaking several joint ventures with organizations such as the Great Outdoors Colorado Trust Fund to secure grants for undeveloped lands acquisition and recreation projects. The Park County Land and Water Trust Fund was established in 1998 to acquire land and water throughout the county using a 1% sales tax enacted over a ten-year period. While the Aurora conjunctive use case sparked the formation of this tax in order to pay county legal fees, the county is beginning to use portions of this fund to acquire land. For instance, the county, in conjunction with Great Outdoors Colorado, is currently negotiating a purchase agreement for the Coleman Ranch using sales tax funds.

While survey respondents strongly supported the acquisition of open space (undeveloped and/or agricultural lands), citizens generally did not support increasing taxes for developing community recreation facilities or local trails systems—with 85% and 70% opposed respectively. Community workshop participants however, did voice concern that an expanding population will demand more active-use recreation facilities, such as ball courts, parks, and recreation centers for youth. Given the uncertain support for funding of these facilities, it is key that the county identify recreation needs and assess alternative funding sources. For instance, many communities throughout Colorado require that larger developments set aside land for recreation activities for use by residents.

As the County continues to become more proactive in acquiring open space and recreation areas, it is essential that a master plan for county trails, parks, and open space be developed to guide the acquisition and development of these facilities.

Implementation Strategies:

1. As soon as feasible, prepare a countywide Open Lands, Parks, and Trails Master Plan, including specific recommendations for the different subareas of the county. Consider a joint planning effort with the incorporated towns, which may open the door to funding from the Great Outdoors Colorado Trust Fund and similar sources. An element of such Plan should be a survey or study to identify specific outdoor and indoor recreational and cultural facilities desired and needed by county residents. Cost analyses of any recommended facilities should be included. The trails element should identify potential trail corridors, access points to public lands, and associated sites for recreational opportunities.
2. Based on the completed Open Lands, Parks, and Trails Master Plan, re-establish guidelines or standards for dedication of land for public parks and open space, or payment of fees in lieu thereof to be utilized in development reviews. Consider, also, assessing impact fees for the construction and operation of public recreational facilities including neighborhood “pocket” parks and trail systems. (See discussion of impact fees in Section VI.F. below).
3. Require new development (particularly larger subdivisions in the designated higher density growth areas) to provide adequate private open space and recreational facilities such as ball fields, basketball courts, and playgrounds to serve the residents of the new development in proportion to the need created. It is standard practice in many Colorado jurisdictions to require the set aside of private land within subdivisions that are available for use by the general public. These lands are typically not open to the public and are privately maintained.
4. Work with the various water districts, boards, and the Department of Wildlife to develop water-based recreation facilities wherever possible that provide access opportunities for children, seniors, and persons with disabilities.
5. Ensure adequate future recreation opportunities and facilities for the county’s aging population, as well as its youths.
6. Update land use regulations to permit educational, recreational, and cultural facilities within and/or near the residential communities they serve.

F. INFRASTRUCTURE / PUBLIC SERVICES

Guiding Principle VI.F.1.

Provide or assure availability of adequate public facilities and services prior to or concurrent with new development.

Guiding Principle VI.F.2.

Require the fiscal accountability of new development and require new development to pay a fair share of the cost of infrastructure and services it necessitates.

Discussion: Similar to many growing communities throughout the West, Park County is faced with the significant challenge of ensuring new development does not cause deterioration in the level of essential services provided to existing

residents. With Park County's rapid influx of new development has come an increased demand for limited public services. As documented in the Infrastructure Assessment (Appendix D) and discussed in several interviews with local officials, many public services – such as schools, fire protection, and law enforcement – are not equipped to provide adequate levels of service for expansive new growth. For instance, most of the county's fire protection districts are using aged or deteriorating facilities and equipment to provide fire protection to a growing number of residents – these deficiencies will inevitably lead to decreasing, if not dangerous, levels of service for both current and future residents. If the county allows development to further outstrip the ability to provide public facilities and services, these current deficiencies in levels of service will only be exacerbated.

During the strategic master planning process, citizens overwhelmingly voiced support for adopting measures requiring that facilities be in place to serve new development of unplatted lots as it occurs. In fact, 68% of survey respondents strongly support regulations that would assure the availability of adequate roads, water and sewers prior to new development. This concept of “concurrency,” (discussed in more detail in Appendix F), means that adequate public facilities will be in place, planned for, or provided to support new development before the impacts of that development would occur.

Along with an increased demand for public services has come an increased demand on the limited revenue sources to finance these services. As mentioned earlier in the Plan, new residential development far exceeds new commercial and industrial development in the county. And, because residential services and infrastructure demands are generally greater than those of commercial or industrial development, this unbalanced development trend has contributed to fiscal stress. The county relies mainly on property tax revenues to pay for these growing service demands, which translates into county residents ultimately paying for new facilities and services through higher property taxes. Shifting the burden of financing facilities and services from county residents to new development is a key component of addressing this fiscal impact challenge.

Throughout the planning process, county residents expressed support for the principle that new development on unplatted lots should pay its fair share of the cost of public facilities and services needed to keep up with growth. As documented in the survey results, 58% of survey respondents strongly support assessing developers with impact fees to cover the additional cost of providing government services to new development. However, imposition of impact fees or an adequate public facilities ordinance ("APFO") are neither easy to implement and administer nor popular with the development community. Detailed analysis and study of the costs of development, including what infrastructure needs/costs may reasonably be attributed to new development, must be done to assure a legally defensible basis for an impact fee or APFO. In addition, as has been the case in other communities nationwide, the development community and property owners may fiercely oppose impact fees and other cost-recovery regulations. While impact fees may be one tool available to address this problem, the county should consider a combination of financing mechanisms to ensure growth pays its own way.

Implementation Strategies:

1. As a critical initial step, the county (in cooperation with the Towns of Fairplay and Alma) should undertake a cost of development analysis that would provide

detailed information about current sources of funding for and the true cost of providing roads, water/sewer, fire and other public health/safety protection, public parks, and other similar facilities/services. At the same time, the county should establish tailored levels of service for different types of public infrastructure and services to serve as benchmarks for new development. For example, a minimum traffic level of service “C” (on a scale of A to F) may be set for all county roads and intersections; or a 10-minute maximum response for emergency medical services may be established as the minimum level of service in the Bailey subarea. These types of analyses could then be the basis for adoption of cost-recovery regulations such as impact fees or an adequate public facilities ordinance.

2. In some instances, the county may decide that impact fees are not the preferable approach where existing services/facilities are adequate, but where new development will necessitate new improvements that need funding. On the other hand, where there are deficiencies in existing services, an adequate public facilities ordinance (“APFO”) might be preferable. An APFO would not allow development to proceed until those deficiencies were remedied by either the prospective developer, government capital funding, or a combination thereof. For example, if someone wanted to create a large rural subdivision near Guffey, significant public safety issues would need to be addressed. Allowing the development to proceed simply because it paid public safety or other impact fees might still result in serious problems; thus, the better approach might be to reject the development proposal until those issues were addressed directly. Development agreements are a recommended tool to enable future enforcement of developer commitments to construct or finance needed infrastructure and services.
3. If the county levies impact fees for facilities such as parks, it should consider sharing revenues with the towns to provide open space and recreational facilities that will serve larger population concentrations. Such a policy has been in place for almost a decade in Larimer County, which assesses a park impact fee on all new housing units and then shares half of that fee with the City of Fort Collins whose open space and park facilities are open to county residents.
4. Because annexation agreements are voluntary contracts, local governments have a good deal more leeway than with impact fees to require cost recovery. The county and towns should adopt, through an intergovernmental agreement, a specific annexation policy requiring the evaluation of the fiscal impact of new development (e.g., projected property/sales tax revenues, demand for community services/facilities and the cost thereof, etc.). Such an evaluation should be conducted by the county or towns (or jointly) to ensure its objectivity, but might be funded by the landowner petitioning for annexation. Additionally, the intergovernmental agreement should contain guidelines for negotiating payment of infrastructure and services that would be generated by development on the newly annexed property, dedication of public and private open space, access to public lands, under what circumstances the towns/county will allow creation of special development districts, and similar features.
5. The county’s subdivision regulations should be amended to ensure the county receives adequate fiscal sureties and guarantees from developers for necessary public improvements. Provisions should require both performance and

maintenance guarantees.

Guiding Principle VI.F.3.

Coordinate with service and infrastructure providers to ensure service and infrastructure extensions and investments are consistent with the Master Plan.

Discussion: While county government is responsible for many public services and infrastructure, such as roads and law enforcement, independent government entities or municipal jurisdictions, such as the Towns of Alma and Fairplay, provide other essential services. For example, five independent water and/or sanitation districts provide central water and sewer service in limited areas throughout the county.

Coordinating county land use planning with the policies and actions taken by these service providers is essential to carrying out the guiding principles set forth in the Master Plan. The service areas and line capacities planned by water and sanitation districts significantly impact land use patterns and densities. For instance, one of the main objectives of the Master Plan is to target future small-lot development to designated growth areas. Successfully implementing this plan will require careful coordination between the county and the various water and sanitation districts to ensure that (1) districts plan for the capacity to serve future population growth within designated growth areas and (2), districts do not extend services beyond the boundaries of designated growth areas. This requires coordinating both the location and the timing of utility and service installation and expansion.

In addition to coordination with existing districts, it is important that the county review and develop guidelines for the creation of new developer special districts. Under state law, developer districts have the power to tax property owners within their jurisdiction boundaries to pay the cost of facilities such as centralized water and sewer facilities. Developer districts were plagued with problems in the late 1980s, when a number declared bankruptcy. Also, in rural areas, facilities built and operated by these developer districts (such as centralized sewer treatment) have a very spotty record of operation and maintenance. A good number in other jurisdictions have failed, causing water pollution problems, for example. In other instances, high property taxes imposed by the developer districts have led to opposition by residents of those developments against any increases in county or school district property taxes. Under recently adopted state laws, the county has a great deal more authority over the creation and structure of these districts, which, after approved, function as "mini-governments" that are subject to limited county control.

Implementation Strategies:

1. The county should work together with the towns to ensure they have adequate capacity to serve developments within the recommended town growth areas. Provisions to limit the extension of water, sewer, and other municipal services to areas designated for growth under this plan, or to prior existing lots in unincorporated rural areas, should be contained in intergovernmental planning agreements between the county and towns. Such agreement should also allow joint review and approval of development proposals outside current municipal boundaries but within designated growth areas. To the extent necessary, the

county should exercise its 1041 state land use powers to control the extension of such services into non-designated areas.

2. The county should adopt guidelines for reviewing and approving new, developer-proposed special districts. Such districts should not be approved in areas where growth is not targeted under this plan. For those districts that are created or already in existence, the county should encourage the use of a public entity to manage water and sewer treatment facilities built by the special districts to ensure long-term quality operation and maintenance.
3. For residential development of densities greater than 1 dwelling unit per 5 acres, sewer districts shall include advanced treatment capabilities, perpetual operations, and maintenance service agreements written into the PUD with Deed Attachments.

Guiding Principle VI.F.4.

Plan for telecommunication facilities and infrastructure to provide Park County businesses and residents with access to information technology and reliable emergency communication systems, and to facilitate the development of new facilities in a manner that is sensitive to the natural landscape.

Discussion: Information technology development will provide unprecedented opportunities for Park County residents and businesses. First, increased access to remote information allows businesses that would otherwise need to locate within urban areas to consider locating in rural areas. And second, telecommuting can provide a viable alternative for residents who currently commute by automobile to the Denver region, thus improving air quality and reducing dependence on the automobile. While information technology within the county is currently limited, the county should consider future opportunities for investing in the infrastructure necessary to support modern communication technologies.

In addition, given the rapid advances in and demand for telecommunication technology, Park County has experienced a recent influx of development applications for telecommunication facilities, such as cellular towers. These towers, if not properly sited, can degrade the quality of the county's natural landscape. Planning for suitable locations is imperative to facilitating the development of telecommunication technology within the county without allowing such facilities to degrade the environment.

Implementation Strategies:

1. In the interest of improving resident health, safety, and welfare, the county should invest in new systems and facilities that will rectify shortfalls in current emergency service provider communications countywide.
2. The county should anticipate the likely increase in siting requests for new telecommunication facilities and plan for and adopt new regulations that address location and design. New land use regulations must be consistent with the retention of the rural character of Park County and require protection of priority viewsheds identified on the Viewshed Map in Appendix I. Such land use regulations, while respecting restrictions on local government control contained in the federal Telecommunications Act of 1996, can help ensure

better compatibility with existing and planned land uses, as well as manage the visual blight such facilities—if left unregulated—can have on the landscape.

3. Advance planning is very important to establish a rational and legal basis for any restrictions on siting telecommunication facilities that may result. Park County should work with the Towns of Alma and Fairplay to prepare a comprehensive map detailing where and how telecommunication facilities should be sited in order both to provide effective service and to minimize visual clutter and blight. In creating such a plan and map, the county should consider geography, view corridors, population distribution, major transportation corridors, and existing and proposed land uses.
4. Include an inventory of existing structures that could serve as antenna support towers, including existing buildings over 65 feet tall, existing tall facilities (e.g., water tanks), and any other tall structures.
5. Working with industry representatives, identify broad geographic areas that are and are not suited for telecommunication facilities, and, if possible, identify the specific attributes of desirable sites within such broader areas. More appropriate areas might include land zoned for industrial uses; large, publicly owned properties; and lands where visual impacts may be minimized. Less appropriate areas would probably include residentially zoned areas; areas containing important viewsheds or view corridors; agricultural areas; areas with sensitive environmental features; and areas with high visibility.
6. Regulations that may result from the planning effort described above could include:
 - Restrictions on facilities in certain zoning districts;
 - Requirements for co-location of multiple facilities, wherever possible;
 - A continuous-use requirement, such that, if a facility is not used for a set period of time, it is considered abandoned and must be removed at the owner's expense (the county should require security--e.g., a bond--from a cell tower applicant to ensure removal of discontinued facilities after the expired period of time); and
 - Development standards addressing, for example: height, location, setbacks, screening, color, materials, and camouflaging.
7. Explore potential federal and state funding and grants to invest in much-needed telecommunication infrastructure (e.g., fiber optic and T1 lines), especially in the county's population centers, that can help future community development efforts, as well as improve the quality of life for county residents.

G. TRANSPORTATION

Guiding Principle VI.G.1.

Develop and maintain a high quality, safe, and efficient county roadway system.

Discussion: The county roadway system is currently the main component of the transportation system in accommodating most travel needs of Park County citizens. Given that vehicles are likely to remain the primary mode of transportation well into the future, it is important that the county develop a transportation plan that both (1) meets future travel demands and (2) prioritizes road upgrades and new

construction projects.

