



PROPOSAL FOR **JACKSON/TETON COUNTY COMPREHENSIVE PLAN**
PROPOSAL IS FIRM FOR A PERIOD OF 90 DAYS FROM NOVEMBER 16, 2010
ATTEST: ANDREW KLOTZ, MANAGING PARTNER





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JACKSON / TETON COUNTY COMPREHENSIVE PLAN

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A. COVER LETTER



Jeff Daugherty & Alex Norton
Teton County Planning & Development Department
PO Box 1727
200 S. Willow Street
Jackson, WY 83001

November 16, 2010

Dear Misters Daugherty and Norton,

RPI is the only planning firm in the United States working exclusively in Western rural and resort jurisdictions. After reviewing our qualifications I hope you agree that their are few, if any, firms with our specific experience and capacity. The final stages of review and approval are the crux of every planning process - and one that we have always delivered on. We are confident that our local knowledge, varied experience, and top-flight staff ensure a successful conclusion and delivery of your comprehensive plan. Note also that our firm has extensive experience working in the Northern Rockies generally as well as directly on the Jackson/Teton County Plan itself.

In February 2009 RPI conducted a fiscal planning presentation for Teton County as an informative element of the process. We were glad for that exposure then and would be delighted to re-engage now. RPI has spent nearly fifteen years working with unique Western communities to produce no-nonsense, realistic, and functional plans - tailored specifically to their distinctive needs. Our client list proves it. We understand that you have already spent years developing and reviewing this plan - and would like to offer our excellent staff, facilitation skills, proven public outreach techniques, and final writing and editing skills to assist in the finalization of your project.

Having completed well over 200 Western community planning projects we well know that you require extensive and regular on-site work with both citizens, staff and elected officials - we are prepared to meet and exceed your expectations and very much look forward to the opportunity of working with you again.

Sincerely,

Andrew Klotz
Managing Partner
1919 Glenisle Avenue, Durango, CO 81301
Andrew@rpiconsulting.org
970.382.9153



B. QUALIFICATIONS OF PROJECT TEAM



RPI Consulting is the only land use planning firm focused exclusively on rural and resort communities in the Western United States. Our principal and associates work has been featured on *National Public Radio*, in the *Washington Post*, *Denver Post* and many other local and state newspapers, we have been commissioned for published work by the *American Planning Association*, presented at State, Municipal and County League Conferences, and been sought as expert witnesses in court cases and as advisors to legislators. RPI has a proven track record in 8 western states.

We are proud to offer our small and accountable team providing both the national experience and local knowledge needed to successfully lead every element required by Jackson/Teton County: Facilitation, Communications, and Writing/Editing. Our extensive and nearly fifteen year track record working with western Rural and Resort communities reflects the circumstances and special needs required for this project.

No firm in the United States can match our expertise in the following:

- Comprehensive, land, fiscal, and strategic economic planning in the Western rural and rural/resort context
- Effectively balancing the diverse populations and interest groups common to the American West
- Generating unique solutions to the influence of tourist markets, resorts, commuters, transportation and public lands.
- Developing realistic plans with functional implementation schedules that take into account the staff and budget capacities of Western communities

In addition, the following are other important skills we bring to projects:

- Conflict resolution and consensus
- 3D simulation capabilities that allow quick-feedback visualization using the latest geo/graphic planning technologies
- Real time, anonymous, electronic, opinion polling at public meetings
- Developing plans that are functional and easy to use on a day-to-day basis

RPI has been lead consultant and chief author or an integral team member on more than a dozen comprehensive plans for western municipalities and counties. In addition, RPI has served as chief editor and draft coordinator for both the San Juan BLM Resource Management Plans and the San Juan Forest Service Forest Plans and has also provided consulting services for travel management planning to both agencies.

RECENT RELEVANT PROJECTS:

- **La Plata County, Colorado** - Comprehensive Plan and Land Use Code (underway)
- **Gunnison County, Colorado** - Comprehensive Plan
- **San Juan Public Lands** - Forest Plan and BLM Resource Management Plan team
- **Sierra County, New Mexico** - Comprehensive/Land Use Plan
- **Buena Vista, Colorado** - Comprehensive Plan
- **Town of Bayfield, Colorado** - Comprehensive Plan
- **Town of Meeker, Colorado** - Comprehensive Plan/Land Use/Code
- **Freemont County, Colorado** - Socioeconomic impacts of radioactive waste
- **Alamosa County, Colorado** - Comprehensive Plan and Land Use Code
- **Town of Pagosa Springs, Colorado** - Comprehensive Plan
- **Town of Telluride, Colorado** - Affordable Housing Impact Fees
- **Montrose County, Colorado** - Comprehensive Plan (RPI team member)
- **Town of Monte Vista, Colorado** - Comprehensive Plan (RPI team member)
- **Glenwood Springs, Colorado** - Comprehensive Plan (RPI team member)
- **City of Aspen, Colorado** - Aspen Community Plan, State of Aspen Project
- **San Miguel County** - Affordable Housing Impact Fees
- **Rio Blanco County, Colorado** - Comprehensive Plan
- **Elko, Nevada** - Economic Development Planning
- **Taos, New Mexico** - Economic Development Planning
- **Grand County, Utah** - Comprehensive Plan

Managing Partner: Andrew Klotz has nearly twenty years of experience working with hundreds of Western government and private sector clients. He has been published by the *American Planning Association*, *Builder Magazine*, and the *Colorado Municipal League*, been a featured speaker at numerous conferences including the *Rocky Mountain Land Use, Smart Growth*, and has provided council to state legislators on fiscal policy. Mr. Klotz has specific experience developing: comprehensive/master plans, demographic projections, fiscal impact analyses, rate studies, socio-economic analyses, impact fee support studies, economic base analysis, transfer of development rights, commercial market analysis, cost of living reports, demographic profiling, collaborative surveys, annexation planning, growth management analysis, and regional wage and labor analysis. He is proficient with GIS and a range of other analytical software. Mr. Klotz graduated with honors from the University of Colorado, Denver with a Masters in Public Administration and a focus on local government /land use policy analysis.

Managing Partner & Project Manager: Gabe Preston is a community planner of extensive practical experience and has authored a variety of comprehensive plans in small and medium sized towns and rural counties. In addition to this irreplaceable experience as a lead consultant on several planning efforts with intensive public participation, Gabe has a sound technical background. Gabe's technical planning expertise includes developing future land use scenarios and buildup studies throughout Colorado, New Mexico, Wyoming, Utah, and Montana; establishing and evaluating fiscal impacts in over fifty communities, many of which adopted

recommended development impact fees; conducting market analysis for planning efforts, and submitting expert reports and testimony for use in decision making and land use and water court cases. Mr. Preston's educational background in mathematics (BA, St. John's College) and geography (Masters, CU) lend to a creative, analytical, and spatial planning style.

Associate: Ian Barrowclough has worked on a variety of fiscal, economic, and planning projects throughout Colorado including a number of impact fees for municipal and county governments. Mr. Barrowclough has analyzed both specific and general development scenarios has managed and worked on multi- and cross-jurisdictional projects, in addition to generating complex buildout forecasts, and capital facilities planning for a variety of public sector services. Finally he acts as the firm's repository of database and GIS skills. Ian graduated Cum Laude from Fort Lewis College with degrees in Economics and Political Science.

Associate: Andrew Firestine is an accomplished socioeconomic and demographic analyst. After graduating Suma Cum Laude with a BBA in Business Economics from the University of San Diego, he received a Master of City and Regional Planning from Cal Poly San Luis Obispo. Andrew has worked as a socioeconomic analyst with the Pikes Peak Area Council of Governments (PPACG) where he managed the development of the 2030 Small Area Forecast. Andrew works with RPI as needed on a contract basis.



C. REFERENCES

Contact Person/Reference	Title	Client	Phone
Eric Aune	Planning Director	La Plata County, CO	970-382-6263
Kathy Rinaldi	Commissioner	Teton County, ID	208-354-2905
Chris Bendon	Planning Director	City of Aspen, CO	970-920-5000
Pete McKay	Commissioner	San Juan County, CO	970 387-0189
Luther Propst	Sonoran Institute President	Sonoran Institute	520-290-0828
Sandy Mason	Director	Valley Advocates for Responsible Development	208.354.1707

-numerous other references available upon request-

RPI SAMPLE PROJECTS

The following give brief descriptions of comprehensive plans and future land use scenario planning projects for which RPI principals were lead consultants, facilitators, analysts, and authors:

Project: Rio Blanco County Comprehensive Plan, Fiscal Impact Study, and Impact Fee Support Study

Description: Rio Blanco County is in the heart of the Piceance Basin, one of the largest and most productive basins for natural gas development in the world. As energy development began accelerating in the mid 2000's, county government realized they needed a set of planning tools to guide gas and oil related decision making that was starting to dominate all of their regular meetings and staff time. RPI set to work and produced several planning documents specifically aimed at providing policies for energy development and related residential and non-residential development that accompanies it.

Project: Alamosa County Comprehensive Plan

Description: Alamosa County is an interesting example because even though it is a high amenity area located in the stunning San Luis Valley rimmed by the Sangre De Cristo Mountains, the economy remains mostly driven by agricultural production. Protecting agricultural land is crucial for economic sustainability as well as for maintaining the vast open spaces that define the San Luis Valley. RPI conducted a public participation process that focused on physical planning and identifying land use classifications in the county.





Project: Town of Buena Vista Comprehensive Plan

Description: Buena Vista is a small but busy town in the Arkansas River headwaters between Salida and Leadville that faces many complex planning challenges. The inventory of annexed vacant land required very careful future land use planning because much of the land was zoned generically leaving the door open to a wide variety of uses and looming incompatibility.

Project: Fort Lewis Mesa Water Resources and Future Land Use Study

Description: This project included a comprehensive review of current and future water resource availability in the Ft. Lewis Mesa planning district in La Plata County.

Project: Future Land Use Scenarios and Impact Analysis in Montana

Description: This project involved modeling traffic and other impacts from two future land development scenarios 1) status quo 2) scenario preserving prime hay production land. The study found that Amenity-driven, dispersed rural development patterns underway throughout the Northern Rockies are expensive to serve with basic government services. In Beaverhead County, MT, more compact development patterns in the future could save money by reducing the amount of driving and reducing infrastructure costs.

Project: Montana Legacy Project-Timber Lands Development Scenarios and Fiscal Impact Analysis

Description: This 2009 study showed that permanently conserving and preventing residential development on dispersed lands and inholdings owned by Plum Creek Timber Co. would save Lake County more than \$45,000 annually in operations and maintenance costs, and would eliminate the need for one-time investments in capital facilities of more than \$500,000.

Other comprehensive planning project RPI has worked on include: La Plata County, Gunnison County, Colorado, Glenwood Springs, Colorado, Monte Vista, Colorado, Sierra County, New Mexico, Bayfield, Colorado, Pagosa Springs, CO, Meeker, Colorado, Grand County, Utah, and many others.



D. CORE ELEMENTS TO OUR APPROACH



The following is a sampling of elements we consider core in our approach to projects. We understand that all work needs be **concrete and outcome oriented** as well as **complimentary** to previous work.

DIVERSE ACTIVITIES AND FORUMS TO ENGAGE CITIZENS

A 'one-size-fits-all' community involvement strategy will not work in Jackson/Teton County. RPI has a record of success in diversifying public engagement strategies to include events and activities appealing to a wide spectrum of people. Some opportunities for community involvement include:

- Visioning forums
- In-school youth engagement
- Elder outreach
- Education forums on trends and best practices
- Business group roundtables
- Informal networking and interviews
- Neighborhood work groups
- Open houses

It is important in a planning process that enough meetings take place to gather all of the required input, but not so many that momentum gets lost or participants begin to view them as burdensome. It is important to emphasize that we understand the diversity and dynamism of the population and will utilize a number of techniques to reach out to all citizen groups - even, and particularly those, who do not often participate in public processes.

EXPLORING FUTURE LAND USE SCENARIOS USING STATE OF THE ART TECHNOLOGY

Where necessary or appropriate RPI Consulting utilizes both cutting edge and traditional geographic visualization tools (including,

PROJECT MANAGEMENT / COMMUNICATIONS

Effective communication is essential in a project with as many issues, involved parties, meetings and data exchanges as the Comprehensive Planning process. We propose to institute from the outset (in addition to other meetings) regular administrative project coordination meetings with key manager/staff contacts. From these meetings we may, when appropriate, provide written summaries and action lists to make sure all parties understand commitments and deadlines. We will also provide an up-to-date critical path chart to monitor

progress and milestones.

SETTING-UP FOR IMPLEMENTATION

RPI will lead the project to final development of a functional, publicly supported, and implementable Comprehensive Plan that will serve as a working document for both the short and long term. RPI always thinks ahead beyond plan adoption and towards implementation.

MEETING GOALS

Finally, and perhaps most importantly, this process will keep at the forefront the explicit goal of producing a plan that effectively provides a usable framework to guide community growth and enhance prosperity consistent with the values expressed in our and previous visioning processes. In our minds, a successful plan is one that meets community goals/visions, effectively balances the needs of various interests, promotes prosperity, and also preserves and enhances the community's character.



E. INSURANCE & TIMEFRAME

RPI carries the full compliment of necessary insurance including workers compensation (per Statutes), general liability (\$2 million), unemployment (per Statutes), and professional liability (\$1 million). Copies of all of these policies are available on request.

RPI is available for performance throughout the contract period stated in the RFQ.



Town of Buena Vista



**COMPREHENSIVE PLAN
2008**

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Chapter One



INTRODUCTION

Buena Vista generated its first Comprehensive Plan in 1995; this Plan was later updated and adopted in 1999. This Plan, update conducted from 2006 - 2007, represents the third iteration.

A **Comprehensive Plan** is an officially adopted advisory document that outlines a community's goals for the future and provides direction for elected and appointed officials in making choices regarding the long-range planning needs of the community. Specifically, the Comprehensive Plan, along with the future **land use map**, provide guidance for decisions affecting growth and annexation, the use and development of land, preservation of open space, transportation systems and the expansion of public facilities and services. The policy recommendations and maps contained in the Comprehensive Plan are interrelated and in most cases should not be used independently from one another or from other adopted elements of the Plan. Comprehensive plans, as important guiding documents, should generally be formally adopted by the Town Board. Buena Vista formally adopted the previous version of this Plan (1999). Although this step is recommended it is not uncommon for elected town officials to consequently un-adopt plans and relinquish some of its potential authority in respect to long-range planning by not formally adopting the proposed plan.

Comprehensive plans will always walk a fine line between specificity and ambiguity. Treading this line is necessary because although the Plan will not likely be updated for five or even 10 years, the Town Board and staff may undergo many changes in personalities and priorities during that time. Consequently, an overly-specific plan runs the risk of becoming a dead or useless document when officials or staff take charge who were not involved with the Plan and its process or simply possess priorities and opinions that differ from that document.

Of course it is possible to amend plans from time-to-time. This Plan suggests doing just that on an annual basis. Updating a plan more than about every half decade is an expensive and exhausting process. This Plan strives to make category-specific suggestions and action while stating policies in a general enough format to allow some margin of variance when interpreted and utilized for specific planning decisions.

Throughout this Plan, policy recommendations are made to undertake additional research and development on specific projects while leaving the "how, when and why" open to whomever initiates those projects. Again, it is always possible, indeed advisable, to make amendments to the Plan on an annual basis. There is a single period each year -typically during the first quarter - where the Plan will be open to amendments. It is advisable that these amendments be approved by a super-majority



PURPOSE

INTRODUCTION

CHAPTER 1: AMENDMENT POLICY



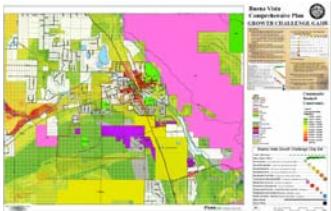
AMENDMENT SCHEDULE

Policy: The Buena Vista Comprehensive Plan will be open to minor amendments once per calendar year at a regularly-scheduled Town Board meeting during the first quarter. All proposed plan amendments must first be examined and recommended by the Buena Vista Planning Commission prior to hearing by the Board. All amendments to the Plan must be finally approved by a super-majority of the Town Board.

of the Town Board.

In order to clarify the intent of the Plan document, the following is offered:

In Buena Vista, the Comprehensive Plan is advisory only. It is not mandatory that either the Planning Commission or Town Board follow any adopted plan. However, much time and effort from the Buena Vista community contributed to the development of this Plan including land-use guidelines. To ignore the Plan without good and legitimate reason should be unacceptable. Changes to the land-use element of the Plan should only be made if there is a change in the immediate area that would indicate such. While it is a property owners right to make a request on land-use designation, the Planning Commission and Town Board must assign an appropriate land use that benefits the entire community, not just the property owner.



Public Engagement Process

The public engagement process was critical to the success of this Comprehensive Plan update. The process began with a kick-off meeting including Town staff, Town Board members, Planning Commission members and several interested citizens. The kick-off meeting outlined the proposed process and was followed with a series of three public meetings. The public meetings were open to all, locally advertised and were conducted to quantify and surface community desires for the future direction of Buena Vista. Those community preferences are reflected in the policies and maps in the Comprehensive Plan update. In addition to the public meetings, three additional meetings were held with staff and working subgroups. The diagram depicts the major components of that process and meeting dates for the series of public events.

On November 8th, 2006 the consulting team met with the Citizens Advisory Committee (CAC) to discuss the process, refine the methodology and encourage public involvement. The following week, the first public meeting was conducted to collect broad citizen input. The



COMMUNITY PREFERENCES

primary products of the first community workshop were as follows:

- A **community attitude survey** using keypad polling technology provided immediate results to attendees.
- A **landscape values weighting survey** was used to quantify both landscape-sensitivity and growth-efficiency analysis mapping.
- ‘Sacred places’ and ‘needs fixing’ locations were mapped on tabloid base maps of the Town and used to help define locations where future development was or wasn’t appropriate.
- **Critical issues survey** was also conducted to help this consulting team identify primary areas of focus for this comprehensive planning update.
- Inventories and comment were taken about Buena Vista’s cultural and natural resources.
- Future growth and infrastructure provision issues were addressed.
- **Primary citizen values** were used as constraints when asked about how, where and why growth should, or should not occur.
- **Landscape sensitivity maps** were developed and considered.



STRATEGIES

The second public meeting focused primarily on growth through a sophisticated mapping and gaming exercise. The growth challenge game, also known as the Chip Game, is a public meeting exercise that allows the community an opportunity to express where future development is most appropriate and what character it should have. The Chip Game sought to cite anticipated populations for the year 2036. Citizens were asked to locate 1,976 new homes. Given the existing community consists of 1,384 homes, this game highlighted the challenges for planning and siting new development.

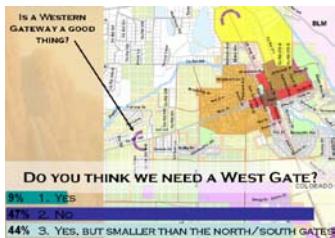


Among other things, the game is intended to demonstrate that citizen planning preferences for 30 years of growth is significantly different than the land-use patterns provided by 30 years of haphazardly-planned or incrementally-accumulated growth with direction left only to market forces.