Citizens generally think that the county roadway system functions relatively well by providing adequate vehicular access throughout the county with minimal congestion. An area of overwhelming concern however, is the upkeep and maintenance of county roads. Survey respondents ranked road and street maintenance as the second most important community service, behind fire protection. In addition, when asked to distribute one hundred dollars of tax revenue across a total of sixteen expenditure types, upgrading of existing roads ranked the highest in average funding.

By directing new development to designated growth areas, the county will limit the need for future road extensions and should instead rely primarily on the existing road network to serve future development. The county's ability to maintain, repair, and upgrade existing roads however, is severely limited by a shortage of funding. This is further compounded by the high costs associated with maintaining a high number of road miles serving a large geographic area of dispersed and scattered development. Should the county continue to permit scattered development throughout unincorporated rural areas, it will be faced with the responsibility of maintaining and constructing additional miles of road, when it is currently unable to keep up with maintenance of existing roads.

Park County is in the process of developing a 5-year transportation plan entitled *Park County Road Needs Study*. Traffic volumes on county roads and state highways have increased dramatically due to significant population growth both in Park County and in surrounding communities. In addition, Park County state highways provide convenient access to the mountains, public lands, and Summit County resort communities for Front Range residents. As the population and traffic volumes increase, the county should direct funding for maintenance and upgrades of roads. The *Road Needs Study* includes traffic volume estimates and projections and addresses a variety of issues including bridge conditions, accidents and safety issues, and drainage. In addition, the study includes road equipment and funding recommendations as well as a five-year Improvement Program.

Implementation Strategies:

1. Implement the actions and strategies for new arterial and collector roads, and for new road alignments recommended in the 2000 *Park County Road Needs Study*, as long as such recommendations are consistent with this plan and the preferred development scenario.
2. Prepare a long-term master transportation plan for the county. The county should prepare a master roads plan that identifies road and bridge upgrades and new construction that will be needed to service new development over the next twenty years, sets priorities among such improvements and projects, and identifies funding sources keyed to capital investment schedules. Such a plan should concentrate county capital investments on roads in the growth areas around the two towns, the Rural Centers, and the Guffey Zone District so that future growth can be accommodated in these preferred development areas. Extension of new roads into sensitive environmental areas identified on the inventory maps should be avoided or mitigated.

3. Require transportation impact analyses and mitigation measures for all major subdivisions greater than 10 lots and larger commercial developments. It is standard operating procedure in many jurisdictions to require a developer of a major subdivision or development to have a traffic/road impact analysis prepared by a qualified transportation planner/engineer. These impact analyses typically look at impacts on existing off-site roads from a level of service perspective, effects on intersections near the development, and similar issues. Once identified, the report then is required to recommend a list of preferred mitigation measures (e.g., adding a traffic light off-site) that must be implemented by the project proponent.
4. Improve county subdivision road standards. The county should review county road specifications, including drainage, erosion control, and similar elements, to ensure that new subdivision roads (both public and private) are of higher quality and have less of an impact on the environment (e.g., soil erosion, cut and fill, etc.). Adopt provisions of the National Fire Protection Act that address emergency vehicle/fire access. If a homeowners association is established and assumes full responsibility for maintenance of public roads, consider allowances for road width reductions. Require paved roads to residential developments under 6 dwelling units per acre density and to all commercial development; alternately, allow payment in lieu of construction to allow the county to pave the beginning of gravel access roads intersecting major paved roads. Ensure that county road regulations are consistently applied and enforced.
5. Ensure that the county Road and Bridge Department is fully involved in the review of preliminary subdivision plats and other preliminary plans for development for consistency with applicable county plans, policies, and road/street construction standards.
6. Coordinate with the Colorado Department of Transportation to be actively involved in the review and analysis of all future highway expansion projects that affect Park County (e.g., the proposed expansions of Highways 285 and 24) and access code/permits.
7. Ensure that existing and new transportation-related regulations and policies are consistently applied and enforced.

Guiding Principle VI.G.2.

Require new development to pay its fair share for necessary improvements to the county transportation system.

Discussion: As discussed throughout the citizen participation process, the impacts to and demands placed on the county road system by new development are significant concerns among residents. Just as new development should be held accountable for the impacts it creates on other public services, 58% of survey respondents favored requiring new development to pay its equitable share for necessary improvements and maintenance to county roads. In addition, 68% of respondents favored new regulations requiring adequate roads, water, and sewer be available prior to new development. This equitable share should consider both the construction of necessary improvements as well as a traffic improvement fee to support other future improvements to the county transportation system, including

cumulative impacts of the development.

Implementation Strategies:

1. Undertake necessary cost of development analysis for transportation infrastructure, as recommended in Section VI.F. above, and consider subsequent adoption of impact fees or an adequate public facilities ordinance. Colorado counties that currently impose transportation impact fees include Adams, Larimer, and Weld Counties.

H. SOLID WASTE MANAGEMENT AND RECYCLING

Guiding Principle VI.H.1.

Ensure the provision of adequate waste disposal facilities and services to prevent unacceptable air, water, and visual pollution throughout Park County.

Guiding Principle VI.H.2.

Enhance the quality of the environment by conserving resources and minimizing waste by recycling.

Discussion: While only 28% of survey respondents rated solid waste disposal as a very important service, the county should assess the anticipated increase in solid waste service and capacity demands based on future population projections. Defining Park County's role in providing for the proper management of solid wastes will be an important step in comprehensively planning for the many services required by a growing number of residents.

By definition, solid wastes are any materials in a solid or semi-solid form that are thrown away or discharged into the environment. This would include all wastes from households, construction, farm use, and public sewage treatment. Disposal of solid waste in Park County is handled primarily by commercial providers who are not directly affiliated with the Park County government. The transfer stations are located in Fairplay, Will-O-Wisp, Hartsel, Lake George, and Guffey. Park County does not own or operate a landfill nor are there any privately operated landfills in the county.

Recycling is currently available through Recycle the Park, a non-profit organization that receives limited funding from the County. Although locations are very limited, Recycle the Park has been reasonably successful in getting support from area residents. Although the efforts of Recycle the Park should not be underestimated, Park County needs to address recycling as means to promote conservation of natural resources. The county's primary collection site is in Fairplay and satellite recycling centers located in the Bailey subarea have proven too costly to maintain. In addition, Recycle the Park had, up until recently, provided permanent satellite drop-off sites for recycled materials in Lake George. However, due to transport costs associated with recycling efforts, the Lake George recycling center was eliminated and the county now rotates drop-off sites in between Guffey and Hartsel.

Implementation Strategies:

1. Explore the feasibility of constructing a landfill within the county. Constructing a landfill within the county could result in decreasing trash removal costs if an adequate, eligible, cost-effective site can be found. It is unclear however, whether the limited savings in hauling costs could offset the costs of locating, constructing and operating a landfill. Clear Creek County, which is located in similar proximity to Front Range landfills, has found that a new landfill cannot be cost justified at the present time. However, a secondary construction material landfill may be worth considering to all for the disposal of inert materials.
2. Update Park County's existing Solid Waste Management Plan and include both policies and long-range implementation programs for recovery/recycling resources.
3. Explore possible federal and state grants and funding sources to aid in, and supplement, volunteer recycling efforts. In addition, work with Recycle the Park to identify resources within each subarea to fund the costs of locating, transporting, and storing recycling trailers.
4. Coordinate with adjacent counties to strategize cost-effective solid waste collection and transport mechanisms and cooperative recycling ventures for rural residents.
5. The county should seek funding for solid and hazardous waste disposal collection sites.

I. HOUSING

Guiding Principle VI.I.1.

Support the provision of quality attainable housing for all residents and maintain the county as a community that is inclusive of a variety of incomes, lifestyles, and age groups.

Discussion: Only 19% of survey respondents believe that finding affordable housing for those that live and work in the county is either a serious or a critical problem. Yet in follow-up discussions with the Master Plan Advisory Committee and community workshop participants, it was revealed that while it may not be as pressing a problem as it is for neighboring resort communities, attainable housing is a concern among many citizens. According to the Park County Assessor's office, the average price of a home in the county rose steadily throughout the 1990s to reach \$141,000 in 1998. In addition, recent real-estate transactions indicate the average price of a home in the Bailey subarea is approximately \$214,000. Residents expressed concern that if land values continue to escalate, home ownership may climb beyond the reach of moderate to average wage earners.

While most workshop participants associate attainable housing with manufactured housing and trailer parks, other housing options for lower wage earners do exist in the county and should be further explored. Studying and monitoring the county's

housing supply and demand will be an important step toward not only defining “attainable housing” in Park County, but assessing how development regulations can be updated to facilitate the provision of attainable housing. For instance, allowing accessory dwelling units on residential lots is one means of expanding attainable housing options. Allowing for higher density development within designated growth areas is another means of developing both multifamily housing and starter homes such as manufactured units, for an expanding population.

While citizens clearly see a need to ensure attainable housing, they do not want to require major employers or residential developers to provide attainable housing, as is done in the neighboring Town of Breckenridge. The sentiment among citizens is that the county should not risk losing potential economic development by shifting the burden of housing to the private sector. Instead, offering incentives, such as density bonuses, for the provision of attainable housing is a more realistic option at this time.

Implementation Strategies:

1. Undertake in cooperation with the two municipalities a countywide assessment of housing needs to identify gaps in housing supply and demand, as well as any regulatory impediments to attainable housing (such as unnecessary building code requirements, unduly restrictive density regulations or excessive lot sizes in built-up areas, prohibition of accessory dwelling units, etc.). A recent publication by the Colorado Department of Local Affairs entitled *Reducing Housing Costs Through Regulatory Reform: A Handbook For Colorado Communities*, provides a good checklist for such a review.
2. Explore the potential to reduce housing costs through the use of alternative building materials to develop more energy efficient housing, and assess any regulatory impediments (such as unnecessary building code requirements).
3. Implement the preferred development scenario that targets higher density residential development, including new multifamily development, to the towns' growth areas and Rural Centers.
4. Consider amendments to the county zoning code to allow accessory housing units in most residential zones, e.g., in basements and above garages, or in accessory structures, and in some non-residential districts as caretaker/employee units. These units would be limited in square footage (e.g., 1,000 square feet) and could not be used for tourist/visitor accommodation. Such units shall not be deeded separately from primary residence.
5. Consider amendments to the county zoning code to create incentives for the provision of attainable housing in the Rural Centers, such as density bonuses and reduction in minimum lot area.
6. Identify and address any regulatory barriers to the provision of senior housing in appropriate locations in Park County. For example, ensure that smaller-scale assisted living facilities or group homes for seniors are permitted uses in the zone districts covering the Rural Centers and Guffey area.
7. Explore federal and state subsidies for low income or affordable housing programs.

J. INTERGOVERNMENTAL COOPERATION

Guiding Principle VI.J.1.

Collaborate with local, state, and federal governments and agencies to implement the Master Plan.

Discussion: It is vital to the successful implementation of the preferred development scenario and growth management principles that Park County work closely and cooperatively with the Towns of Alma and Fairplay. Setting the boundaries of the targeted development areas adjacent to the two towns, and establishing mutually acceptable annexation policies, should be a top priority.

County coordination with other local, state, and federal governments and agencies will also be critical to the long-term success and implementation of this Master Plan. Local service providers must be on board with the goals and guiding principles of this Plan in order to achieve any measure of success in preventing rural sprawl and in assuring adequate levels of service without undue pressure on current tax levels.

Finally, the State of Colorado and the United States Government, as well as major water enterprises such as City of Denver, City of Aurora, City of Thornton and City of Highlands Ranch, are major landowners in the county. Park County has taken impressive strides in collaborating and working with the state and federal government to preserve prime open space and watershed lands and to agree to an inclusive process for future public lands reconfiguration. The county should build on these efforts and achievements to ensure these entities' cooperation in helping Park County achieve the vision and direction stated in this Plan.

Implementation Strategies:

1. Work with the Towns of Alma and Fairplay on cooperative planning efforts, including:
 - Preparation of joint growth plans to govern annexations within the town's targeted growth areas and beyond;
 - Negotiation of joint planning agreements to govern review and action on development applications within the towns' targeted growth areas which are not eligible or desirable for annexation, including referral mechanisms to allow joint town review and approval, consistent development standards and infrastructure criteria/specifications, and potential for county/town sharing in the cost of infrastructure construction, operation, and maintenance.
2. Work toward agreement with all county service providers, including all existing special districts, that future service extensions and improvements will be consistent with the guiding principles and strategies stated in this Master Plan.

3. Ensure that the provision of services by any special district created after the adoption of this Master Plan will be consistent with this Master Plan.
4. Include relevant state and federal agencies, including but not limited to the Colorado Division of Wildlife, State Land Board, U.S. Forest Service, and the federal Bureau of Land Management, in all future deliberations and refinement of county land use policies.
5. To the extent allowed by law, including the powers conveyed by HB 1041, take advantage of the expertise of state and federal agencies in the regulation and review of development applications that affect areas of state and federal interest, such as the county already has done in the areas of water and wildlife. For example, the county will extend its exercise of "1041 powers" in the areas of natural and geologic hazards and ensure all geotechnical reports are reviewed by the Colorado Geological Survey (review is currently discretionary at the Zoning/Planning Director's option).
6. Support the cooperative, intergovernmental process governing future public lands reconfiguration, as memorialized in the Memorandum of Understanding executed by Park County in January 2000 and as described and summarized in the final report of the *Park County Public Lands Planning Process*.

K. ADMINISTRATION / ENFORCEMENT

Guiding Principle VI.K.1.

Mandate coordination and improvements to county administration and enforcement programs among departments to implement the Master Plan.

Guiding Principle VI.K.2.

Mandate communication between county governmental departments and other service districts (fire, water, schools, etc.) to ensure efficient provision of emergency services.

Discussion: Park County citizens responding to the countywide survey, whether they felt the county's regulations were too strict, about right, or not strict enough, felt uniformly that current regulations were inconsistently enforced and changeable. Regardless of whether such sentiment is more perception or is truly fact, Park County must reassert itself in the areas of administration and enforcement. Moreover, this Plan sets out an ambitious agenda that Park County needs to tackle if it is serious about taking on growth-related issues. One thing is clear, to carry out some of the key recommendations and to produce more thorough review of development projects pursuant to new standards and policies recommended in this plan will require additional county staff. Park County is experiencing growth well beyond what other mountain/rural Colorado counties are experiencing, yet many of the latter—like Grand, Fremont, Garfield, and Gunnison Counties—have considerably more persons staffing planning, building, historic preservation, and code enforcement functions than Park County.