The Chip Game board is simply a community map of Buena Vista with a grid demarcating where citizens can put their chips. Built areas, parks, dedicated open space and public lands are often off limits. The sensitive lands map derived from previous analysis using community values as weighting factors is also used as a constraint. The resulting

INTRODUCTION

CHAPTER 1: PROCESS INTO PRODUCT



CONSIDERATION

future land use map reflects the compromises that must be made in order to accommodate both the desire to have a relatively compact, not sprawling, community and one that will accommodate significant additional population growth. The trade off is typically reflected in somewhat higher densities within the town core than are common in the current town site. The range of variation between the games was summarized. The results were communicated in charts created by *CommunityViz* a GIS software package for impact analysis.

The third public meeting was the final step in the meeting process. The meeting involved extensive polling and reviewing of previous results. Final draft maps and policy questions were presented and voted on utilizing the instantaneous keypad polling system. The emergent map and policies are reflected in this Plan.

Concurrently with the ongoing series of public meetings was the formation of plan-element working groups. These groups focused on specific areas for the Comprehensive Plan final document. The meetings generated discussion papers describing the existing status of each element and the desired future goals and steps to achieve those goals. Ultimately policy statements, implementation strategies and prioritization were derived from the work of these groups and appear in some format within the context of this document.

After the public meeting process and the gathering of citizen issue papers the final plan and policies were drafted and presented to Town staff for accuracy assessment. Following draft distribution, the Plan was presented to the Town and planning boards individually and weighted voting was conducted on each individual policy statement within the Plan. Policies were amended, deleted or added during this hearing process. This process was open to the public and held at regularly scheduled meetings. After having been reviewed and voted upon by the two governing bodies the draft was presented to the Town of Buena Vista board for final review and adoption during the course of an additional public hearing and final vote.

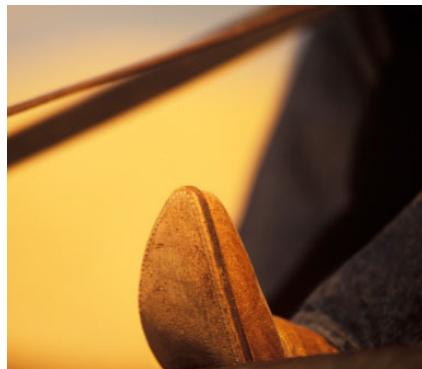
This document strives for brevity, conciseness and transparency so that any existing or prospective citizen, developer or business owner can clearly understand the implications of the entire document in a reasonably short period of time. To these ends the Plan is tidily organized into the following 11 chapters to effectively and broadly address all, or nearly all, of Buena Vista's future planning needs.



FUTURE PLANNING



Chapter Two



ECONOMIC & DEMOGRAPHIC ANALYSIS

Economic and Demographic Analysis

Introduction

The following is a brief summary of various demographic and economic indicators of Chaffee County, Buena Vista, and for some comparison purposes, Salida. The characteristics examined were gathered from a variety of sources including, but not limited to, the U.S. Census Bureau, local governments, the Colorado Department of Local Affairs (DOLA) and the Bureau of Economic Analysis. These characteristics combine to provide a foundation upon which strategies for the future may be developed.

Population

Since the last Comprehensive Plan (1999) was published Buena Vista's population has grown. From 1998 to 2005, Buena Vista experienced a net gain of 179 people bringing the total to 2,291 (Table 1). This represents an 8.5 percent overall increase with an average growth rate of 1.2 percent per year. These numbers closely parallel the overall Chaffee County population growth rates, which experienced an 8.8 percent overall increase and grew at a rate of 1.2 percent per year.

Table 1. Population change

Source: Colorado Department of Local Affairs (DOLA)

Chaffee County		Buena Vista
1998	15,526	2,112
2005	16,889	2,291

If this population growth rate of 1.2 percent continues and holds steady by the year 2030 Buena Vista's population will number 3,087. Over this time span, roughly one-third of the original 2005 population will be added (Table 2), however, any action taken by the Town to annex lands outside of the existing boundaries would dramatically alter this projection.



Table 2. Population projection.

Buena Vista						
Year	2005	2010	2015	2020	2025	2030
Population	2,291	2,432	2,581	2,739	2,908	3,087

POPULATION

ECONOMIC & DEMOGRAPHIC ANALYSIS

CHAPTER 2: ECONOMY



DEMOGRAPHICS

The most recent census data, conducted in 2000, provides further insight into who is living in Buena Vista. The Town is predominately white (97 percent), while females out number males, 52 percent to 48 percent respectively. This differs from county numbers in which males out number females at nearly the same ratio (53 percent to 47 percent). Baby boomers are the largest age group with 27.8 percent of the population falling between the ages of 45 and 64. The following age group of 25 to 44 retains 26.7 percent of the Town's total population (Table 3). However, due to Buena Vista's increased appeal to outdoor enthusiasts, including the whitewater park and the Colorado Mountain College, this age group may have become the most prevalent in the last six years.

Table 3. Age composition

Source: 2000 Census

Buena Vista age composition						
Age	Median	Under 15	15-24	25-44	45-64	65+
Age totals	42.20	404	227	587	610	367
Age % of total	42.2%	18.4%	10.3%	26.7%	27.8%	16.7%

Economy

Paralleling the population growth of recent years, both Buena Vista and Chaffee County have experienced the benefits of a growing economy. Labor force and economic statistics are generally collected on a county-wide basis. Given that Buena Vista is the second-largest municipality in the county, these numbers will present an indication as to the economic health of Buena Vista. Personal per-capita income, total jobs and sales tax revenues have all increased since the last Comprehensive Plan. Overall Chaffee County has had a net gain of 1,666 new jobs since 1998, an increase of 22.7 percent, which correlates to an annual growth rate of 3.2 percent. This rate is twice that of the state average of 1.7 percent and is a strong indicator of the general economic conditions present in Chaffee county.

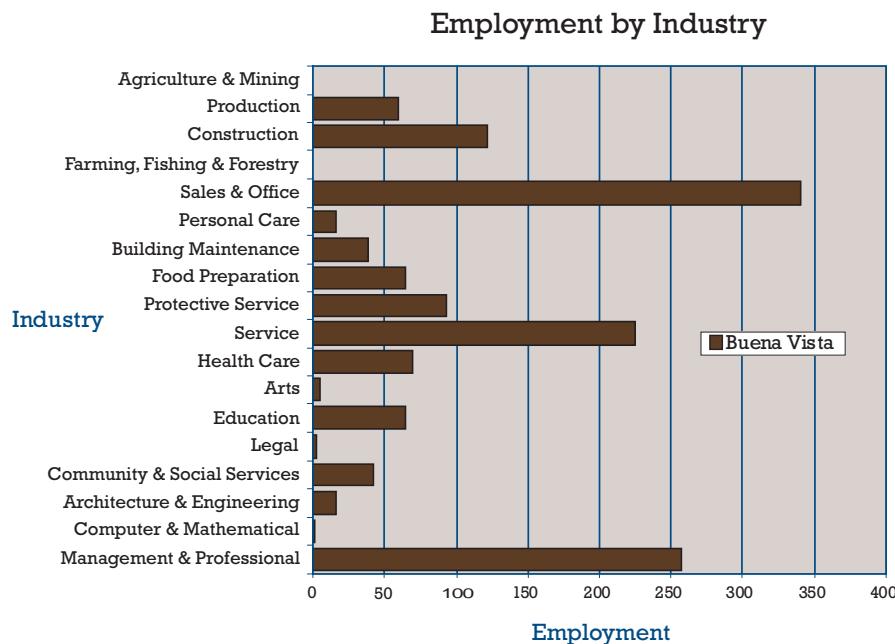
The largest employers by industry in Buena Vista are sales, office, management, professional and service (Fig. 1). This is consistent with an economy that is becoming increasingly reliant on tourism and recreation. Additionally the construction, health care and education industries employ a substantial amount of people thus reinforcing the positive growth rates exhibited by the recent population trends.



ECONOMY

Figure 1.

Source: 2000 Census



EMPLOYMENT

Corresponding with the growing population and the expanding economy, Buena Vista's recent past has seen sales tax revenues increase dramatically. From 2000-2005, Buena Vista saw total sales tax revenues grow at a rate substantially greater than both Salida and Chaffee county. According to the Colorado State Department of Revenue, overall sales were up 30 percent and grew at an annual rate of six percent. This is almost twice that of Salida's 3.3 percent growth rate and well above the Chaffee County growth rate of 2.4 percent. Once again these numbers present a picture of Buena Vista as an increasingly more desirable location to reside and recreate.

Housing/ Building

Out of the total 9,527 housing units in Chaffee county, 30 percent are located in Buena Vista. In 2005, Buena Vista had a total of 1,274 housing units of which, the vast majority were single-family structures. This number has been steadily rising and is projected to reach 3,067 total structures by the year 2030. When compared to the population projection, there are only 20 fewer housing units than people (Table 4). This is perhaps due to the recent housing boom and its increase in vacation and second home ownership.

ECONOMIC & DEMOGRAPHIC ANALYSIS

CHAPTER 2: HOUSING PROJECTIONS



HOUSING

Table 4. Housing Projections

Buena Vista Housing Projections					
Year	2010	2015	2020	2025	2030
Houses	1,555	1,043	2,184	2,558	3,067

With an overall building valuation of \$6,815,226, Buena Vista has seen large increases in property values in the last few years, which is concurrent with state and national trends. In 2001 the aggregate value of \$2,378,401 came in at approximately one-third the current value. The 2000 census provides a glimpse of the price structure of Buena Vista housing. While slightly outdated due to the recent boom in the real estate market, these numbers still show some insightful and relevant data. Unlike many other scenic towns in Colorado, most homes in Buena Vista are not on the expensive end of the spectrum. Instead Buena Vista remains relatively affordable with the majority of homes on the bottom half of this scale (Table 5).

Table 5. Buena Vista housing structure by price

Source 2000 Census

Buena Vista housing by price			
Value	Number	Percent	Number
Less than \$50,000	3	0.6	151
\$50,000 to \$99,999	166	32.3	201
\$100,000 to \$149,999	211	41.1	25
\$150,000 to \$199,999	82	16	2
\$200,000 to \$299,999	44	8.6	2
\$300,000 to \$499,999	8	1.6	0
\$500,000 to \$999,999	0	0	0
\$1,000,000 or more	0	0	0
Median \$119,500			

Chapter Three



BUENA VISTA'S VISION FOR THE FUTURE

BUENA VISTA'S VISION FOR THE FUTURE

During the Comprehensive Plan update process, a considerable amount of effort was spent to engage the public in revising the Plan. As this document's Introduction describes, the public input process included (1.) formation of a Citizens Advisory Committee, (2.) three public meetings, and (3.) formation of focus groups to provide suggestions on several specific topics. At each of the public meetings, participants were given the chance to provide different kinds of input. The first meeting was spent completing citizen surveys and reviewing landscape sensitivity maps. At the second meeting a game, called the Chip Game, was played where citizens were asked to locate projected new homes (thereby understanding the complexities of planning new projects). At the third meeting, draft maps and survey results were presented followed by policy development.

After the initial review of the final draft of the Comprehensive Plan, the decision-makers (i.e. the Buena Vista Planning and Zoning Commission and the Town Board) realized that the merit of the draft goals and policies could be better reviewed and evaluated if they all related back to an overriding vision statement that describes the kind of community the citizens want Buena Vista to be or become. Based on the background information, the citizen input, the focus group input, and the decision-makers' comments, the following Collective Vision Statement was chosen as best describing the desired Buena Vista of the present and the future.

Collective Vision Statement

General Community Character

The Buena Vista we envision retains its small-town atmosphere with a simple lifestyle and a unique image. At the same time, the Town becomes a diverse rural community with a variety of cultural amenities, including a vibrant arts community. We envision the Town as a clean, safe, quiet and secure community that is a desirable place to live, work, and play – an altogether good place to raise our children.

THE FUTURE

Updated 10.1.08

COLLECTIVE STATEMENT

Community Spirit

Our collective community consists of friendly, good, down-to-earth, well-informed people who feel they can make a difference and have an impact in determining their future and their quality of life. People in our community enjoy freedom of expression.

Community Appearance

The Town we envision has a defined sense of place as expressed in its history and architecture. The visual interest and human scale of the downtown and of the Highway 24 corridor are improved.

VISION FOR THE FUTURE

CHAPTER 3: COMMUNITY, ENVIRONMENT, ECONOMY

Community Services

The town of our vision has high-quality education and medical and emergency response services, as well as quality, efficient, and well-maintained parks and public buildings. The town's public servants exhibit an excellent level of public service, including approachability, honesty and helpfulness. Our town government and community leaders demonstrate accountability, consistency and visibility. We engage in a high level of cooperation with surrounding governmental and non-governmental entities.

Environment

We desire a community where urban, rural and agricultural land uses can coexist in a well-planned pattern. In such an environment, we can safely walk or ride our bikes wherever we need to go. Land use decisions are made with thoughtfulness and an eye toward sustainability. We want a healthy community with clean air and water.

Economy

We envision a community in which all citizens enjoy financial prosperity and can find an affordable place to live. The town should have a bustling downtown community core with abundant and diverse retail establishments. In addition, we will strive for economic diversity within the community, to maximize the cycling of the dollar within Buena Vista. Our town government should be economically stable and viable.

The Comprehensive Plan that follows is designed to make the Buena Vista Collective Vision Statement a reality. The Plan is divided into categories of goals and policies that address specific Town visions and needs. These include:

- Community Economics
- Growth and Development
- Fiscal Considerations
- Historic Preservation
- Future Land Use
- Community Design
- Parks and Recreation
- Transportation

The Plan is designed to be easy to use, and it is hoped that it will be used in everyday town decision-making. It is expected that the Plan will be a continually evolving document that will improve with additional citizen input and be amended to meet the needs of changing times.



Chapter Four



COMMUNITY ECONOMICS

Community Economics & Sustainable Commerce

Buena Vista residents are challenged by the need to preserve and enhance the Town's unique local identity while also remaining connected to the regional economy and creating jobs and supporting local business.

Buena Vista's economy is partly based on summer tourism due to proximity to the Arkansas River and its associated water sports and fishing and the surrounding spectacular "fourteeners" and wilderness areas. In the winter, the Town's tourist visit Monarch Ski Area and snowmobile or ski in areas nearby.

The Town currently hosts various festivals and events, however the potential exists for the event seasons to be greatly augmented and perhaps, more importantly, increasing shoulder-season activity through the further development of year-round businesses and attractions.

All communities require locally-functioning and prosperous economies both for the livelihood of existing residents and to attract new ones. a thriving local business economy is the number one source of new revenues to public sector entities which are ultimately used to implement other elements of the master plan.

Over time, Buena Vista will pursue policies to both facilitate the market and work to achieve an equilibrium between residents, business and employment to enhance both the Town's local and regional identity.

This chapter of the Comprehensive Plan intends to provide general best-practices, goals and policies to improve and enhance Buena Vista's economy.

GOAL 1.A -

Buena Vista desires to maintain, expand and promote local businesses and entrepreneurs.

Policy 1.A.1: Buena Vista will ensure that an adequate spectrum of commercially-zoned land exists to accommodate new businesses.

Action Item: Buena Vista will conduct a retail market demand analysis reporting all relevant variables useful to new business development including a clear definition of the market area, available income, spending leakage estimates, shopping trends, local demand and key market opportunities.

Action Item: Buena Vista will partner with local business development groups and planning efforts to actively recruit new business that reflect the local character of the community.

Action Item: Buena Vista will establish a formal and continuous liaison with the Chamber of Commerce and other business / economic



COMMUNITY ECONOMICS



GOAL

Local Businesses

COMMUNITY ECONOMICS

CHAPTER 4: GOALS & POLICIES

POLICY

development organizations including regular Town Board updates and the development of a joint executive committee “business commission.”

Policy 1.A.2: Where appropriate, Buena Vista will support home occupations for the purposes of promoting entrepreneurship, growth and employment in local cottage industries.

Policy 1.A.3: Buena Vista will develop non-residential design guidelines specifically targeted for the Highway 24 corridor and for the downtown core to assure all businesses are developed in a manner that complements the Town’s desired image.

GOAL 1.B -

Buena Vista will support and expand the role of tourism and tourist-attracting businesses in the local economy.

GOAL

Tourism

POLICY

Policy 1.B.1: Buena Vista will continue and increase support for tourism-related land uses, businesses, marketing and town site improvements leading to increased short-term and destination tourist traffic.

Policy 1.B.2: The Town will support generation of a long-range and comprehensive strategic planning document focused on increasing year-round tourism to the Town.

Policy 1.B.3: Buena Vista will attempt to attract and support businesses, particularly those with potential to increase activity during the shoulder, or off-seasons.

Policy 1.B.4: Buena Vista will promote and preserve existing and improved air access to the community at the Central Colorado Regional Airport.

GOAL 1.C -

Buena Vista will continue to provide community assets and community environment conducive to attracting and retaining families.

GOAL

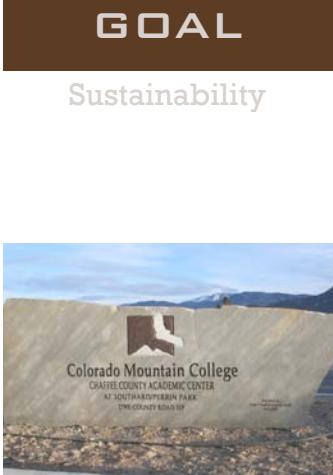
Sustainability

Buena Vista recognizes that a diverse community and all individual members are important contributors to the Town and its prosperity but wants to emphasize the special role of families and their sustaining influence on long-term growth and economic stability.

Policy 1.C.1: Buena Vista acknowledges that a school district renowned for high quality is an excellent fundamental economic base driver as it serves not only to attract new citizens and members of the labor force but also encourages existing residents to remain in Buena Vista.

Policy 1.C.2: Buena Vista recognizes that high quality school facilities and services are an important attraction for families and the Town will encourage the continuation and further improvement of school facilities

COMMUNITY ASSETS



through the adoption of a land dedication fee-in-lieu schedule if the school district makes such a request.

GOAL 1.D -

Buena Vista will support the continuing development of businesses that provide products and services for day-to-day shopping needs.

Action Item: Buena Vista will encourage the development of activities that return significant out-of-area income and provides products and services to local residents.

Action Item: Buena Vista will examine existing zoning to determine if a zoning district preferring local resident services might be developed.

Policy 1.D.1: Tax increment financing, bonding, waiving of impact fees and special districts may be acceptable and possible mechanisms to utilize when local resident-serving businesses are considered.

Action Item: Buena Vista may consider revising its fee and permit system to create incentives for local resident-serving businesses.

GOAL 1.E -

Buena Vista will continue to promote East Main Street and the historic commercial core as an important community asset in terms of its central location for walking, biking, shopping and its function as a connector between the library, McPhelemy Park, the Museum and the Arkansas River Park.

Policy 1.E.1: When feasible, all future municipal buildings will be located on, or near, East Main Street. Furthermore, all other public entities including state, local or non-profit will be encouraged to site or maintain principal offices or buildings on, or near, East Main Street whenever possible and appropriate.

Action Item: When appropriate and feasible, Buena Vista will make necessary infrastructure improvements such as sidewalks, parking, core fiber optics and other information transfer sources to the Main Street commercial center to make conducting profitable business easier for existing and prospective business owners.

Policy 1.E.2: Buena Vista will participate in existing and future Main Street revitalization efforts.

Action Item: Buena Vista will work to provide a common parking area for the East Main Street commercial core area.