The strategies recommended below aim at important first steps Park County can take to improve administration and enforcement, but in addition to those, Park County should revisit the issue of additional staffing and resource commitment in

order to assure the success of this Plan. One potential source of funding for county planning staff would be to increase development application fees (which are, in essence, user fees) to help defray the cost of the county's processing of development proposals. Many other jurisdictions are increasing these fees so that "users" pay the true cost of the services they necessitate.

Implementation Strategies:

1. Invest in mapping pertinent land use information for the entire county, filling in gaps where necessary. Probably most important will be a revised zoning map for the entire county, particularly in light of zoning changes recommended by this Plan. (Revisions to the zoning map are currently in progress). Others should include mapping of hazard areas, critical natural resources such as wetlands, streams/rivers, and prominent ridgelines, critical wildlife habitat and migration corridors, commercially viable mineral resources and mining claims, location of historic/cultural resources, and even emergency response time-travel radii for each of the county's public safety/fire protection providers. In addition, the county should inventory and map all county owned land to allow the county to make informed land use decisions regarding potential land exchanges and incentive packages for businesses eager to locate in Park County.
2. To best utilize the data acquired from current and future mapping projects, an enterprise-wide Geographic Information System (GIS) should be implemented. Geographic, or spatial data, is fundamental to this Plan, as well as to general County administration. GIS is a necessary and powerful tool in the planning process, and should be available to both County employees and the public via the Internet. In addition to environmental data, the GIS should integrate land record data from the Assessor's office to facilitate a timely and thorough notification to property owners regarding development applications.
3. In order to better coordinate inter-agency and inter-department review of development applications, the county should create a formal "development review committee," comprised of key agency/department heads or their delegates, to meet regularly to review and discuss new development applications (including subdivisions, planned unit developments, and some building permits) prior to Planning Commission, Board of Adjustment, or Board of County Commissioner review and action. This type of committee review also tends to foster increased communication among departments, especially in Park County's case where county departments with an interest in land use decisions are not located in the same building. In addition, to improve inter-departmental communications, the county should institute a routing slip system.
4. Update land development regulations to require code compliance prior to County approval of land use applications.
5. Vital to the long-term success of this Plan's implementation will be more consistent administration and enforcement of the county's land use regulations; fund two additional full-time employees, within the Planning Department, devoted to current planning and zoning amendments.

6. Utilize the official Park County website that includes the Park County Assessors web page and provides information on pending development applications, Planning Commission and Board of County Commissioners meeting agendas, and status of pending plans and regulatory changes. The web site should set up individual department pages to explain roles and responsibilities to the public. The web site should provide links to the Park County Strategic Master Plan, Park County Land Use Regulations, Individual Sewage and Disposal System Regulations, 1041 Regulations, and the County GIS map server to enable local residents to access digital map information. Other Colorado counties, such as Jefferson County, also use their web pages to post general information about mountain and rural living and to provide valuable public education about hazards such as wildfires.
7. Work with community representatives throughout the county to improve public outreach by County Commissioners and Planning Commissioners within each subarea. Explore the feasibility of conducting public meetings in each subarea on a regular basis. The Park County Board of County Commissioners will appoint volunteer community liaison from each subarea to act as a local link to the Planning Commission and Board of County Commissioners.
8. To improve public education and communication throughout the county regarding land use and growth management as well as current land use issues, the county should establish a Speaker's Bureau of volunteer professionals and residents willing to speak at local functions.
9. Explore the feasibility of creating a general county office in the Lake George/Hartsel/Guffey area.

L. PRIVATE PROPERTY RIGHTS PROTECTION

Guiding Principle VI.L.1.

In implementing this Master Plan, ensure that private property owners are afforded a reasonable economic use of their property and that their rights are protected as guaranteed by the Colorado and United States Constitutions.

Discussion: The Fifth Amendment to the United States Constitution provides that private property shall not be taken for public use without "just compensation." This requirement has been interpreted by the Supreme Court to mean that local land use regulations can be imposed to further a valid public purpose, but that they must afford the property owner an opportunity to make a "reasonable use" of his property. The Court has also explained that property owners do not have any legal right to the most lucrative use of their land or that they must be compensated for speculative value.

While 68% of survey respondents supported strengthening county land use regulations to protect sensitive resources and open space, they also expressed concern that valid existing property rights not be unduly limited in the process. Thus, there was a strong undercurrent in the survey and at public meetings to be sensitive to property rights by utilizing incentives and non-regulatory tools to accomplish plan goals. A related concern was that as the county continues to develop, ranchers are finding it more and more difficult to maintain their operations without various forms of interference from adjacent developments. Accordingly,

throughout this plan, alternative implementation approaches are suggested as supplements to regulations where they will be as effective and as efficient as more regulatory approaches.

Implementation Strategies:

1. Utilize incentives and non-regulatory tools such as density bonuses, cluster subdivision options, and transfer or purchase of development rights discussed above to accomplish plan objectives where such alternative approaches have been shown to be as effective as regulatory tools such as zoning and land use controls.
2. Consider the creation of a private land trust for Park County and the formation of a privately directed purchase of development rights program to preserve open space and ranch land throughout the county. Grand County, Colorado, recently contributed \$25,000 toward the creation of a privately directed land trust for the preservation of open space and agricultural lands in the county. (See recommended implementation strategies under Guiding Principle VI.E.1. above).
3. Encourage alternative uses of ranches for limited tourism and other recreation activities and limited public access (for a fee) for hunting and fishing. (See recommended implementation strategies under Guiding Principle VI.D.3. above).

VII. SUBAREA GUIDING PRINCIPLES AND IMPLEMENTATION STRATEGIES

A. BAILEY/PINE JUNCTION/ /CROW HILL/SHAWNEE/GRANT



Sketch generated at community workshop illustrating desired character of new commercial development and redevelopment.

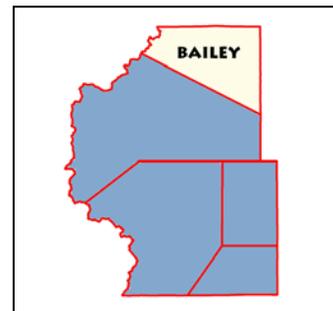
Guiding Principle VII.A.1.

Review existing Rural Center boundaries and revise as necessary to accommodate new growth. Direct future small-lot residential, (i.e., 1 unit per 5 acres or less) and commercial development to areas within the revised Rural Center boundaries of Pine Junction, Bailey, Crow Hill, Shawnee, and Grant.

Guiding Principle VII.A.2.

Locate future commercial and industrial development in parts of this subarea where bases of commercial and industrial activity already exist.

Discussion: The Park County Land Use Regulations identify a number of “Rural Centers”, containing existing commercial businesses and services that serve both residents and visitors. The existing boundaries of many of these Rural Centers are currently limited to the original plats identified on Park County zoning maps. Due to substantial increases in population, the boundaries of these centers are outdated and do not correspond to current development patterns. For example, the existing rural center of Bailey is limited to the original Bailey plat located at the bottom of Crow Hill. Over the course of the last two decades, development outside the rural center boundary has included commercial development at the top of Crow Hill near densely populated subdivisions of Harris Park, Burland Ranchettes, and Deer Creek Ranchos. Based on feedback received during community workshops, Park County residents strongly agree that future growth and development should be targeted to existing Rural



Park County: Bailey Subarea Diagram

Centers. Existing rural center boundaries should be evaluated against current development trends and allow future higher density residential development and additional commercial and industrial development to be targeted to these centers rather than into undeveloped, unincorporated rural areas of the county. Revised Rural Center boundaries should carefully define those areas slated for development in the next 10 years and 20 years respectively to assure that those areas contiguous to existing residential and commercial development are developed first.

Residents of the Bailey subarea expressed concern regarding additional high density residential development in remote areas of the county and felt that new residential development should be directed to areas in close proximity to existing services and utilities. In addition, overall population growth throughout the subarea has raised concerns regarding water quality and quantity. Existing water and sewer districts serve a minority of households; residents have expressed concern regarding the impact that future high density residential development may have on existing wells and septic systems as well as costs associated with joining a service district.

Sunset Clauses

Recent Planned Unit Development (PUD) proposals submitted to the Park County Planning Commission for review have raised the issue of vested rights of proposed developments. PUDs approved by Park County over twenty year ago currently maintain vested development rights. Local residents and property owners have repeatedly expressed concern over density and infrastructure issues that were not critical when the PUD was originally approved and the property was platted for development. Currently, Park County is revising the Land Use Regulations to limit the period of effectiveness for PUD approvals. The county currently limits the period of effectiveness of a preliminary plat for (1) year. If the property owner does not act on the preliminary plat by filing a final plat, the vested platting rights are terminated and the owner must resubmit a new sketch plan and preliminary plat.

While the overall county growth policy is to channel future growth and development into existing Rural Centers, a number of Rural Centers in the Bailey subarea have limited ability to expand due to topography, proximity to public lands, and adequate water supply. There are a few platted, undeveloped lots in this subarea that will require service from existing water and sewer districts. However, extending these districts beyond existing service areas could be cost prohibitive. Existing districts are privately owned and operated; future expansion of these districts would depend on the willingness of local residents and property owners to pay for upgrades and extensions.

Covenants

Residents of the Bailey subarea expressed concern regarding existing covenants associated with residential subdivisions. Many people in attendance at the community workshops and meetings felt strongly that existing private covenants should be respected and applied in future land use and planning decisions and that existing private covenants should encourage new development to respect the desired local character and land uses inherent in rural mountain residential subdivisions. However, it is well established by land use attorneys and Colorado State Courts that private covenants and government land use regulation are independent sources of land use control. The existence of private covenants does not restrict the power of Board of County Commissioners or Planning Commission to impose land use or any other form of regulation, nor does the adoption of any land use or other regulation destroy existing private covenants. Additionally, restrictive covenants do not generally bind or control the interpretation, administration, or enforcement of valid land use regulation. However, the applicant shall provide copies of all private covenants associated with the property under consideration to the Planning Department, Planning Commission, and Board of County Commissioners and those entities shall acknowledge and recognize the covenants prior to making any land use and growth management decisions.

In addition, residents have also expressed concern regarding possible development of existing agricultural lands along Deer Creek, North Fork of the South Platte and Estabrook Valley. Many of the few remaining ranches along Upper Deer Creek, including the KZ Ranch, Deer Creek Valley Ranch, and the Romer Ranch include undeveloped, working agricultural lands that local residents would like to protect from future small lot residential development. These lands are currently zoned Agricultural (A) and additional development of the valley floor would negatively impact the existing character of the valley.

Although the Bailey subarea currently supports numerous retail and service businesses, residents attending the Bailey subarea community workshop overwhelmingly expressed a desire for additional commercial development that would serve the increasing population of eastern Park County. Recent development at the top of Crow Hill provides convenience retail and other services that support the immediate needs of local residents. Many existing businesses are accessed by frontage roads and/or direct access off U.S. Hwy. 285 at the top and bottom of Crow Hill. In addition, many residents of the Bailey subarea have requested that new commercial development and/or new industrial development be targeted at the top OR bottom of Crow Hill to minimize the impact on existing residential subdivisions and to regulate access along this very steep section of Hwy. 285. To prevent unregulated commercial sprawl along the U.S. Hwy 285 corridor, existing rural centers of Bailey, Shawnee, Pine Junction, and Grant) and potential NEW rural center (top of Crow Hill) should include community separators that are comprised of low-density residential development and/or public lands.

Owners of undeveloped properties adjacent to the Hwy. 285 right-of-way have had difficulty obtaining approval from the Colorado Department of Transportation (CDOT) for direct access to State Hwy. 285. Additional commercial development targeted to the existing Rural Centers of Grant, Shawnee, and Pine Junction will also have to address state highway access and curb-cut issues. CDOT has prepared a feasibility study for the U.S. Hwy. 285 corridor from Conifer to Fairplay to address existing and potential traffic and access problems. The county should be prepared to address the impacts road improvements will have on existing business and take steps to generate an access plan for commercially zoned properties relying on U.S. Hwy. 285 access and visibility. Grant contains a number of local retail establishments catering to Hwy. 285 and Guanella Pass travelers. Shawnee contains an existing General Store that is accessed by an historic highway route. Additional commercial development in both these areas will be limited due to the topography.

CDOT U.S. Highway 285 Foxton Road to Fairplay Corridor Study

The Colorado Department of Transportation (CDOT) has hired a consultant to perform a Corridor Report to recommend a range of safety and capacity improvements along U.S. Hwy. 285 from Foxton Road in Conifer to SH 9 in Fairplay. The study includes

- Collection of data to determine need for improvements, including existing traffic volumes and characteristics, analysis of accidents, existing and future population and employment and current roadway deficiencies.
- Development and evaluation of alternatives. After the need for improvements has been established, possible alternative improvements to U.S. Hwy. 285 will be developed and evaluated. The alternatives could include intersection improvements, additional lanes, Park-n-Ride Improvements, and other alternatives as suggested by local agencies and members of the public.
- Analysis of impacts: After a suggested set of improvements has been finalized, and analysis will be conducted of potential impacts to traffic patterns and the environment.
- Identify first priority improvements
- Documentation in a corridor report.
- Opportunities for public involvement.

Members of the Bailey community have expressed concerns regarding the impact of potential road expansion would have throughout the Bailey subarea. In 1987, a group of volunteers organized the "Highway 285 Task Force". The group's goal was to seek funding for safety improvements and the eventual four-laning of U.S. 285 to Foxton Road. Upon completion of the project, the group disbanded in the early 1990's. However, recent growth and safety concerns along the U.S. 285 corridor have piqued the interest of local citizens who believe that the funding of improvements along this congested corridor should be considered a priority of CDOT.

From CDOT website: Major Projects - 2001

Implementation Strategies:

1. For each Rural Center, establish boundaries sufficient to accommodate 20 years of projected population growth, at desired and planned densities, in terms of available land area. See the strategies recommended under Guiding Principles VII.A.1. and VII.A.2 above.
2. As part of this process, the county should work with the U.S. Forest Service, the Bureau of Land Management, and federal and state agencies such as the Division of Wildlife to avoid locating development in such a manner to adversely affect sensitive resources on adjacent public lands. An effort should also be undertaken to identify federal and state lands located within the existing and revised Rural Center boundaries and suitable for acquisition that may be available to preserve these lands as natural buffers from adjacent private development, thus implementing the Memorandum of Understanding executed by Park County in January 2000 and as described and summarized in the final report of the *Park County Public Lands Planning Process* (January 2000). The purpose of the Park County Public Lands Exchange Program is to ensure that the current use of lands under consideration for exchange would be preserved. The program was developed due to citizen reaction to three land exchanges proposed in 1998 including an exchange in Estabrook Valley. Park County won an appeal on that particular exchange which halted the development of over 640 acres of federal lands. The land was subsequently purchased by conservation buyers and preserved.
3. Revise county zoning designations and regulations as necessary to direct and concentrate new commercial and light industrial development to areas within the Rural Center boundaries. (See recommended implementation strategies under Guiding Principle VI.D.1 above).

4. Adopt new zoning and land use regulations specific to the Hwy. 285 corridor within this subarea that target new commercial and light industrial development to the top of Crow Hill.
5. Adopt design and development standards that ensure the future vitality and quality of commercial and retail uses. Such standards may ensure building designs maintain the character of the area. Standards may also address building orientation to Hwy. 285 and vehicle and pedestrian access to and between businesses.
6. Provide input to CDOT regarding business and community access to Hwy. 285, including recommendations regarding (1) future access points from the Hwy. to the various Rural Centers in this subarea, and (2) mitigation of impacts from planned highway construction and expansion projects. As appropriate, include CDOT in the referral of land use applications to ensure state highway access and other issues are adequately addressed.

Guiding Principle VII.A.3.

Protect the original plat of Bailey, located at the bottom of Crow Hill and the other rural centers of Shawnee, Grant, and Pine Junction and maintain a viable mix of locally owned businesses and services.

Discussion: The character of existing commercial development varies greatly between the top of Crow Hill (the intersection of U.S. Hwy. 285 and County Roads 43 and 72) and the bottom of Crow Hill where the Rural Center of Bailey is located. A number of businesses located in this area offer convenience shopping, gas, liquor and other services that cater to existing residents and travelers along U.S. Hwy. 285. The character of existing development at the bottom of Crow Hill is significantly different in character primarily due to steep topography, the South Platte River corridor, and the U.S. Hwy. 285 right-of-way, which occupies a large percentage of level land on the valley floor. The existing plat of Bailey includes restaurants and retail businesses that convey the historic character that both residents and visitors enjoy. At the top of Crow Hill, development is more recent and contains a variety of styles and materials typical of mountain development. Preserving and enhancing existing commercial development in “Original Bailey” is important to Bailey subarea residents, although additional development opportunities may be limited due to the topography and Platte River.

Illustrative “what if” sketches were generated during the Bailey community workshop and depicted potential infill development at the bottom of Crow Hill. Architectural styles, streetscape improvements, and signage location and types were explored. Specifically, residents of the Bailey area responded positively to preserving the character exhibited by existing development in the original plat of Bailey and agree that this unique community should be protected and enhanced by design standards. Residents expressed an interest in preserving existing commercial land uses and improving pedestrian accessibility in original Bailey by extending curb and gutter, adding landscaping and sidewalks along the public right-of-way.

While county community development efforts can and should encourage the perpetuation of locally owned businesses in the Bailey subarea, it is not recommended that the county adopt a regulatory strategy to assure local ownership. Regulations restricting land uses based on ownership are typically suspect under the law, and in any case, may – by their onerous nature – ultimately work to dissuade future investment and reinvestment in the community.

Implementation Strategies:

1. Continue county community development efforts to encourage the proliferation of small businesses that serve the community's needs, as well as the needs of tourists and pass-through traffic, including participation in financial incentive programs (such as the Park County Small Business Growth Program) and technical assistance.
2. Develop regulatory incentives to encourage redevelopment of existing platted parcels in original Bailey, such as allowing mixed use development (e.g., residential uses mixed with commercial) without requirements for discretionary review, relaxing dimensional zoning standards such as setbacks, and waiving off-street parking requirements that would be difficult to meet on these original platted lots.
3. As funding allows, invest in street and sidewalk improvements in the existing rural center of Bailey (located at the bottom of Crow Hill), including curb and gutter, sidewalks, and street landscaping. When appropriate and where a rational (legal) nexus, or connection, can be shown, make such streetscape and public right-of-way improvements a condition of new development approval in the Bailey rural center.
4. To assure continuation of what today is considered a compatible mix of uses in Bailey, adopt zoning regulations that control changes in use from one use major use classification (e.g., retail) to a different classification (e.g., residential). Such "major" changes in uses could be allowed only subject to additional review and scrutiny to assure that the change will not substantially alter the desired mix of uses in the subarea.
5. To maintain the small-scale "local" character of the original plat of Bailey commercial area, consider adopting a maximum square footage cap on new commercial uses to encourage similar scaled new development, and – in many instances – to discourage development of larger national or regional chain stores. Such a cap should be tied to the actual size of current Bailey establishments located in the original plat of Bailey. Consider establishing a commercial overlay district that would reduce the size of permitted commercial signage, which could similarly dissuade chain store or franchise development.
6. To maintain the original plat of Bailey, which of course directly contributes to its "village" scale and feel, consider the following types of controls:
 - Limit the aggregation of contiguous lots within the original plat of Bailey for the purpose of erecting a single structure or building. For example, in its older parts of town, the City of Steamboat Springs does not allow aggregation of contiguous lots for development if it would increase the size or frontage of the developable parcel, compared to the smallest of the

original lots, by 50% or more. However, multiple buildings on such aggregated lots should be allowed.

- Adopt contextual design standards for Bailey, including contextual height and setback standards. For example, a new building would not be allowed to be more than one story taller than existing buildings on the same block, and the new building could not be set back further from the front property line than any other building on the same block. Consider, also, design standards that perpetuate the rhythm and width of existing storefronts in Bailey. For example, if the existing context is 25 foot wide storefronts, a new building that is 75 feet wide would need to break up its front wall into three "bays" that look like three different storefronts.

Guiding Principle VII.A.4.

Ensure the population in northeastern Park County has adequate emergency services and access to county sheriff services.

Discussion: The Park County Sheriff's Department currently operates one substation serving the residents of Bailey. The Bailey subarea had a substation housed in leased facilities until June of 2000 when the sheriff's department decided to close the facility due to escalating costs. The recent closing of this facility has generated a great deal of controversy and resulted in the sheriff's department leasing temporary offices in a modular located at the bottom of Crow Hill. The county is currently considering the construction of a new facility to house a county clerk, social services, and the Sheriff's Department Bailey substation.

In addition, dedications for law enforcement should be implemented to ensure that new development pays its fair share of costs. Support in the community exists for requiring that new development pays its fair share of costs associated with increasing needs for additional law enforcement in the Bailey subarea.

Implementation Strategies:

1. New residential development should pay a fair share of the costs of establishing an adequate level of emergency services and access to the County Sheriff in this subarea. The county may also consider requiring adequate emergency services/facilities as criteria for new development approval in this subarea. (See recommended implementation strategies under Guiding Principle VI.B.3. above).

B. FAIRPLAY/ALMA/JEFFERSON/COMO

Guiding Principle VII.B.1.

Review existing Rural Center boundaries of Jefferson and Como and revise boundaries as necessary to accommodate new growth. Direct future small-lot residential, (i.e., 1 unit per 5 acres or less) and commercial development to areas within the revised Rural Center boundaries of Jefferson and Como.

Discussion: The Park County Land Use Regulations identify a number of “Rural Centers” containing existing commercial businesses and services that cater to both residents, visitors, and U.S. Hwy. 285 traffic. The existing boundaries of many of these Rural Centers are currently limited to the original plats identified on Park County zoning maps. Due to substantial increases in population, the boundaries of these Rural Centers are outdated and do not respond to current development patterns. Based on feedback received during community workshops, Park County residents strongly agree that future growth and development should be targeted to existing Rural Centers. Rural center boundaries should be revised and redrawn to encompass current development trends and allow future higher density residential development and additional commercial and industrial development to be targeted to these centers rather than into undeveloped, unincorporated rural areas of the county. Revised Rural Center boundaries should carefully define those areas slated for development in the next 10 years and 20 years respectively to assure that those areas contiguous to existing residential and commercial development are considered for development first.

Residents of the Fairplay/Alma subarea expressed concern regarding additional high density residential development in remote areas of the county and felt that new residential development should be directed to areas in close proximity to existing development. In addition, overall population growth throughout the subarea has raised concerns regarding water quality and quantity. Neither Jefferson nor Como offer utility or service districts; residents rely on individual wells and individual septic systems.

The Rural Center of Como is a designated historic district that contains a number of historic structures. The community is located approximately one half mile to the west of U.S. Hwy. 285 and occupies a large tract of level land at the base of Boreas Pass. Vegetative growth in this area is limited to low growing grasses and shrubs, leaving the entire town exposed and easily seen in its entirety upon initial approach. Historical interpretive displays have been erected to educate visitors about the history of the area and individual buildings; including the Como Roundhouse that served the Denver South Park and Pacific Railroads. The community contains several permanent and seasonal residences, a post office, restaurant, a museum/art gallery, and general store. Existing water and sewer districts serve a minority of households; residents have expressed concern regarding the impacts that future high density residential development may have on existing wells and septic systems as well as costs associated with joining a service district.

The community of Jefferson is located at the base of Kenosha Pass and is surrounded by working agricultural lands vital to the image and character of the county. Several established



Park County: Alma/Fairplay Subarea Diagram

businesses flank the highway corridor and provide services to visitors headed into Lost Creek Wilderness, Jefferson Lake and Tarryall Reservoir. Visible from the highway, the Jefferson Depot houses a commercial business. The recent purchase agreement of the Coleman Ranch by Park County and a number of conservation organizations will ensure that fragmentation of agricultural lands is limited in this area. However, a large proportion of land in close proximity to Jefferson is currently zoned R-20 and includes residential parcels of 20 acres or less. Because a majority of this land contains sparse vegetation and is highly visible from surrounding hillsides, site planning, utility installation, and road construction should be done in a thoughtful and non-invasive manner to reduce the impact residential construction has on the open landscape.

While the majority of residents and visitors in this subarea will continue to rely on Fairplay to satisfy the majority of their retail and service needs, future development of the Jefferson and Como Rural Centers should compliment recent county efforts to develop and promote heritage tourism in Park County. Both Jefferson and Como should continue to evolve into viable Rural Centers that offer unique opportunities to investigate local and regional history.

Implementation Strategies:

1. Work in close cooperation with the Towns of Fairplay and Alma to designate town growth areas where smaller-lot, more attainable residential development will be appropriate. The growth area boundaries should be drawn taking into account such factors as population projections, topography and location of sensitive environmental areas, and location of existing and planned municipal services. (See recommended implementation strategies under Guiding Principle VI.C.1 above).
2. For the Rural Centers of Como and Jefferson, establish appropriate boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary. (See recommended implementation strategies under Guiding Principle VI.C.1 above).

Guiding Principle VII.B.2.

Coordinate county planning efforts with the planning goals and strategies adopted by the Towns of Alma and Fairplay.

Discussion: The Towns of Fairplay and Alma have recently adopted Comprehensive Plans. Both towns have granted preliminary approval for the development of 3-mile plans that would address future growth patterns and land uses within a 3-mile radius of each community. This agreement was prompted by annexation discussions regarding private property located in the county but contiguous to the Fairplay town boundary. Annexation agreements were in place and ready to be signed when the developer suddenly backed out of the deal due to utility and service provision requirements. The county recently approved a development submittal for the same land; however, newly constructed commercial businesses have yet to open due to lack of water and the inability of the landowner to gain access to Fairplay's public water supply.

The Town of Fairplay's existing annexation plan is now outdated due to the update of its Comprehensive Plan and recent annexations. In addition, the Town of Alma is

currently reviewing and revising their zoning in response to their Comprehensive Plan update. Due to current development activity in this area, the county should work closely with both towns to ensure that future growth and development is directed to areas capable of providing necessary utilities and services to new residents and business owners. In addition, the county land use regulations designate the “Fairplay Periphery” as a Rural Center containing “land south of the town limits of Fairplay along either side of U.S. Hwy. 285 from the junction of State Hwy. 9 north to the junction of Park County Road 5.” The majority of this land has been annexed by the Town of Fairplay. The county’s zoning map should be updated to reflect recent current town boundaries. Policies that encourage growth in compliance with local comprehensive plans are utilized throughout Colorado. Breckenridge, for example, has adopted annexation policies that do not allow the extension of municipal services outside the municipal limits until a property is annexed or a pre-annexation agreement is entered into between the town and landowners.

Implementation Strategies:

1. Execute intergovernmental agreements (IGA) between the county and towns that recognize the towns’ growth areas and adopt a policy of requiring annexation of land to the town for projects of higher density. The county has taken encouraging first steps toward negotiating intergovernmental planning agreements with Fairplay and Alma. These agreements should reflect the objectives of this plan, and the towns and county should agree on measures to discourage the formation of special independent developer service districts that would provide water and sewer service outside the town growth boundaries or other designated growth areas.
2. Within the town growth boundaries, the towns and county should consider phasing growth in a way that encourages development of land on a sequential basis based on explicit policies or specific quantitative criteria. For example, the town and county might agree upon annexation policies that consider availability of infrastructure, quality of design, dedication of public amenities/open space, avoidance of sensitive environmental areas such as wetlands, and similar criteria to guide annexation decisions. An alternative would be to adopt a much more quantitative approach that scored proposed developments based on proximity to infrastructure, adequacy of existing infrastructure or mitigation steps offered by the developer, fiscal impacts, and similar measures.
3. The IGA should also address the issue of commercial/industrial development around the towns. Adequate provision should be made to accommodate some additional highway oriented development near the towns, but steps should be taken to ensure that development does not extend along the highway corridor and physically connect Fairplay, Alma, and Jefferson. Light industrial and service-oriented commercial development should be concentrated, wherever possible, on infill lots in the towns themselves.

Guiding Principle VII.B.3.

Ensure new residential and commercial development in close proximity to town boundaries does not adversely impact the quality and quantity of town water sources.

Discussion: The existing wellheads for the Town of Fairplay and Alma now occupy land under the county's jurisdiction. Future development in these areas could potentially affect water quality and quantity. Wellheads and adjacent recharge zones need to be digitally located and mapped and superimposed on town boundaries, growth boundaries, and annexation plans to ensure that future development does not threaten or contaminate existing town water supplies.

Implementation Strategies:

1. In cooperation with the two towns, identify and map wellhead protection areas for the towns' water supplies and limit development within such areas that could adversely affect water quality.
2. Refer all proposals for development contiguous to town boundaries to the towns' water providers for review and comment regarding the future availability of water supplies to service the proposed development.

Guiding Principle VII.B.4.

Encourage collaboration between the County Sheriff's Department and the Alma and Fairplay police departments.