Action Item: Although Buena Vista already hosts a number of high-quality events on East Main Street and the commercial core area such as the Collegiate Peaks rodeo parade and the Christmas equestrian parade, the Town itself will play an active role in sponsoring and

POLICY



GOAL

Local Services



ECONOMIC

DEVELOPMENT

COMMUNITY ECONOMICS

CHAPTER 4: COMMUNITY INPUT DATA

POLICY

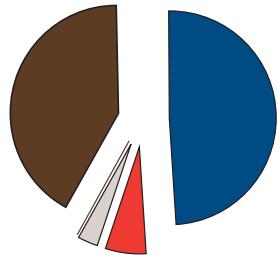
supporting additional annual events to be held on or near East Main Street. This action item may require the addition of events coordinator staff position and will definitely require the continuation and expansion of volunteer assistance.



Policy 1.E.3: Buena Vista will expand the commercial core with specific emphasis to draw additional traffic from the intersection of Main Street and Highway 24. This may require significant intersection improvements and/or further commercial development on, or near, this intersection.



Commercial Crossroads Concept



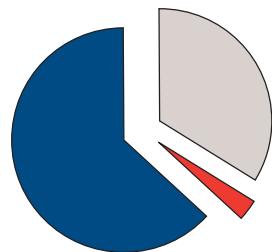
DATA

Crossroads Concept & the Creation of Jobs

49% of the community **STRONGLY AGREES**
42% of the community **AGREES**
3% of the community is **NEUTRAL**
6% of the community **STRONGLY DISAGREES**

with the commercial crossroads concept

How much emphasis should the town give to creating jobs along State Highway 24 and Main Street?



63% of the community wants **SIGNIFICANT EMPHASIS**
34% of the community expressed an average interest
3% of the community felt **LITTLE OR NO EMPHASIS**

Chapter Five



GROWTH & DEVELOPMENT

Growth

Planning for the future and deciding if, when and how growth is going to happen is one of the top concerns for many Colorado communities and Buena Vista is no exception. Community surveys revealed that Buena Vista residents are nearly split three ways on the current pace of growth with 42 percent comfortable with the current rate, 34 percent thinking that growth is happening too quickly, and 24 percent considering the growth rate to be too slow. A solid majority of respondents felt that the Town had an obligation to “manage” growth.

Interpretation of growth sentiments can be complex with many citizens recognizing a need for additional growth to facilitate the development of local business, while also feeling strongly that growth needs to be managed in such a way as to enhance, and not degrade, existing community assets.

Planning for the future and deciding if, when and how growth is going to happen is one of the top concerns for many Colorado communities and Buena Vista is no exception. Community surveys revealed that Buena Vista residents are nearly split three ways on the current pace of growth with 42 percent comfortable with the current rate, 34 percent thinking that growth is happening too quickly and 24 percent considering the growth rate to be too slow. A solid majority of respondents felt that the Town had an obligation to “manage” growth.

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GOAL 2.A -

Buena Vista will promote a range of housing opportunities and choices, maintain safe neighborhoods, maintain a “rural feel,” ensure that land use conflicts are avoided, foster attractive development types, make development rules easy to understand, increase transportation choices, encourage mixed uses where appropriate and encourage the kind of growth that pays for itself.

Policy 2.A.1: Buena Vista will pursue a growth strategy that manages growth through the use of fees, development requirements, careful review of subdivisions and land uses so that growth pays for itself and that the current level of services are maintained. Maintaining the character of Buena Vista as a small rural town and protecting natural assets, particularly groundwater, is also of primary importance.

Policy 2.A.2: Buena Vista will work with Chaffee County to manage



MANAGED
GROWTH



GOAL

Mixed Uses,
Opportunities &
Clear Rules

POLICY

GROWTH & DEVELOPMENT

CHAPTER 5: BALANCING SUPPLY & DEMAND



SUSTAINABLE COMMUNITY

groundwater and other natural assets through regulatory mechanisms available to local governments.

In any event, as is discussed during the future land use meetings, some level of growth was seen as inevitable whether individuals celebrated it or not. Participants also asserted that growth was not necessarily negative. Economic expansion, the opportunity for mixed residential and commercial uses, and an improved downtown were all noted as promising elements that citizens looked forward to accompanying development.

As a side note, it is important to emphasize and remember that although subdivisions may be platted in the community with large numbers of residential units, the actual population growth rate, that is, people moving into the community and buying those units, does not necessarily increase simply because more housing units are platted. For example, Archuleta county has over 6,000 platted lots, but the growth rate has remained relatively constant in the county over the last 10 years. However, there is some chance that local or regional anomalies and macroeconomic, national, events might occur and drive growth at unpredictably slow or rapid rates.

The working group, surveys and public meetings all reveal that Buena Vista residents recognize the need to responsibly add citizens to the community in order to provide consumers for local businesses and add jobs, ultimately cultivating a more self-sufficient and sustainable community.

Buena Vista has an opportunity to capture local spending because nearly 38 percent of residents indicated that they conducted 25 to 50 percent or more of his or her shopping outside of Buena Vista. When local residents leave their home community to shop and spend money in another, the lost dollars are typically referred to as "leakage." Bringing local dollars back into the home community requires that an adequate array of business types exists to "capture" those dollars.

A tightrope exists between the dual objectives of increasing the number of residents to support local businesses and developing those local-serving businesses and jobs that attract new residents. Inevitably, as Buena Vista moves into the future, the tightrope will be unbalanced as either the number of residents or businesses outstrip one another from time-to-time. In 2005, Buena Vista was likely attracting more residents than business, however, the Town fully expects, and will seek, businesses to serve new and existing locals as the consumer population develops to adequately sustain local businesses.



GOAL

Balance

GOAL 2.B -

Buena Vista should strive to determine the ideal mixture of businesses and residents through an examination of the land use proportions and zoning categories.

Over time, Buena Vista will pursue policies to facilitate the market and work to achieve an equilibrium between residents, businesses and jobs that enhance the Town's local and regional identity.

Action Item: Buena Vista will use this Plan and the land use code as guidance for the approval of new development.

Action Item: Where necessary, Buena Vista will revise the land use code and existing zone districts so that they are consistent with this Plan.

Policy 2.B.1: Buena Vista will actively and energetically pursue existing and future code enforcement to ensure compliance with the Town's Municipal Code, so that new and existing development reflects the intent of this and future plans and codes.

Because many lots have already been platted within the existing town site of Buena Vista new development proposed in these areas and future annexations are of primary importance. In Colorado, towns and cities have a wide margin of discretion when it comes to annexing property. In fact, towns and cities are under no obligation whatsoever, with the exception of existing enclaves, to annex any property, and the terms of any annexation are entirely negotiable, and should be, on a case-by-case basis. The typical criterion for annexation is that the annexation provide some form of "net benefit" to the Town. The definition of net benefit is also at the Town's discretion, and may also vary on a case-by-case basis, but at minimum, should be taken to mean that the proposed annexation will neither degrade existing service levels nor burden the existing taxpayers with additional costs.

GOAL 2.C -

Buena Vista will only annex properties that provide and prove a net benefit to the Town and community

Policy 2.C.1: Buena Vista annexation criteria will include all of the policies included in this Plan and will always, at minimum, consider the following variables for major annexations:

- Each new annexation will be considered in light of its cost benefit to the community with regard to necessary revenues and expenditure burdens placed on the town government.
- Each new annexation will provide a water supply in excess of the development's water demand.

**GOAL**

New Development

**GOAL**

Beneficial Annexation

- Each new annexation will not decrease existing levels of service in any department or program in the Town, including administration, parks, open space, trails and law enforcement.
- The cost of assessing net benefit and general annexation impacts will always be borne entirely by the annexee and include whatever criterion of examination the Town determines on a case-by-case basis.
- Net-benefit analysis may include, but is not limited to: the generation of jobs and services for local residents, the development of affordable housing, design criteria, density analysis, mixed use elements, recreation access, trail and road easements, open space and school land dedications, intersection improvements, signage requirements, preservation of sensitive lands and view corridors.



Urban Consolidation Into the Three-Mile Area of Influence

Buena Vista will work with Chaffee County in its efforts to develop a regional affordable housing program that could be the recipient of an affordable housing “fee-in-lieu” from new annexations.

GOAL 2.D -

Buena Vista will strive to assure that urban development within the Town's three-mile area of influence is either annexed into the Town or developed in a manner that complements the Comprehensive Plan.

Action Item: Buena Vista will work with Chaffee County to develop an intergovernmental agreement to ensure that all development in the three-mile area of influence complements the Town's desired image and direction of growth. Shared development standards between the Town and the County may include, but are not limited to; street width and construction, curb and gutter specifications, sidewalks and trails, water and wastewater provisions, densities, architectural design, sign codes, parks placement and facilities building codes, fire protection and easements.

Action Item: Buena Vista and Chaffee county will work together to generate a joint review committee for each development occurring in the three-mile area of influence. The committee will consist of Town and County Planning Commission members.

Policy 2.D.1: Where and when appropriate, the Town will coordinate with other regional service providers in the three-mile area of influence.

POLICY

GOAL 2.E -

Buena Vista will locate high-intensity uses within the designated commercial core and high density areas

Policy 2.E.1: Buena Vista will promote intense uses on underdeveloped and vacant parcels within the downtown core.

Policy 2.E.2: Buena Vista will establish a fee and review system that favors re-development and infill development in the commercial core area.

Policy 2.E.3: Buena Vista will ensure that infrastructure suitable for commercial development exists in the core area such as adequate parking, adequate water pressure and hydrant flow and wastewater treatment.