Discussion: Although the crime rate in Park County is relatively low, sustained population growth means all law enforcement agencies should be prepared to handle an increase in the number and type of incidents requiring their assistance. The Park County Sheriff's Department is headquartered in Fairplay and has substations in Bailey and Lake George. Both Alma and Fairplay operate police departments; however, mutual aid agreements have yet to be established between these two departments and the Park County Sheriff's Department. In order to expand law enforcement coverage in the region, the Park County Sheriff's Department has signed a mutual aid agreement with the Colorado State Patrol, which has a field office located in Fairplay. Due to the size of the county (2,166 square miles), and topography that contains some of the highest mountain peaks in Colorado, communication systems and protocol between law enforcement agencies should be coordinated to accommodate the wide range of needs inherent in a rural county of this size and diversity.

Implementation Strategies:

1. Refer all development proposals in this subarea to affected public safety agencies for review and comment about potential impacts on provision of safety services. Encourage or require the Park County Sheriff's Department to take the lead in consolidating and reconciling comments on public safety issues from the State Patrol and the Alma and Fairplay police departments, as necessary and appropriate.
2. Continue to develop and adopt mutual-aid agreements with the Fairplay and Alma police departments. Such agreements can help stretch the limited resources of the County Sheriff's Department.
3. Consider requiring adequate emergency and public safety services/facilities as criteria for new development approval in this subarea. (See Section VI.F. above).

Guiding Principle VII.B.5.

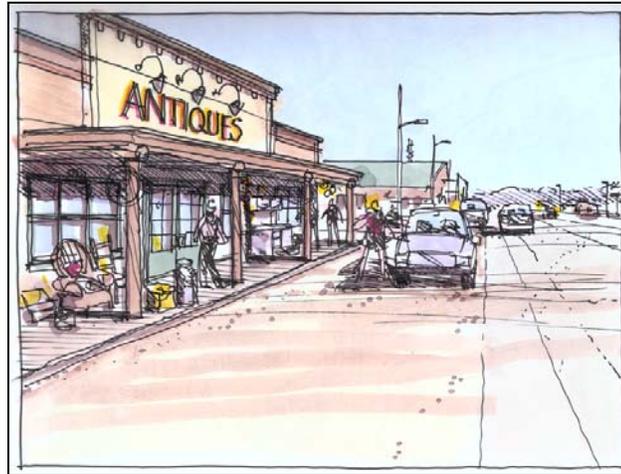
Ensure adequate emergency services for the Jefferson and Como Rural Centers.

Discussion: Based on projection through 2020 and potential improvements to the U.S. Hwy. 285 corridor, the Jefferson and Como Rural Centers will experience an increase in population and witness increased traffic on U.S. Hwy. 285. Although emergency services are currently available in the Towns of Fairplay and Alma, emergency service personnel have expressed a need to locate additional emergency service equipment and personnel in the Rural Center of Jefferson. Current traffic counts and patterns in this area as well as severe weather conditions on Kenosha Pass and in South Park have increased the number of incidents requiring emergency services.

Implementation Strategies:

1. Consider requiring adequate emergency and public safety services/facilities as criteria for new development approval in this subarea. (See Section VI.F. above).
2. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment about the development's potential impacts on the provision of emergency and safety services.
3. As with other facilities, the county should plan for and adopt new regulations that address, among other things, location and design of emergency facilities. New land use regulations must be consistent with the retention of the rural character of Park County and require protection of priority viewsheds identified on the Visual Priority Map.

C. HARTSEL

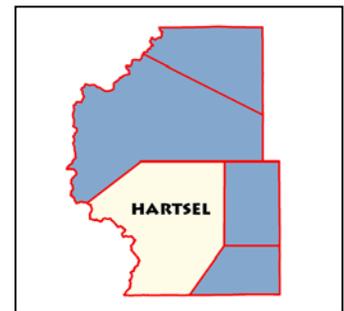


Sketch generated at community workshop illustrating desired character of new commercial development and redevelopment.

Guiding Principle VII.C.1.

Review Rural Center boundaries and direct future small-lot residential, (i.e., 1 unit per 5 acres or less) and commercial development to areas within the revised Rural Center boundary of Hartsel.

Discussion: The Hartsel Rural Center currently is comprised of the original plat of Hartsel located at the intersection of U.S. Hwy. 24 and State Hwy. 9. Although limited development has recently occurred along the eastern edge of town, the majority of new residential development has occurred in remote parts of this subarea. Residents attending a community workshop expressed their concern regarding additional high density residential development in unincorporated rural areas and overwhelmingly favored targeting future high density residential (1 dwelling unit per 5 acres or less) and commercial development to the existing Rural Center of Hartsel. However, due to the amount of platted, undeveloped lots located in close proximity to Hartsel and the projected buildout densities associated with these lots, Rural Center boundaries may need to expand to encompass the majority of these lots. Such expansion could mean the Rural Center of Hartsel would encompass over 150 square miles. Expanding the Rural Center of Hartsel to such a magnitude would have alarming impacts on all facets of infrastructure, including existing water quality and quantity. Currently, Hartsel residents utilize individual wells and septic systems. Future buildout of existing lots, whose average size is substantially less than three acres, will invariably affect existing wells, and/or reduce water supply or increase the risk of contamination due to septic system failure.



Park County: Hartsel Subarea Diagram

Hartsel will need to draw revised boundaries based on two primary factors. First, some or all of the large number of platted, undeveloped lots must be acknowledged as a viable location for future growth. And second, development should be targeted within the Rural Center in such a way to protect sensitive environmental areas, active agricultural lands, and historic ranches and landmarks (Hartsel Hot Springs), and to facilitate the cost-effective provision of infrastructure and services.

Hartsel Springs Ranch/Badger Basin Proposed Development

Hartsel Springs Ranch is the historic name associated with a 26,000 acre area adjacent and south of the community of Hartsel. As of the writing of this Plan, the ownership interest has obtained approval from the County for two guest ranches that are consistent with the heritage tourism and eco-tourism needs of the area. These guest ranches are intended to retain the ranching character of Park County and add tourism infrastructure in the form of riding stables, equestrian events, and fishing camps. By preserving historic resources and expanding tourism opportunities in the Hartsel subarea, proposals such as this exemplify the economic benefits to be gained by exploring heritage tourism opportunities. Proposals such as the Hartsel Springs Ranch development, which respect and draw on the unique historical, cultural, and natural resources of a community, are showing increasing promise as a productive and sustainable approach to economic and community development.

Implementation Strategies:

1. Establish appropriate Rural Center boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary. (See recommended implementation strategies under Guiding Principle VI.C.1 above).
2. Within the Rural Center boundaries, consider phasing growth in a way that encourages development of land on a sequential basis based on explicit policies or specific quantitative criteria; for example, a criterion could be the availability of public water and sewer. An alternative would be to adopt a more quantitative approach that scored proposed developments based on proximity to infrastructure, adequacy of existing infrastructure or mitigation steps offered by the developer, fiscal impacts, and similar measures.
3. County will take necessary steps to ensure that proposed development at Hartsel Springs Ranch/Badger Basin is consistent with guiding principles and implementation strategies of the Park County Master Plan.

Guiding Principle VII.C.2.

Mitigate potential groundwater impacts from future residential and commercial development.

While Hartsel is not the fastest growing community in Park County, recent planning submittals, including the proposed development of 26,000 acres, to the County Planning Department show that the county needs to have the ability to regulate the very basic components of large scale residential development. This includes regulations that require developments to provide roads that meet county standards, access improvements and traffic control, and utilities and services to serve new and existing residents. If residential subdivisions continue to be approved without providing for all of the basic needs associated with rural residential development, such needs then become the financial burden of the county in later years, as the community is required to install, maintain, and repair

infrastructure systems that are not constructed to industry standards.

A general discussion related to providing adequate public facilities is provided elsewhere in this document and provides an explanation of the basic growth coordination tools to mitigate potential groundwater impacts due to future residential and commercial development.

Implementation Strategies:

1. Encourage and promote the establishment of a special district to provide centralized water and sanitation services within the Hartsel Rural Center.
2. When the groundwater supply analysis recommended in Section V.A.1. above is complete, adopt water quantity protective measures appropriate for this subarea.

Guiding Principle VII.C.3.

Ensure adequate emergency medical services, including county sheriff services, in the Hartsel subarea.

Discussion: Based on population projections through 2020, the existing number of undeveloped lots in the Hartsel subarea, and existing development submittals, the Hartsel subarea will potentially experience a tremendous increase in population. The Park County Sheriff's Department is located in Fairplay. Although a substation for the Park County Sheriff's Department is located in Lake George, this implies a substantial incident response time for existing and future residents of the Hartsel subarea. As development increases in the Hartsel subarea, Park County should investigate the need for permanent law enforcement to be stationed in the Hartsel subarea. Large residential developments that would significantly increase the subareas population should contribute toward the future need for additional law enforcement facilities.

Implementation Strategies:

1. Consider requiring adequate emergency and public safety services/facilities as criteria for new development approval in this subarea. (See Section V.F. above).
2. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment about the development's potential impacts on the provision of emergency and safety services.

D. LAKE GEORGE

Guiding Principle VII.D.1.

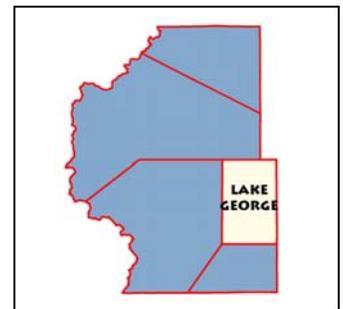
Review Rural Center boundaries and direct future small-lot residential, (i.e., 1 unit per 5 acres or less) and commercial development to areas within the revised Rural Center boundary of Lake George.

Discussion: The existing Lake George Rural Center encompasses commercial development located at the intersection of U.S. Hwy. 24 and Forest Service Road 245 as well as a number of residences surrounding the lake. Until recently, the majority of these homes were second and seasonal homes; many of these homes are now considered permanent residences. Recent development in this area has been limited to large lot subdivisions located south of Eleven Mile Reservoir, scattered residential/agricultural development (1 dwelling unit per 20 acres and greater), and commercial and industrial development along the U.S. Hwy. 24 corridor. In addition, a number of fishing and hunting outfitters have established businesses along Tarryall Road, which provides access to Tarryall Creek, Pike National Forest, and Lost Creek Wilderness. This type of commercial development is appropriate outside a Rural Center. Hunting, fishing and recreational outfitters as well as guest ranches and resorts should be considered an important means of promoting eco- and heritage tourism within the county.

Although residents throughout the county express a desire to see additional commercial development, recent commercial development north and south of the Hwy.24/ FR 245 intersection is starting to adversely affect the character of the community. Revised Rural Center boundaries should accommodate future commercial development, but minimize sprawl along the U.S. Hwy. 24 corridor. The commercial core of Lake George should be encouraged to expand to the east and west of the highway corridor. The county should explore opportunities to provide access from the highway to add depth to the commercial core of Lake George and minimize sprawl along the highway

Implementation Strategies:

1. Establish appropriate Rural Center boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary. (See recommended implementation strategies under Guiding Principle V.C.2. above).
2. Within the Rural Center boundaries, consider phasing growth in a way that encourages development of land on a sequential basis based on explicit policies or specific quantitative criteria; for example, a criterion could be the availability of public water and sewer. An alternative would be to adopt a more quantitative approach that scored proposed developments based on proximity to infrastructure, adequacy of existing infrastructure or mitigation steps offered by the developer, fiscal impacts, and similar measures.



Park County: Lake George Subarea Diagram

Guiding Principle VII.D.2.

Limit additional heavy industrial land uses along U.S. State Highway 24.

Discussion: Proposed improvements to Hwy. 24 will result in easier and faster access from Colorado Springs into the Lake George subarea. While the community includes existing commercial and industrial development, additional heavy industrial development could impact the existing character of the community. At the Lake George community workshop, residents of the Lake George subarea responded to sketches depicting streetscape improvement alternatives with alarm. Formal streetscape improvements such as curb and gutter, sidewalks, and controlled access were not in keeping with the existing character of the community and many residents did not like the “suburban” image and character traditionally associated with such elements. However, residents responded very positively to design standards that would require national franchises and local builders to develop architectural and landscape plans that respond to the existing character of Lake George and Park County. In addition, residents also requested that additional heavy industrial uses be located in areas that are not visible from Hwy. 24, or if such businesses are visible from the highway, that screening and buffering mechanisms be employed to mitigate the negative visual impacts of such businesses.

Implementation Strategies:

1. Revise and/or adopt new zoning, development, and design standards for the Hwy. 24 corridor in this subarea that address, at a minimum, the types of permitted industrial uses, the location of new industrial uses, screening and buffering of such uses from view of Hwy. 24, and increased minimum setbacks for new industrial and commercial uses from the Hwy. 24 right-of-way. Tools that could accomplish this strategy include countywide development and design standards for highway-oriented commercial, or the adoption of a special Lake George Highway 24 overlay zoning district.

Guiding Principle VII.D.3.

Mitigate potential groundwater impacts from future residential and commercial development.

Discussion: Proposed improvements to the U.S. Hwy. 24 corridor have raised concerns regarding future growth and development pressures in the very near future. Existing residential and commercial development are currently serviced by individual wells and individual sewage disposal systems. Future development submittals should include measures that would limit the likelihood of groundwater contamination and depletion. Although current development levels may not yet dictate the need for central water and sewer systems, future development patterns and densities may necessitate such systems to prevent subsequent contamination of groundwater in the Lake George subarea. Utilizing either moderate- or high-growth projections, it is clear that there will be substantial new demands on existing resources and services. The challenge for each Rural Center and the county will be to craft a financing strategy that does not place an undue burden on existing residents, and requires new development to accommodate the needs of additional residents.

Implementation Strategies:

1. Encourage and promote the establishment of a special district to provide centralized water and sanitation services within the Lake George Rural Center.
2. When the groundwater supply analysis recommended in Section V.A. above is complete, adopt protective measures for water resources appropriate for this subarea.

Guiding Principle VII.D.4.

Ensure adequate emergency medical services, including county sheriff services, in the Lake George subarea.

Discussion: The Park County's Sheriff's office currently operates one substation serving the residents of Lake George. However, increases in population may require the need for expanded facilities and additional staff to ensure that response times for residents of the Guffey and Hartsel subareas are adequate. Dedications for law enforcement should be implemented to ensure that new development pays its fair share of costs associated with increasing needs for additional law enforcement in the Hartsel, Lake George, and Guffey subareas.

Implementation Strategies:

1. Consider requiring adequate emergency and public safety services/facilities as criteria for new development approval in this subarea. (See Section V.F. above).
2. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment about the development's potential impacts on the provision of emergency and safety services.

E. GUFFEY

Building Codes

Recently, a number of residents in the Guffey subarea have proposed to eliminate obligatory county building codes from within the 244-square mile boundary of the Southern Park County Fire Protection District. Based on sentiment expressed by residents regarding Park County's existing building code and inspection process, Guffey residents are exploring proposals that would provide a variety of options to future home builders and home buyers. Residents of Guffey are proposing that state-mandated permits be required for state-approved electrical, plumbing, septic and wells. In addition, the recent discussion of building codes in the Guffey subarea has prompted residents of the Lake George and Hartsel communities to explore the potential of eliminating obligatory county building codes. Removal of regulatory control in one subarea may create equal protection issues for the county.

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Guiding Principle VII.E.1.

Review the existing boundaries of the Guffey Zone District and revise as necessary to include the intersection of Hwy. 9 and County Rd. 109. Direct future small-lot residential, (i.e., 1 unit per 5 acres or less) and commercial development to the area within the revised boundary of the Guffey District Zone.

Discussion: The existing Guffey Zone District encompasses the plat of Freshwater and contains retail businesses and restaurants in addition to permanent and seasonal residents. A number of residential subdivisions are located just outside the existing district boundary. However, residents believe that the existing district boundary should be expanded to include the intersection of State Hwy. 9 and County Road 109 to accommodate potential development opportunities in that area. In addition, Guffey residents criticized the county's ongoing subdivision approval process, and expressed a strong desire to maintain the existing Agricultural (A) zoning of 1 dwelling unit per 160 acres to encourage the preservation of existing ranches and undeveloped lands. Residents favored targeting smaller lot development in and contiguous to the existing Guffey Zone District, and allowing large lot development (1DU/35AC) in more rural and remote areas of the Guffey subarea.

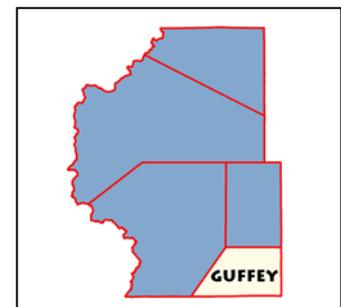
Implementation Strategies:

1. Establish appropriate Guffey Zone District boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary. (See recommended implementation strategies under Guiding Principle V.C.1. above).

Guiding Principle VII.E.2.

Mitigate potential groundwater impacts from future residential and commercial development.

Discussion: The Guffey Zone District lies within the Arkansas River drainage, and accordingly, surface water supplies are limited. Individual wells and individual sewage disposal systems service the Guffey Zone District. Similar to the Lake George subarea, under either moderate- or high



Park County: Guffey Subarea Diagram

growth rates, there will be substantial new demands placed on existing community facilities and services. Guffey residents believe that if water and sewer districts are developed and water and sewer services are easily accessible, development within the district boundaries would increase drastically and impact the existing character of the community. However, information should be available to county officials regarding the feasibility and costs associated with the development of such districts. While information concerning existing well production and susceptibility is limited, county officials should ensure that future development in the Guffey subarea should not cause deterioration to existing water quality and quantities available to existing residents.

Implementation Strategies:

1. Working closely with county residents in the Guffey Zone District, explore the advantages and disadvantages of establishing a special district to provide centralized water and sanitation services within the Guffey Zone District. Ensure that the creation of any such special district reflects the planning goals and objectives expressed by county residents for the Guffey Zone District.
2. When the groundwater supply analysis recommended in Section V.A. above is complete, adopt protective measures for water resources appropriate for this subarea.

Guiding Principle VII.E.3.

Ensure adequate emergency medical services, including county sheriff services, in the Guffey subarea.

Discussion: The Park County Sheriff Department's Lake George Substation is located approximately 30 miles from Guffey, with an estimated response time of 30-45 minutes depending on weather and road conditions. Additional development within the Guffey subarea will undoubtedly impact existing law enforcement capabilities by increasing the number of incidents that require a response by the Sheriff's Department. Future residents of the Guffey subarea should be aware of the existing service capacities of all Park County services and understand the implications of residing in a rural and remote community. However, similar to the Hartsel Rural Center, new developments in the Guffey subarea should be required to designate land for law enforcement facilities.

Implementation Strategies:

1. Consider requiring adequate emergency and public safety services/facilities as criteria for new development approval in this subarea. (See Section V.F. above).
2. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment about the development's potential impacts on the provision of emergency and safety services.

VIII. IMPLEMENTATION PRIORITIZATION MATRICES

COUNTYWIDE IMPLEMENTATION ACTIONS		
Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years		
GUIDING PRINCIPLES	GROWTH MANAGEMENT STRATEGIES	PRIORITY
VI.A.1/2	1. Expand the current scope of the USGS water resource assessments to create a comprehensive database for the county.	1
VI.A.1/2	2. Assure that land use decisions do not create additional, new residential lots, consider limiting the rezoning of agricultural lands or mining claims to allow new residential uses, and limit all requests for lot splits and exemptions for residential subdivisions.	1
VI.A.1/2	3. Rezone targeted lands within the county to reduce the potential population at buildout to a level that is sustainable given the carrying capacity of the county's natural and fiscal resources.	3
VI.A.1/2	4. Monitor the rate of growth over the next three years, and consider the potential for applying a growth cap if the rate of growth meets or exceeds 10% per year. Should this growth rate outpace the ability of the county to provide adequate infrastructure and services (including schools), the county should consider taking steps to manage the annual rate of additional development	4
VI.A.1/2	5. Establish a voluntary funding option for developers seeking to offset anticipated adverse impacts on school capacity.	3
VI.A.1/2	6. Refer all preliminary subdivision and planned unit development applications to the appropriate school district.	1
GUIDING PRINCIPLES	NATURAL / CULTURAL RESOURCES & ENVIRONMENTAL HAZARDS STRATEGIES	PRIORITY
VI.B.1	1. Complete water resources assessment.	1
VI.B.1	2. Review and revise the current standards and regulations regarding (1) minimum lot area required for individual septic systems, (2) spacing between individual septic systems, and (3) re-certification of individual well and septic systems.	1
VI.B.1.	3. Work with the appropriate special districts in the county and downstream water suppliers to assure adequate stream flows.	4
VI.B.1.	4. Implement strategies (Sections VI.C and VI.F) to ensure that future development occurs only when adequate water services/infrastructure are available.	1
VI.B.1	5. Work cooperatively with the Towns of Alma and Fairplay to ensure that future development on watershed lands respects the towns' interests in protecting their water supplies, while also acknowledging the private property interests of county landowners.	2
VI.B.1	6. Regulate effluent from Confined Animal Feeding Operations.	1

COUNTYWIDE IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

VI.B.2	1. Create, maintain, and update countywide digital maps of critical natural resources and areas.	1
VI.B.2	2. Rezone unincorporated rural areas outside of Rural Centers to prevent scattered, small-lot developments.	1
VI.B.2	3. Require that sensitive wildlife habitats be identified and protected by setting aside such areas to satisfy open space dedication and preservation requirements.	2
VI.B.2	4. Revise existing regulations to require development to set back from wetlands, rivers, streams, and other aquatic resources a minimum distance of 200 feet to preserve vegetative habitat and protect water quality by reducing sedimentation from runoff.	1
VI.B.2	5. Develop vegetation and tree protection standards.	2
VI.B.2	6. Explore and implement development incentives such as revised clustering provisions, a transferable development rights program, and development rights acquisition.	4
VI.B.2	7. Draft and adopt ridgeline development standards.	2
VI.B.2	8. Adopt exterior night lighting standards.	2
VI.B.3	1. Augment existing county standards for development on steep slopes and other potential hazard areas, including limits of disturbance, revegetation, and limits on the height and length of engineered retaining walls.	2
VI.B.3	2. Ensure that existing county standards for development on steep slopes, mitigation of geological hazards, and in areas of high wildfire potential and other potential hazard areas are consistently applied and enforced.	1
VI.B.3	3. Ensure that county regulations requiring mitigation of geological hazards on site, including the preparation of geotechnical reports and Colorado Geological Survey review at the applicant's expense, are consistently applied and enforced.	1
VI.B.3	4. Require subdivisions of 5 or more parcels to provide water storage for fire protection.	1
VI.B.3	5. Prohibit or limit residential development on or adjacent to lands identified as having proven commercially recoverable deposits for future mineral extraction.	2
VI.B.4	1. Adopt the objectives presented in the <i>Park County Historic Preservation Plan</i> .	1
VI.B.4	2. Continue survey and designation of historic properties.	3
VI.B.4	3. Educate and inform Park County residents and tradesmen about historic preservation and the importance of site stewardship. Provide technical assistance and incentives for preservation and rehabilitation. Consider creating a low-interest revolving loan fund for preservation and rehabilitation of historic properties in the county.	3
VI.B.4	4. Encourage compatible design of new development through guidelines and code assistance for reuse of historic buildings.	3
VI.B.4	5. Adopt design standards and submittal procedures to encourage the preservation of cultural resources.	2
VI.B.4	6. Maintain and update the historic registry database.	4

COUNTYWIDE IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

VI.B.4	7. Share federal information about the location of sensitive prehistoric, archeological sites with landowners seeking to develop such sites. Limit or condition development on such sites to protect these invaluable cultural resources.	3
GUIDING PRINCIPLES	RESIDENTIAL LAND USE AND DEVELOPMENT STRATEGIES	PRIORITY
VI.C.1	1. For each Rural Center and the Guffey Zone District, undertake an analysis of past and projected population growth to establish appropriate boundaries that can accommodate 20 years of projected population growth, at desired and planned densities, in terms of available land area.	1
VI.C.1	2. Within these boundaries, phase growth to encourage development of land on a sequential basis based on explicit policies or specific quantitative criteria.	2
VI.C.1	3. Revise county zoning designations and regulations to direct and concentrate higher density residential subdivisions or developments, including subdivision exemptions, at densities equal to or greater than 1 dwelling unit per 5 acres, to areas within the Rural Center and Guffey Zone District boundaries, or within the boundaries of, or contiguous to, the existing Towns of Fairplay and Alma.	2
VI.C.1	4. Inside the revised Rural Center and Guffey Zone District boundaries, a potential range of development densities should be tailored to each growth area to ensure that increased densities are compatible with existing residential areas.	2
VI.C.1.	5. Explore the feasibility of a transfer of development rights program with the Towns of Alma and Fairplay that would encourage or require the transfer of development densities from properties located in the county and outside the towns, Rural Centers, and Guffey Zone District, to developable properties located within the towns, Rural Centers, and Guffey Zone District. Limit the transfer of development rights between subareas.	4
VI.C.1.	6. Compile databases for each of the 5 subareas contained in this master plan.	3
VI.C.2	1. Encourage the consolidation of substandard, contiguous residential lots under common ownership. Explore incentives for lot consolidation.	1
VI.C.2	2. Amend the county's zone districts to limit small-lot developments outside designated growth areas, unless clustering is used.	2

COUNTYWIDE IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

VI.C.2	<p>3. Limit the county subdivision exemption process to preclude splitting off one additional lot, particularly in unincorporated rural areas zoned for agricultural, recreation, or low-density residential uses. Narrow the availability of the exemption process further by considering the following limits:</p> <ul style="list-style-type: none"> • Restrict to landowners who are subdividing for sale to a family member; or • Allow the process to be utilized only once so that it is not used as a device to create subdivisions without adequate review, and • Require that the resulting lots conform to the minimum lot area required in the rural zones (e.g., 160 acres in the A Zone District). • Adopt additional review criteria that would ensure that development of such split lots would be compatible with the surrounding area and other sound planning practices. 	1
VI.C.2	4. Explore and adopt non-regulatory land development management tools to preserve undeveloped lands and agricultural lands in large-lot rural subdivisions.	4
VI.C.2	5. Permit and encourage home-based occupation..	1
GUIDING PRINCIPLES	COMMERCIAL AND INDUSTRIAL LAND USE AND DEVELOPMENT STRATEGIES	PRIORITY
VI.D.1	1. Amend the county's zoning regulations to limit the types of commercial uses, and their location, outside the boundaries of the towns, Rural Centers, and the Guffey Zoning District. Allow only those commercial uses that will not negatively impact the rural character of the county and that have an obvious need to locate in more rural areas for market or service reasons, such as resorts/guest ranches and fishing/hunting outfitters.	2
VI.D.1	2. Amend the county's zoning regulations to remove industrial uses, such as light manufacturing and heavy construction equipment storage, from the commercial zone district (C). Create separate zone districts for light and heavy industrial uses.	2
VI.D.1	3. Work with the towns and Rural Centers to ensure an adequate supply of land in a wide range of sizes that is zoned and available for future commercial development.	3
VI.D.1	4. Require adequate infrastructure improvements including paved access, utilities, and controlled access from major collectors and arterials.	1
VI.D.1	5. Permit home based occupations.	1
VI.D.2	1. Amend the county's zoning regulations to limit the types of industrial uses, and their location, outside the boundaries of the towns, Rural Centers, and the Guffey Zoning District. Allow only those commercial uses that will not negatively impact the rural character of the county and that have an obvious need to locate in more rural areas for market or service reasons, such as mining and timber-related industries.	2

COUNTYWIDE IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

VI.D.2	2. Amend the county's zoning regulations to remove industrial uses, such as light manufacturing and heavy construction equipment storage, from the commercial zone district (C). Create separate zone districts for light and heavy industrial uses.	2
VI.D.2	3. Work with the towns and Rural Centers to ensure an adequate supply of land in a wide range of sizes that is zoned and available for future industrial development.	3
VI.D.2	4. Require adequate infrastructure improvements including paved access, utilities, and controlled access from major collectors and arterials.	1
VI.D.3	1. Adopt design standards and guidelines to address site planning principles that are sensitive to on-site natural and historic features, building orientation to major highways and landscaping.	2
VI.D.3	2. Revise the county's sign regulations to ban all corporate off-premises signs and limit the maximum size and design of on-premise business and non-residential signs allowed with a sign permit.	2
VI.D.3	3. Ensure site lighting, fencing, and additional amenities reflect the agrarian and rural character of the county and include as part of any PUD process.	1
VI.D.3	4. Extend existing town/rural center street grid systems, unless constrained by natural features or topography that should not be disturbed.	2
VI.D.4	1. Protect and preserve the cultural, historic, and natural resources to promote heritage tourism strategy for Park County.	2
VI.D.4	2. Preserve historic ranches, working closely with ranch owners, third-party land trusts, and other organizations supportive of ranch preservation.	4
VI.D.4	3. Encourage alternative income-producing activities such as part-time recreational use of ranches for tourism, or limited pay-for public access for fishing and hunting.	4
VI.D.4	4. In conjunction with the implementation strategies set forth in the Strategic Master Plan, implement the strategies recommended in the 1996 <i>South Park Heritage Resource Area Study</i> , 1998 <i>Park County Tourism Marketing Plan</i> , and the 1999 <i>Park County Historic Preservation Plan</i> .	4
VI.D.4	5. Explore additional county sales tax revenue options that could fund heritage tourism promotion and encourage related small businesses. At the very least, continue to explore and pursue a dedicated open space tax or a lodging tax.	4
VI.D.5	1. Remove regulatory barriers to small business formation and use incentives to encourage small businesses and entrepreneurial ventures.	4
VI.D.5	2. Revise the county zoning regulations to limit permitted heavy industry uses in the county, including the potential for heavy industry uses within PUD zone districts.	2