Policy 2.E.4: Buena Vista will promote mixed-use development in the downtown core. Mixed-use is defined as follows:

- Mixed-use refers to the combining of retail and commercial uses and services with residential or office use in the same building or on the same site in the following ways:

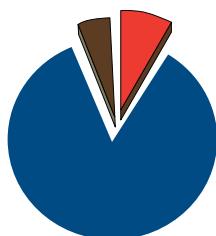
Vertical Mixed-Use: A single structure with the above floors used for residential or office use and a portion of the ground floor for retail, commercial or service uses.

Horizontal Mixed-Use Attached: A single structure which provides retail, commercial or service use in the portion fronting the public or private street with attached residential or office uses behind.

Horizontal Mixed-Use Detached: Two or more structures on one site which provide retail, commercial or service uses in the structures fronting the public or private street, and residential or office uses in separate structures behind or to the side.



MIXED USES

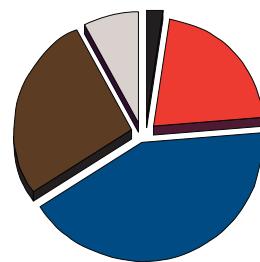


- 87% of those surveyed stated the town should accommodate new residents and businesses,
- 8% surveyed feel the current rate of growth should be slowed and
- 5% surveyed stated the town should stay out of growth management efforts all together.

GROWTH & DEVELOPMENT

CHAPTER 5: DATA

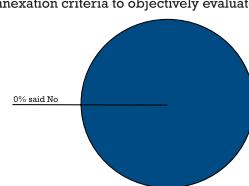
How would you rate Buena Vista's growth over the past five years?



DATA

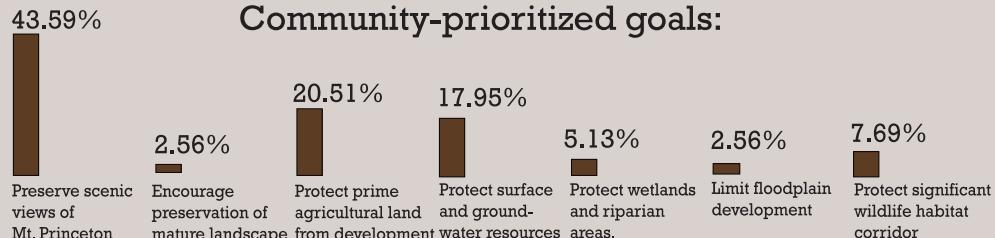
Last five years growth

The town of Buena Vista should have a set of clearly-defined annexation criteria to objectively evaluate future annexations.

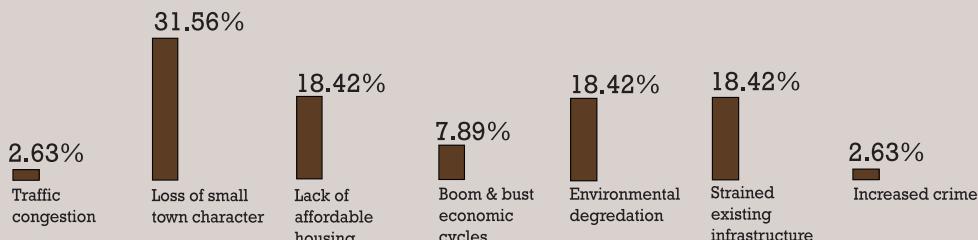


- 42% of those surveyed rated growth at "about right,"
- 26% feel the current rate of growth rate is fast,
- 21% feel the current rate of growth is slow,
- 8% of those surveyed felt growth in Buena Vista was too fast and 3% surveyed felt growth was too slow.

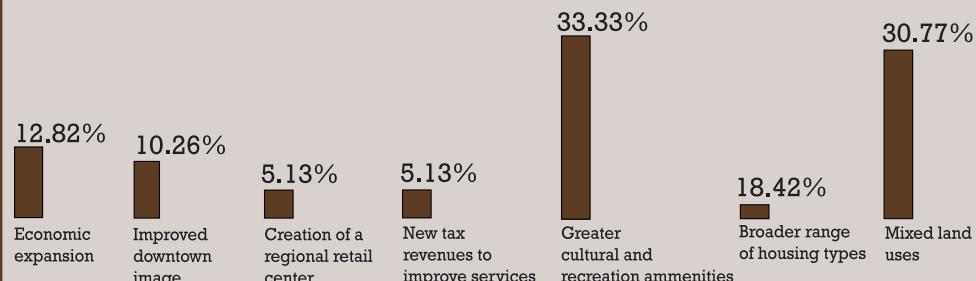
Community-prioritized goals:



Community concerns for the next 10 years



Community 10-year positive outlook for Buena Vista



Chapter Six



FISCAL CONSIDERATIONS

Fiscal Considerations

Fiscal considerations are a concrete reality behind all other policy decisions. This section considers how Buena Vista proposes to financially implement the policies outlined in the Comprehensive Plan.

Buena Vista's residents were nearly uniform in their concern to develop mechanisms so that all new growth pays its fair share of capital expansion and development costs.

A number of revenue mechanisms are available to local governments to cope with the cost of growth and also to enhance revenue to pay for and expand existing public services. A brief overview of these mechanisms is provided below.

Revenue Mechanisms

Impact Fees – are a one-time charge assessed against new development. These fees recover the capital expansion costs incurred by a local government in providing the public facilities required to serve new development. These fees cannot be used to fix existing deficiencies, only to maintain existing service levels. A water tap fee is an example of an impact fee.

Excise Taxes – are a specific type of tax imposed on the performance of an act, the engaging in an occupation, or the enjoyment of a privilege. This tax can be imposed on the privilege of subdividing or developing property rather than on the property itself. Revenues from these taxes may be spent on maintenance and capital expenses. Only home rule municipalities have the authority to impose excise taxes and they require voter approval.

Special Assessment – is a charge imposed for the purpose of financing local improvements. The charge must be directed towards the users of an improvement and the revenue derived from the charge must be applied only to the maintenance, operation or development of the improvement. It is based on the premise that the property assessed is enhanced in value at least to the amount of the levy. A typical example of a special assessment is when the city places sidewalks in a homeowner's yard and requires the homeowner to pay a portion of the improvement.

Administrative Fees – include building or plan review fees, park and recreation fees, user fees, inspection fees or fees for other special services. Administrative fees are charged to cover the cost of the specific service the municipality provides. Fees rarely cover the entire cost of the service. The fees cannot exceed the overall direct and indirect costs of the services provided. Administrative fees assist



REVENUE MECHANISMS

FISCAL CONSIDERATIONS

CHAPTER 6: REVENUE MECHANISMS



LAND DEDICATION

in ensuring that the ongoing maintenance costs of existing facilities are born, at least partially, by some of the identifiable high-intensity users.

School Land Dedication – can be required of all new subdivisions. It requires that a portion of land or a fee-in-lieu of that land be dedicated to the school district to cover the new facilities and land that will be needed to service the children arising from that development.

Sales & Use Taxes - in Colorado, are imposed at the rate of 2.9 percent of the tax base. The total state sales or use tax rate imposed by the state and all local governments may not exceed 6.9 percent. The retail sales tax applies to the gross receipts from all of the following activities: retail sales of tangible or exchanged property, telephone and telegraph service, gas and electric service, meals and cover charges where meals are regularly served and charges for rooms and accommodations.

The Colorado use tax applies to the privilege of storing, using or consuming tangible personal property in Colorado that has been purchased at retail and is supplementary to the sales tax. The sales tax and use tax are complementary taxes — the use tax is not imposed on sales that are subject to the sales tax. All sales and use tax increases are subject to approval in a public vote.

Other revenue mechanism abound including mill levy increases (subject to complex state laws involving the TABOR and Gallagher amendments) as well as a host of special districting options that require considerable work by the local government and some risk. However, Buena Vista is amenable to considering all revenue sources on a case-by-case basis.

GOAL 3.A -

Buena Vista will ensure that all new development pays its fair share of impacts on Buena Vista capital facilities and infrastructure.

Policy 3.A.1: Buena Vista should include administration in its comprehensive fair share growth fee structuring.

Action Item: Buena Vista will calculate and codify a schedule of fees for all new development. These fees will be earmarked for the expansion of buildings and office space for the Town's administrative personnel.

Policy 3.A.2: The Town of Buena Vista should include the Police Department in its comprehensive fair-share growth fee.

Providing Buena Vista law enforcement with office space and facilities is another important component of Buena Vista's future planning. As the Town grows it is imperative that all new development, both commercial and residential, contribute to the expansion of facilities so that law enforcement service levels are maintained.



GOAL

Fair Share
Impact Fees

Action Item: Buena Vista will calculate and codify a schedule of fees for all new development. These fees will be earmarked for the expansion of buildings, office space and durable equipment for the Town's law enforcement personnel.

POLICY

Although the Town will require dedication of parks, land or a fee-in-lieu of that land, it is essential that those parks also be developed with facilities that increase both the recreation opportunities and capacity of those park lands.

Policy 3.A.3: Buena Vista should include parks facilities in its comprehensive fair-share growth fee.

Action Item: Standard equipment costs for parks by type will be established and a schedule of impact fees will be developed so that all new development pays its fair share into the improvement of those facilities.

One of the most visible and costly impacts of new growth to municipal services accrues on the streets system. Inevitably, more businesses and residences create more traffic. In order to maintain Buena Vista's currently high level of service for uncrowded, safe and maintained streets and roads, Buena Vista will require new growth to contribute its fair share of the impact to this system.



STREET SYSTEM

Policy 3.A.4: Buena Vista should include streets in its comprehensive fair-share growth fee.

Action Item: Buena Vista will calculate and codify a schedule of fees for all new development. These fees will be earmarked for the improvement and capacity increases on town streets and capital facilities such as the Town Shop and durable equipment purchases needed by the Town to maintain existing traffic flows.

Policy 3.A.5: Buena Vista should strive to protect its existing businesses and encourage new businesses to locate in Buena Vista as a means of increasing its sales tax revenues.