COUNTYWIDE IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

VI.D.5	3. Identify and map mining claims and other areas in Park County that hold potential for future discovery and development of commercial mineral deposits. Use land use and zoning tools to preserve the future extraction potential of these areas.	3
VI.D.5	4. Develop a map/overlay depicting location of radioactive minerals.	1
VI.D.5	5. Require geotechnical reports for all properties located within a 3-mile radius of past or present mining areas.	1
GUIDING PRINCIPLES	OPEN LANDS AND AGRICULTURAL LANDS STRATEGIES	PRIORITY
VI.E.1	1. Ensure that rural and agricultural areas outside the designated town and Rural Center growth areas are appropriately zoned for agricultural, resource conservation, mineral extraction, or recreation uses, with very low density single-family residential use.	3
VI.E.1	2. Reexamine areas currently zoned for mining (the M zone district) to determine any reduced mining potential and rezone such lands accordingly. In the M (Mining) zone district, discourage residential development and allow only large lot development in those areas where mineral extraction potential is found to be minimal.	3
VI.E.1	3. Explore and assist in the creation of a private land conservation organization that can utilize public/private conservation measures such as donation of conservation easements or purchase of development rights.	4
VI.E.1	4. Explore the feasibility of a transferable development rights program to “compensate” landowners in the more rural parts of the county for more limited or less dense development opportunities. (See recommended implementation strategies under Guiding Principle V.C.1. above).	4
VI.E.1	5. See Section V.B., “Natural/Cultural Resources and Environmental Hazards,” for additional implementation strategies to preserve and protect the county’s natural and undeveloped areas.	-
VI.E.1	6. Continue the 1% sales tax dedicated to “preserve, protect, improve and maintain Park County’s remaining water resources and lands in Park County containing associated water rights and resources.”	4
VI.E.1	7. Explore a dedicated sales or property tax increment to fund more general publicly accessible open land and natural areas preservation purposes, including land and development rights acquisition.	4
VI.E.1	8. Explore a program designed to acquire federal lands when they become available on the open market.	4
V.E.2	1. Create incentives, e.g., density bonuses, for rural cluster subdivisions in the county’s land development regulations.	4
V.E.2	2. See Section V.B., “Natural/Cultural Resources and Environmental Hazards,” for additional implementation strategies to preserve and protect the county’s natural and undeveloped areas, including strategies for more specific regulations controlling development on ridgelines and in mapped view corridors.	-
VI.E.2	3. Consider regulations that require new development to limit land disturbance of natural and hazard areas, including wildlife habitat, migration corridors, stream/river corridors, and wetlands.	2

COUNTYWIDE IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

VI.E.2	4. Explore opportunities to establish conservation easements for undeveloped, open lands that can be either purchased or acquired by donation.	1
VI.E.3	1. Identify all key access points to public lands and prioritize those to be acquired, maintained or improved. Use a variety of techniques such as development incentives, acquisition of development rights, and donation of access easements to preserve and enhance such access.	4
VI.E.3	2. Require that all development applications or annexation proposals for property adjacent to public lands take special steps to ensure appropriate public access is maintained, improved, or limited as appropriate.	2
VI.E.3	3. Work with the Bureau of Land Management, State Land Board, and the United States Forest Service to amend applicable resource management and forest plans.	4
VI.E.3	4. Identify and secure a stable funding source to provide money for acquisition and mitigation of damage by visitors to publicly accessible river/stream corridors and other public lands.	4
VI.E.4	1. Implement the strategies recommended in Section V.C. to reduce future densities of residential development located outside the towns, Rural Centers, and the Guffey Zoning District.	-
VI.E.4	2. Revise the “Code of Park County” specifically for Park County and revamp it into a more factual document about the benefits and pitfalls of living in a rural county, in close vicinity to agricultural operations. Adopt the revised Code of Park County as official county policy.	3
VI.E.5	1. Prepare a countywide Open Lands, Parks, and Trails Master Plan, including specific recommendations for the different subareas of the county.	1
VI.E.5	2. Based on the completed Open Lands, Parks, and Trails Master Plan, re-establish guidelines or standards for dedication of land for public parks and open space, or payment of fees in lieu thereof to be utilized in development reviews.	4
VI.E.5	3. Require new development (particularly larger subdivisions in the designated higher density growth areas) to provide private open space and recreational facilities.	2
VI.E.5	4. Work with the various water districts, boards, and the Department of Wildlife to develop water-based recreation facilities that provide access opportunities for children, seniors, and persons with disabilities.	4
VI.E.5	5. Ensure future recreation opportunities and facilities for the county’s aging population, as well as its youths.	4
VI.E.5	6. Update land use regulations to permit educational, recreational, and cultural facilities within and/or near the residential communities they serve.	2

GUIDING PRINCIPLES	INFRASTRUCTURE/PUBLIC SERVICES STRATEGIES	PRIORITY
VI.F.1/2	1. Undertake a cost of development analysis that would provide detailed information about current sources of funding for and the true cost of providing roads, water/sewer, fire and other public health/safety protection, public parks, and other similar facilities/services. At the same time, establish tailored levels of service for public infrastructure and services to serve as benchmarks for new development.	1
VI.F.1/2	2. Consider adopting impact fees where new development will necessitate new improvements that need funding. Consider an adequate public facilities ordinance (“APFO”) where there are deficiencies in existing services.	1
VI.F.1/2	3. If the county levies impact fees for facilities such as parks, share revenues with the towns to provide open space and recreational facilities that will serve larger population concentrations.	2
VI.F.1/2	4. Adopt, through an intergovernmental agreement with the towns, an annexation policy requiring the evaluation of the fiscal impact of new development (e.g., projected property/sales tax revenues, demand for community services/facilities and the cost thereof, etc.).	1
VI.F.1/2	5. Amend the county’s subdivision regulations to ensure the county receives fiscal sureties and guarantees from developers for public improvements.	2
VI.F.3	1. Work together with the towns to ensure they have adequate capacity to serve developments within the town growth areas. Enter into intergovernmental agreements with the towns to limit the extension of water, sewer, and other municipal services to areas designated for growth under this plan, or to prior existing lots in unincorporated rural areas. Also allow joint review and approval of development proposals outside current municipal boundaries but within designated growth areas.	2
VI.F.3	2. Adopt guidelines for reviewing and approving new, developer-proposed special districts.	3
VI.F.3	3. Ensure that for residential development of densities greater than 1 dwelling unit per 5 acres, sewer districts include advanced treatment capabilities, perpetual operations, and maintenance service agreements written into the PUD with Deed Attachments.	1
VI.F.4	1. Invest in new systems and facilities that will rectify shortfalls in current emergency service provider communications countywide.	2
VI.F.4	2. Plan for and adopt new regulations that address location and design of telecommunication facilities.	3
V.F.4	3. Work with the Towns of Alma and Fairplay to prepare a comprehensive map detailing where and how telecommunication facilities should be sited.	3
V.F.4	4. Inventory existing structures that could serve as antenna support towers, including existing buildings over 65 feet tall, existing tall facilities (e.g., water tanks), and any other tall structures.	3
V.F.4	5. Identify broad geographic areas that are and are not suited for telecommunication facilities, and, if possible, identify the specific attributes of desirable sites within such broader areas.	3

V.F.4	6. Adopt regulations that restrict telecommunications facilities within specific, sensitive zone districts, require co-location of multiple facilities, a continuous use requirement, and standards.	1
V.F.4	7. Explore potential federal and state funding and grants to invest in telecommunication infrastructure (e.g., fiber optic and T1 lines).	3
GUIDING PRINCIPLES	TRANSPORTATION STRATEGIES	PRIORITY
VI.G.1	1. Implement the actions and strategies for new arterial and collector roads, and for new road alignments recommended in the <i>2000 Park County Five-Year Road/Bridge Plan</i> .	2
VI.G.1	2. Prepare a long-term master transportation plan for the county.	3
VI.G.1	3. Require transportation impact analyses and mitigation measures for all subdivisions greater than 10 lots and larger commercial developments.	2
VI.G.1	4. Improve county subdivision road standards.	2
VI.G.1	5. Ensure that the county Road and Bridge Department is fully involved in the review of preliminary subdivision plats and other preliminary plans for development.	1
VI.G.1	6. Coordinate with the Colorado Department of Transportation to be involved in the review and analysis of all future highway expansion projects that affect Park County (e.g., the proposed expansions of Highways 285 and 24) and access code/permits.	1
VI.G.1	7. Ensure that existing and new transportation-related regulations and policies are consistently applied and enforced.	1
VI.G.2	1. Undertake necessary cost of development analysis for transportation infrastructure.	1
GUIDING PRINCIPLES	SOLID WASTE MANAGEMENT AND RECYCLING STRATEGIES	PRIORITY
VI.H.1/2	1. Explore the feasibility of constructing a landfill within the county.	4
VI.H.1/2	2. Update Park County's existing Solid Waste Management Plan and include both policies and long-range implementation programs for recovery/recycling resources.	4
VI.H.1/2	3. Explore possible federal and state grants and funding sources to aid in, and supplement, volunteer recycling efforts. In addition, work with Recycle the Park to identify resources within each subarea to fund the costs of locating, transporting, and storing recycling trailers.	4
VI.H.1/2	4. Coordinate with adjacent counties to strategize cost-effective solid waste collection and transport mechanisms and cooperative recycling ventures for rural residents.	4
VI.H.1/2	5. Seek funding for solid and hazardous waste sites.	4

GUIDING PRINCIPLES	HOUSING STRATEGIES	PRIORITY
VI.I.1	1. Undertake in cooperation with the two municipalities a countywide assessment of housing needs to identify gaps in housing supply and demand, as well as any regulatory impediments to attainable housing.	2
VI.I.1	2. Explore the potential to reduce housing costs through the use of alternative building materials to develop more energy efficient housing, and assess any regulatory impediments (such as unnecessary building code requirements).	3
VI.I.1	3. Implement the preferred development scenario that targets higher density residential development, including new multifamily development, to the towns' growth areas, and the Rural Centers. Consider amendments to the county zoning code to allow accessory housing units in most residential zones.	2
VI.I.1	4. Consider amendments to the county zoning code to allow accessory housing units in most residential zones, e.g., in basements and above garages, or in accessory structures, and in some non-residential districts as caretaker/employee units. These units would be limited in square footage (e.g., 1,000 square feet) and could not be used for tourist/visitor accommodation.	2
VI.I.1	5. Consider amendments to the county zoning code to create incentives for the provision of attainable housing in the Rural Centers, such as density bonuses and reduction in minimum lot area.	2
V.I.1	6. Identify and address any regulatory barriers to the provision of senior housing in appropriate locations in Park County.	2
V.I.1	7. Explore federal and state subsidies for low income or affordable housing programs.	4
GUIDING PRINCIPLES	INTERGOVERNMENTAL COOPERATION STRATEGIES	PRIORITY
VI.J.1	1. Work with the Towns of Alma and Fairplay on cooperative planning efforts, including: <ul style="list-style-type: none"> • Preparation of joint growth plans to govern annexations within the town's targeted growth areas and beyond; • Negotiation of joint planning agreements to govern review and action on development applications within the towns' targeted growth areas. 	2
VI.J.1	2. Draft agreements with all county service providers, including all existing special districts, that future service extensions and improvements will be consistent with the guiding principles and strategies stated in this Master Plan.	2
VI.J.1	3. Ensure that the provision of services by any special district created after the adoption of this Master Plan will be consistent with this Master Plan.	2
VI.J.1	4. Include relevant state and federal agencies, including but not limited to the Colorado Division of Wildlife, State Land Board, U.S. Forest Service, and the federal Bureau of Land Management, in all future deliberations and refinement of county land use policies.	4

VI.J.1	5. To the extent allowed by law, including the powers conveyed by HB 1041, take advantage of the expertise of state and federal agencies in the regulation and review of development applications that affect areas of state and federal interest.	2
VI.J.1	6. Support the cooperative, intergovernmental process governing future public lands reconfiguration, as memorialized in the Memorandum of Understanding executed by Park County in January 2000 and as described and summarized in the final report of the <i>Park County Public Lands Planning Process</i> .	1
GUIDING PRINCIPLES	ADMINISTRATION / ENFORCEMENT STRATEGIES	PRIORITY
V.K.1/2	1. Invest in mapping land use information for the county.	1
V.K.1/2	2. Implement a GIS data system.	1
V.K.1/2	3. Create a "development review committee," comprised of agency/department heads or their delegates, to review and discuss new development applications.	2
V.K.1/2	4. Update land development regulations to require code compliance prior to County approval of land use applications.	1
V.K.1/2	5. Fund two additional full-time employees, within the Planning Department, devoted to current planning and zoning amendments.	1
V.K.1/2	6. Utilize the official Park County website.	1
V.K.1/2	7. Conducting public meetings in each subarea on a regular basis. Appoint a volunteer community liason from each subarea.	1
V.K.1/2	8. Establish a speaker's bureau of volunteer professionals.	4
V.K.1/2	9. Explore the feasibility of creating a general county office in the Lake George/Hartsel/Guffey subareas.	1
V.K.1/2	10. Work with community representatives throughout the county to improve public outreach by County Commissioners and Planning Commissioners within each subarea. Explore the feasibility of conducting public meetings in each subarea on a regular basis.	1
GUIDING PRINCIPLES	PRIVATE PROPERTY RIGHTS PROTECTION STRATEGIES	PRIORITY
VI.L.1	1. Utilize incentives and non-regulatory tools such as density bonuses, cluster subdivision options, and transfer or purchase of development rights discussed above to accomplish plan objectives where such alternative approaches have been shown to be as effective as regulatory tools such as zoning and land use controls.	2
VI.L.1	2. Create a private land trust for Park County and the formation of a privately directed purchase of development rights program to preserve open space and ranch land.	4
VI.L.1	3. Encourage alternative uses of ranches for limited tourism and other recreation activities and limited public access (for a fee) for hunting and fishing.	4