Many of the revenue mechanisms outlined above are geared toward one-time charges for the expansion of capital expansion facilities. But taxes are among the top means for funding the ongoing maintenance of Town facilities and services as well as a source of funding for their expansion.

GOAL 3.B -

Buena Vista will explore alternative revenue sources for publicly-provided services.

POLICY

Administrative fees including, planning review fees, building department fees and others are an important part in covering the day-

FISCAL CONSIDERATIONS

CHAPTER 6: TOWN SERVICE & EXPANSION



GOAL

Alternative Revenue

POLICY

to-day operation costs that the Town incurs when new development takes place.

Policy 3.B.1: Buena Vista should revise and maintain its user fee schedule for organized parks system users. The Town should specify all fees and look at when fees should be implemented.

Policy 3.B.2: Buena Vista will calculate and revise its user-fee to be uniformly applied to all organized groups or leagues and it will be based on maintenance costs.

Policy 3.B.3: Buena Vista will review and revise its administrative fee schedule every three years.

Although the county and school districts have prepared and updated the school land dedication and fee-in-lieu schedule, it is important that the fee be updated every two years because it is based on real estate values.

Policy 3.B.4: Buena Vista will consider a revised school land dedication/fee-in-lieu prepared by the school district every two years.

GOAL 3.C -

Buena Vista will enhance the provision of administrative and other services to its residents and visitors.

Buena Vista expects to need a new Town Hall facility in the near future. As the Town grows, increased transactions between the government and citizens are inevitable. Buena Vista currently enjoys considerable support and approval for the personalized service that each community member receives from the town government. Increasing populations will require larger staffs to maintain this level of service. As staff size increases, an adequate facility to house those staff and their equipment is imperative. Sub-standard office facilities decrease productivity and makes it difficult to accomplish work as well as to attract and retain high-quality town workers. Without the expansion of current Town Hall facilities it will be difficult for Buena Vista to maintain current service levels for any department or service that is headquartered in Town Hall.

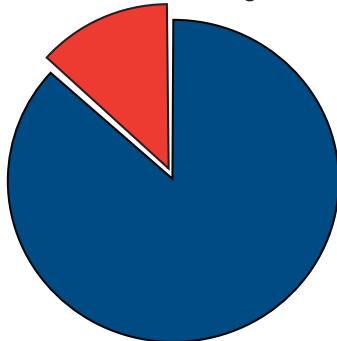
Policy 3.C.1: Buena Vista will focus and earmark funds for the future construction or expansion of a Town Hall. Maintaining the long-term integrity of the public administrative facilities and office space is imperative, as the investment in a municipal building may last through several generations.

GOAL

Town Service

POLICY

The Town of Buena Vista should implement revenue mechanisms (fees and taxes) to ensure that new growth “pays its fair share.”



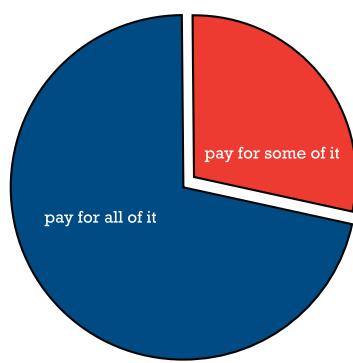
MUNICIPAL EXPANSION

DATA

Growth Pays for Itself

- 87% of those surveyed agreed that the town should implement revenue mechanisms and pay for new growth expenses.
- 13% disagreed with implementing fees and taxes for new growth expenses.

What extent should future growth be required to pay the costs associated with and resulting from that growth and the services required?



- 71% of those surveyed felt new growth should pay for all expenses associated with the growth and resulting from the growth.
- 29% of those surveyed felt new growth should have to pay for some but not all. No one surveyed felt that new growth should pay nothing.

Chapter Seven



HISTORIC PRESERVATION

Buena Vista Historic Resources & Heritage Preservation

Historic resources contribute significantly to the quality of life, economic well-being and cultural vitality of the community. Generally, Buena Vista should assume greater responsibility in the area of historic preservation and use the range of preservation techniques and options available to them. The Town will need to work with the private sector, independent organizations and citizens to increase awareness of, and to protect and enhance, national, state and local historic resources.



The ambiance of Buena Vista has, in many respects, remained very much the same since its settlement days of 1864. The ebb and flow of history has brought seasons of change to the community since the late 19th century.

Originally Granite was the Chaffee County seat only to be moved in the night via railroad flat car to Buena Vista in 1880. By 1928, Salida out-populated and out-voted Buena Vista and the county seat moved once again. The original courthouse building in Buena Vista transformed from county building to school and now is under the care of the Buena Vista Heritage as a museum on the National Register of Historical Buildings preserving the colorful history of the Town.



Like many small mountain communities in Colorado, Buena Vista has experienced the boom and bust of the gold mining industry, agricultural opportunities and now tourism. Year-round outdoor pursuits and river sports have become a solid foundation for the local economy and the colorful history and old west buildings of downtown draw visitors from all over who wish to experience the feel of the old west. Many of the buildings and structures in the area tell these stories.

**HISTORIC
PRESERVATION**

As with many communities, citizens have found it important to preserve the historic character of the Town and keep a well-recorded history of the area for generations to come. Preserving the past strengthens the future for all citizens of Buena Vista building a strong community and economic base that will support a variety of lifestyles and opportunities for both year-round residents and visitors alike.

GOAL 4.A -

Buena Vista will strive to work with the local heritage group to preserve the historic buildings downtown and character of older neighborhoods.

Action Item: Buena Vista will create and codify regulations to govern a historic district, or in lieu of a district, the Town will identify additional properties to include on a local historic register.

Policy 4.A.1: New development and infill in proximity to historic



GOAL

Historic Buildings

HISTORIC PRESERVATION

CHAPTER 7: GOALS & POLICIES

POLICY



districts or buildings should be kept in scale, massing and architectural character of the district or other important properties.

Policy 4.A.2: Demolition of historic buildings will be discouraged in all new developments/re-developments within the town site.

Action Item: Buena Vista will create an ordinance to review demolition requests or historic resource properties for properties 50 or more years old and consider alternatives to demolition.

Policy 4.A.3: Buena Vista will create additional economic incentive programs to promote historic preservation including the leveraging of state heritage funds and other programs to preserve historic structures.

Policy 4.A.4: When Buena Vista disposes of property with older structures located on them, the Town should evaluate the structure's architectural importance. If the structure is deemed significant, deed restrictions could be placed on the property prior to sale protecting those architectural features which are identified as important.

GOAL



Rural Landscape

POLICY



RURAL LANDSCAPE

Buena Vista will work with Chaffee County to maintain and preserve the rural landscape and western mountain heritage.

Many rural towns struggle with the interface or edges of the community and the aesthetic transition from the boundary of the urban area into the rural landscape. Buena Vista would like to maintain a clear and visually appealing transition between the town site and the surrounding unincorporated county.

Policy 4.B.1: Rural / urban transition areas should follow rural / urban interface standards including the following where appropriate:

- New buildings on the Town's periphery should imitate characteristics of surrounding architectural patterns and the natural landscape.
- New development should recognize existing agricultural activity with building placements, appropriate fencing and siting of new non-agricultural oriented buildings, such as new residences, away from agricultural activities to reduce and avoid conflicts.
- Landscaping in new developments should follow and reflect native species.
- The Town of Buena Vista and Chaffee County should consider utilizing a transfer of development rights program(s) to protect agriculture and ranchlands.

Policy 4.B.2: Buena Vista will continue to support a viable agricultural economy whenever possible through the continued promotion and support of farmers' markets, 4-H events, festivals, or any other activities that support agriculture and ranching.

GOAL 4.C -

Buena Vista will highlight and enhance public understanding of the community's heritage .

Policy 4.C.1: Buena Vista will, working with the Heritage Board, encourage the creation of interpretive signage regarding historic buildings and areas in an effort to educate the public and visitors.

Policy 4.C.2: Buena Vista will continue to support and assist the Heritage Museum's walking tour and other public and visitor outreach activities.

Policy 4.C.3: Buena Vista will continue to support and assist in the maintenance and promotion of the Buena Vista Heritage Museum.