PINE JUNCTION/BAILEY/CROW HILL/SHAWNEE/GRANT SUBAREA IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

GUIDING PRINCIPLES		PRIORITY
VII.A.1/2	1. For each Rural Center, establish boundaries sufficient to accommodate 20 years of projected population growth, at planned densities, in terms of available land area.	2
VII.A.1/2	2. Work with the U.S. Forest Service, the Bureau of Land Management, and federal and state agencies such as the Division of Wildlife to avoid locating development that adversely affects sensitive resources on adjacent public lands. Identify federal and state lands located within the existing and revised Rural Center boundaries and suitable for development that may be available to exchange for other high priority sensitive lands in or near the Rural Centers.	3
VII.A.1/2	3. Revise county zoning designations and regulations to direct and concentrate new commercial and light industrial development to areas within the Rural Center boundaries.	2
VII.A.1/2	4. Adopt new zoning and land use regulations specific to the Hwy. 285 corridor within this subarea that target new commercial and light industrial development to the top of Crow Hill.	2
VII.A.1/2	5. Adopt design and development standards that ensure the quality of commercial and retail uses in Bailey.	2
VII.A.1/2	6. Provide input to CDOT regarding business and community access to Hwy. 285, including recommendations regarding (1) future access points from the Hwy. to the various commercial developments in this subarea, and (2) mitigation of impacts from planned highway construction and expansion projects.	1
VII.A.3	1. Continue county community development efforts to encourage the proliferation of small businesses that serve the community's needs, as well as the needs of tourists and pass-through traffic.	4
VII.A.3	2. Develop regulatory incentives to encourage redevelopment of existing platted parcels in original Bailey.	2
VII.A.3	3. Invest in street and sidewalk improvements in the existing rural center of Bailey (at the bottom of Crow Hill). When appropriate and where a rational (legal) nexus can be shown, make such streetscape and public right-of-way improvements a condition of new development approval in the Bailey rural center.	4
VII.A.3	4. Adopt zoning regulations that control changes in use from one use major use classification (e.g., retail) to a different classification (e.g., residential).	1
VII.A.3	5. Adopt maximum square footage cap on new commercial uses for the original plat of Bailey.	2
VII.A.3	6. To maintain the character of the original plat of Bailey, which directly contributes to its "village" scale, consider the following types of controls: <ul style="list-style-type: none"> • Limit the aggregation of contiguous lots within the original plat of Bailey for the purpose of erecting a single structure or building. • Adopt contextual design standards for Bailey, including contextual height and setback standards. 	2

**PINE JUNCTION/BAILEY/CROW HILL/SHAWNEE/GRANT SUBAREA
IMPLEMENTATION ACTIONS**

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

VI.A.3.	6. Consider adopting a maximum square footage cap on new commercial uses.	2
VI.A.4.	1. Ensure new residential development pays a fair share of the costs of establishing an adequate level of emergency services and access to the County Sheriff in this subarea. Require adequate emergency services/facilities as criteria for new development approval in this subarea.	3

FAIRPLAY / ALMA / JEFFERSON / COMO SUBAREA IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

GUIDING PRINCIPLES		PRIORITY
VII.B.1.	1. Cooperate with the Towns of Fairplay and Alma to designate town growth areas where small-lot, attainable residential development will be appropriate.	2
VII.B.1.	2. For the Rural Centers of Como and Jefferson, establish boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary.	2
VII.B.2.	1. Execute intergovernmental agreements (IGA) between the county and towns that recognize the towns' growth areas and adopt a policy of requiring annexation of land to the town for projects of higher density.	2
VII.B.2.	2. Within the town growth boundaries, phase growth to encourage development of land on a sequential basis based on explicit policies or specific quantitative criteria.	2
VII.B.2.	3. Ensure the IGA addresses the issue of commercial/industrial development around the towns. Make adequate provision to accommodate some additional highway oriented development near the towns, but take steps to ensure that development does not sprawl along the gateways to Fairplay, Alma, and Jefferson.	2
VII.B.3.	1. In cooperation with the two towns, identify and map wellhead protection areas for the towns' water supplies and limit development within such areas that could adversely affect water quality.	1
VII.B.3	2. Refer all proposals for development contiguous to town boundaries to the towns' water providers for review and comment regarding the future availability of water supplies to service the proposed development.	1
VII.B.4	3. Refer all development proposals in this subarea to the County Sheriff's Department, and other public safety agencies, for review and comment.	1
VII.B.4	4. Continue to develop and adopt mutual-aid agreements with the Fairplay and Alma police departments.	2
VII.B.4	5. Require adequate emergency and public safety services/facilities as criteria for new development approval in this subarea.	1
VII.B.5	1. Require adequate emergency and public safety services/facilities as criteria for new development approval in this subarea.	1
VI.B.5.	2. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment.	1
VI.B.5.	3. As with other facilities, the county should plan for and adopt new regulations that address, among other things, location and design of emergency facilities. New land use regulations must be consistent with the retention of the rural character of Park County and require protection of priority viewsheds identified on the Visual Priority Map.	2

HARTSEL SUBAREA IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

GUIDING PRINCIPLES		PRIORITY
VII.C.1	1. Establish Rural Center boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary.	2
VII.C.1	2. Within the Rural Center boundaries, phase growth in a way that encourages development of land on a sequential basis based on explicit policies or specific quantitative criteria.	2
VII.C.1	3. Ensure that proposed development at Hartsel Springs Ranch/Badger Basin is consistent with guiding principles and implementation strategies of the Park County Master Plan.	1
VII.C.2	1. Encourage and promote the establishment of a special district to provide centralized water and sanitation services within the Hartsel Rural Center.	4
VII.C.2	2. When the groundwater supply analysis is complete, adopt water quantity protective measures appropriate for this subarea.	4
VII.C.3	1. Require adequate emergency and public safety services/facilities as criteria for new development approval in this subarea.	1
VII.C.3	2. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment.	1

LAKE GEORGE SUBAREA IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

GUIDING PRINCIPLES		PRIORITY
VII.D.1	1. Establish Rural Center boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary.	2
VII.D.1	2. Within the Rural Center boundaries, phase growth in a way that encourages development of land on a sequential basis based on explicit policies or specific quantitative criteria.	2
VII.D.2	3. Revise and/or adopt new zoning, development, and design standards for the Hwy. 24 corridor in this subarea that address permitted industrial uses, the location of new industrial uses, screening and buffering of such uses from view of Hwy. 24, and increased minimum setbacks for new industrial and commercial uses from the Hwy. 24 right-of-way.	1
VII.D.3	4. Encourage and promote the establishment of a special district to provide centralized water and sanitation services within the Lake George Rural Center.	4
VII.D.3	5. When the groundwater supply analysis is complete, adopt protective measures for water resources appropriate for this subarea.	4
VII.D.4	6. Require adequate emergency and public safety services/facilities as criteria for new development approval in this subarea.	1
VII.D.4	7. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment.	1

GUFFEY SUBAREA IMPLEMENTATION ACTIONS

Priority Timeframes: 1 = within 6 mos., 2 = within 1 year, 3 = within 2 years, 4 = within 5 years

GUIDING PRINCIPLES		PRIORITY
VII.E.1	1. Establish Guffey Zone District boundaries to accommodate 20 years future growth and reconcile county zoning regulations as necessary.	2
VII.E.2	1. Working with county residents in the Guffey Zone District, explore the advantages and disadvantages of establishing a special district to provide centralized water and sanitation services within the Guffey Zone District.	4
VII.E.2	2. When the groundwater supply analysis recommended is complete, adopt protective measures for water resources appropriate for this subarea.	4
VII.E.3	1. Require adequate emergency and public safety services/facilities as criteria for new development approval in this subarea.	1
VII.E.3	2. Refer all development proposals in this subarea to the County Sheriff's Department, and any other affected public safety agencies, for review and comment.	1

IX. APPENDICES

APPENDIX A. PREVIOUS AND CONCURRENT PLANNING STUDIES

APPENDIX B. SURVEY RESULTS OVERVIEW

APPENDIX C. DEMOGRAPHIC ECONOMIC REPORT

APPENDIX D. INFRASTRUCTURE ASSESSMENT

APPENDIX E. ALTERNATIVE DEVELOPMENT SCENARIOS 1-4

APPENDIX F. GROWTH MANAGEMENT TOOLS WORKBOOK

APPENDIX G: LAND USE REGULATORY DIAGNOSIS

APPENDIX H. COMMUNITY WORKSHOP SUMMARIES

APPENDIX I. IMPLEMENTATION WORKSHOP SUMMARY

APPENDIX J. COLORADO HERITAGE BIODIVERSITY STUDY

X. GLOSSARY OF TERMS

The APA Glossary of Zoning, Development and Planning Terms (1999) is included as a component of the Strategic Master Plan and is available under separate cover at the Park County Planning Office.

1. **Accessory dwelling unit:** A second dwelling unit either in or added to an existing single-family detached dwelling or business, or in a separate accessory structure on the same lot as the main building. Accessory dwelling units are commonly known as “granny flats” and “mother-in-law apartments.”
2. **Adequate public facilities ordinance:** An ordinance intended to ensure that public facilities are either in place, planned for, or provided as impacts occur from new development, also known as “concurrency” ordinance. Such an ordinance seeks to prevent an unacceptable decline in service for existing residents by making certain that new or enhanced services are available to meet the demands by new residents. However, the concept of concurrency does not insist that developers pay for public improvements, but only that such improvements must be made when development occurs. In some instances, however, growth may occur only if a developer pays for needed improvements since public funds may not be available.
3. **Attainable housing:** Housing which is attainable to families earning low to moderate incomes, as a percentage of the median income in Park County (to be calculated by the county). “Attainable” means that a family spends no more than 30% of its gross income on housing.
4. **Buildout:** For the purposes of this Master Plan, buildout shall mean the state of reaching a projected number, such as reaching the projected county population at 2020 or reaching the projected number of dwelling units at development of all lots within the county or reaching the projected total number of dwelling units for a Planned Unit Development.
5. **Compatible development:** Development that is sensitive to, and maintains the character of, existing natural and built areas. Compatibility refers to the characteristics of different uses or activities or design that allow them to be located near or adjacent to each other in harmony.
6. **Density bonus:** An increase in the allowable average number of dwelling units per acre for a specific zoning district. A density bonus is one means of offering landowners an incentive for specific county goals, such as preserving open space or providing attainable housing.
7. **High density:** For the purposes of this Master Plan, high or higher density shall mean 1 dwelling unit per 5 acres or less.
8. **New development:** Any land use activities that are precedent to or directly cause a significant modification of the current land use condition.

9. **Non-conforming lots:** Lots that do not meet current water and sewer requirements.
10. **Open space:** Publicly or privately owned parcels of land that have been permanently set aside or otherwise preserved to retain land, water, historic and other aesthetic features in a primarily natural state. Open space may also serve recreation functions and certain traditional uses.
11. **Redevelopment:** Development on a tract of land with existing structures where all or most of the existing structures and site features would be demolished and a new structure or structures built.
12. **Rural Centers:** Rural Center Overlay Limitations and Standards are contained in the *Park County Land Use Regulations (1996)*. There are ten Rural Centers designated throughout the county. These are:
- Hartsel: The Hartsel Plat.
 - Jefferson: The Jefferson Plat.
 - Lake George: The Plats of Lake George and Lake George Park, and, in addition, on either side of U.S. Highway 24, from County Road No. 90 to the Park/Teller county line.
 - Bailey: The area that lies within the boundaries of the Bailey Water and Sanitation District.
 - Crow Hill: The land bordering U.S. Highway 285 on either side from Park County Roads 43 and 72 northeasterly to Rosalie and Bulldogger Roads, and including Delwood Square, Hilltop Garage, the helipad, PCFD Station No. 2, and the undeveloped lands between.
 - Grant: The land on either side of U.S. Highway 285 and Park County Road 62 lying 1/8 mile from their intersection easterly, westerly, and northerly.
 - Pine Junction: The area bounded by Jefferson County on the east, and extending westerly to (1) the land facing along the southwest side of Mt. Evans Blvd. North to Mohawk Trail, and (b) the land facing along the west side of Wandcrest Drive south to Silver Springs Road.
 - Como: The Como Plat.
 - Fairplay Periphery: The land south of the town limits of Fairplay along either side of U.S. Highway 285 from the junction of state Highway 9 north to the junction of Park County Road 3.
13. **Sensitive Environmental Areas:** For the purposes of this Plan, sensitive environmental areas shall mean geographic areas as delineated in the following Park County maps: (1) environmental hazards, (2) historic and cultural resources, (3) wildlife habitat, and (4) view corridors.
14. **Zoning Districts:** Established zone districts and related use schedules are contained in the *Park County Land Use Regulations*. The following descriptions summarize the purpose of each zoning district:

Agricultural (A) – Purpose is to protect lands for uses consistent with agriculture and ranching characteristics.

Conservation/Recreation (CR) – Purpose is to protect lands for uses consistent with agricultural, ranching, forestry, public recreation, and natural areas. Only Federal, State or County owned lands may be zoned CR.

Residential (R) – Purpose is to accommodate residential use in developing areas and to provide for residential neighborhoods comprised of detached, single-family dwellings at relatively low density.

Mountain Residential (MR) – Purpose is to accommodate residential use in certain mountain areas and to provide for neighborhoods comprised of detached single-family dwellings, with standards similar to those in R zone, but providing for certain additional and varying standards.

Guffey / Freshwater plat (G) – Purpose is to accommodate residential use along with a limited amount of business and commercial uses. To retain a rural atmosphere by restricting excessive noise, lights, and a mass of structures.

Residential / Agricultural (R-20) – Purpose is to protect lands for uses consistent with smaller agricultural operations, while providing for residential neighborhoods of very low density.

Commercial (C) – Purpose is to provide for commercial and service business in developed or developing areas.

Mining (M) – Purpose is to protect lands for the extraction of mineral deposits.

Planned Unit Development (PUD) – Purpose is to: (a) provide for necessary commercial, recreational and educational facilities located conveniently to residential areas; (b) to provide well-located, clean, safe, and pleasant industrial sites involving a minimum strain on transportation facilities; (c) encourage innovations in residential, commercial, and industrial development and renewal so that the growing demands of the population may be met by greater variety in type, design, and layout of buildings and by the conservation and more efficient use of open space ancillary to said buildings; (d) to encourage more efficient use of land and of public services, or private services in lieu thereof, and to reflect changes in the technology of land development so that resulting economies may inure to the benefits of those who need homes; (e) to lessen burden of traffic on streets and highways. Uses include residential, commercial, institutional, community centers, business parks, and business complexes.

Recreational Vehicle Park and Campground (RVC) – Purpose is to allow for the development of tourist serving campgrounds in locations consistent with the Plan and with appropriate safeguards for the protection of campground users, the environment and Park County residents and other visitors.

Mobile Home Park (MHP) – Purpose is to allow sites for the semi-permanent placement of single-family mobile homes meeting applicable local, state or federal codes intended for residential occupancy and uses normal and appurtenant to those uses.