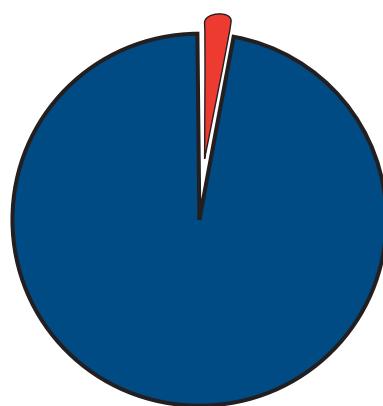
GOAL

Public Understanding



POLICY

The town **SHOULD** retain historically significant buildings



● 97% of the community **AGREES**
| 3% of the community **DISAGREES**

DATA

Historic Preservation



HISTORIC SIGNIFICANCE

Chapter Eight

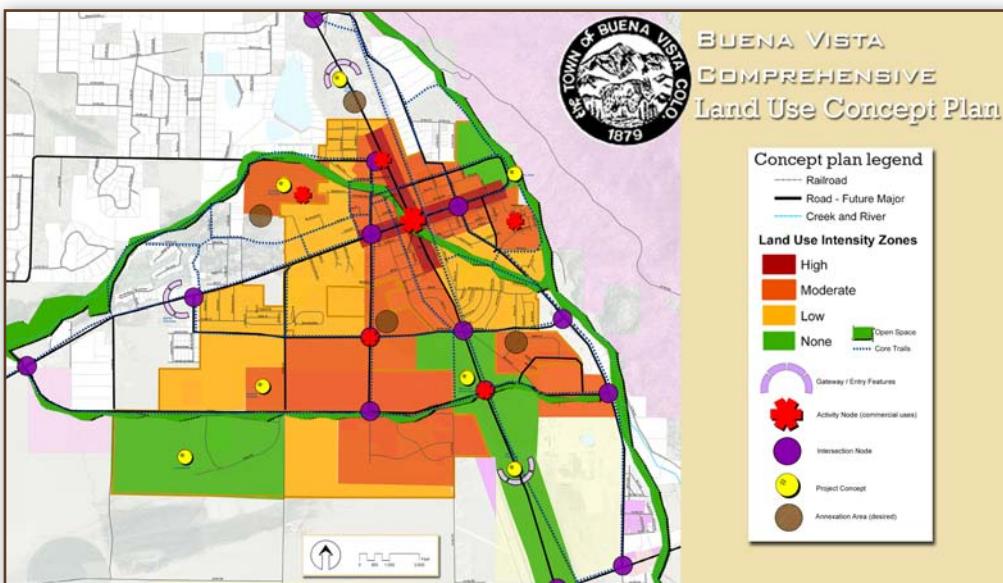


FUTURE LAND USE

The Land Use Concept Plan

Designating uses on a future land use map can be among the most difficult comprehensive planning objectives because it involves making new decisions about proposed densities, annexations and the future locations of conservation, commercial and residential development. Buena Vista utilized population projections to somewhat limit the scope of its future land use map. The designated future land use map was constrained by a 2036 projection to accommodate 1976 additional housing units. Developing a future land use map beyond a 30-year time horizon is not a particularly profitable activity as priorities and needs inevitably change over this long of a time period. However, if the Town does grow faster than these projections, this element of the Plan should be revisited.

No single tool is more useful for enabling a community to arrive at a future of their own choosing than the physical plan for the future. It should be readily apparent if future land use proposals are consistent or inconsistent with this land use concept plan. The Land Use Concept Plan (LUCP) is the product of broad public input, community workshops and refinements with staff and citizen groups.



This LUCP draft expresses where future development is most appropriate, the level of intensity for future uses, trails and open space concepts, future arterials, gateways and a series of other discrete concepts. Future desired annexation areas are also identified on this concept plan.

The public engagement process was designed to demonstrate to citizens who attended the three public meeting series, that they were the true authors of the final LUCP. RPI Consulting developed a future

MAP

Land use concept plan map



LUCP PROCESS

FUTURE LAND USE

CHAPTER 8: ANNEXATION

land use exercise designed to harness the knowledge of locals in the citizens advisory committee.

The previous Comprehensive Plan goals and objectives were used to test the potential impact of all alternatives devised during the chip game. Public values regarding both growth efficiency and potential constraints to development were collected and applied to GIS mapping to, again, demonstrate that participant input directed the development of this Plan.

The LUCP was finally tested item-by-item at public meeting #3 on February 7th, 2007 to reveal the level of support for all concepts presented in this Plan. The detailed results are available at the Buena Vista Town Hall. All concepts were well supported, and thus are presented on the final Plan. Additionally the annexation areas presented at public meeting #3 have been included on this LUCP due to the extremely high support for those potential additions to the city of Buena Vista.

The future land use plan is a policy statement itself in that it clearly designates the future annexation and growth areas of Buena Vista while simultaneously recommending general future densities for those areas.

Annexation Areas:

The LUCP depicts four areas citizens have suggested are important to consider for future annexation.

- The north end of Buena Vista, both the north entry corridor along Highway 24, as well as north of the town limits next to the River Front Park areas.
- The area on the northwest corner of Town, is near where the proposed Meadows project is being considered. The eventual inclusion of the Meadows project will require the extension of sewer and water to support the densities currently under consideration. Other surrounding properties will likely convert to urban densities, thus including other properties within the city makes sense. This area is a very natural progression of the Town to the west. The area does include sensitive lands along Cottonwood Creek where additional park lands might be used to protect those areas.
- Two additional annexation areas were well supported on the south-end of the Town. Both of these areas are examples of where the existing town has grown out around these areas. As the Town begins to expand into the southern parts of the city limits, these remnant lands need to become part of the Town to efficiently provide services to the areas beyond. The abandoned sanitary



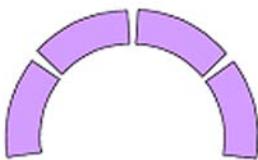
**ANNEXATION
AREAS**



waste ponds are adjacent to both industrial / employment areas, as well as residential areas immediately to the east.

Gateway Entry Monumentation:

Buena Vista is a unique community within a powerful landscape context and as such needs to clearly define where the community starts and orient visitors to all attractions available. The development of these features is clearly a subsequent community design effort, but citizens believe this is critical for the long-term success of economic development here. A kiosk with information for visitor attractions is an important component for this entry feature. A vernacular that reflects the mountains and picturesque Arkansas Valley context are important messages to be communicated with a signage style that can be



GATEWAY FEATURES



extrapolated to include trail and park signage, downtown orientation signs and all community messaging throughout the Town.

The ideal location for entry monumentation is yet to be determined and future annexation at the north end of town could significantly influence placement. On the south end of town, the corridor is dominated by public land ownership that should preclude development south of the designated area. There is a potential of controlling the visual entry at this south entry, to include the *wetland entry park* (see concept plan section of this summary) to create a very attractive sequence of natural landscapes while entering the Town.



FUTURE LAND USE

CHAPTER 8: COMMERCIAL ACTIVITY



The west gate has been discussed as a minor gate as compared to both the north and south entries.

Commercial Activity Nodes:

A series of commercial activity nodes are important to economic development in Buena Vista, as well as providing efficient services near where citizens live and work. The primary commercial node should be Main Street and Highway 24. That intersection is presently understated and requires improvements / reinvestment at this critical intersection to begin to pull traffic from Highway 24 into downtown Buena Vista. Other, lesser activity nodes are located around the community where access is good and future residential density is high. There are rezoning implications to enabling these activity nodes to be created.



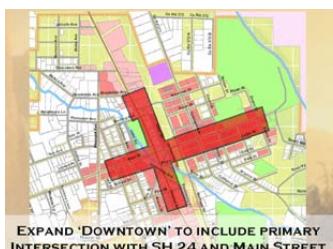
Intersection Nodes

This intersection node has been located wherever major intersections have been created with the development of this concept plan. The land use in these areas to be understood and potentially could become commercial nodes if that is deemed advantageous without undo consequences. At a minimum, these areas need to be studied to determine the transportation implications, if signalization, or additional safety signs are warranted at these intersections.



Project Concept

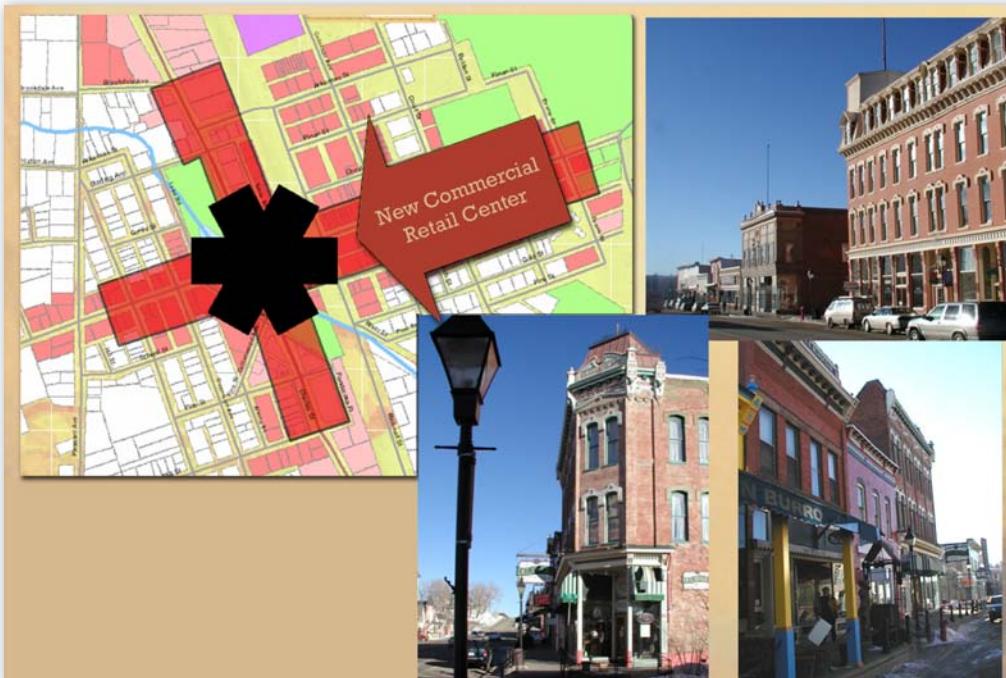
A series of unique projects were suggested at public meeting #3 and all of these concepts were well received by citizen participants. Here is a summary of ideas related to each concept proposed.



DOWNTOWN EXPANSION

Expand downtown to include State Highway 24 intersection:

Chip game results began to reveal citizen desire to expand this important crossroads in Buena Vista. The concept of expanding the zero lot-line/continuous frontage that is found on portions of Main Street to the highway and then both north and south along Highway 24 has been employed. A downtown improvement plan that includes all this area to help define pedestrian amenities and design continuity will be an important first step. A vision for the expanded downtown needs to be developed and then shared with Colorado Department of Transportation (CDOT). Other communities have assumed maintenance obligations for portions of the highway right-of-ways to ensure that the local vision can be achieved. Images from Leadville were used to characterize the scale of buildings that might be possible along this corridor, but clearly the historic character of these Leadville images are relevant for downtown Buena Vista as well. The concept enjoyed huge support from meeting #3 attendees.



PUBLIC INPUT

The Commercial Crossroads concept is beneficial for Buena Vista.



DATA

Infill and Redevelopment of the north side:

Citizens discussions about maximizing development where growth efficiency was at its highest lead to a general infill and redevelopment concept. The majority of Buena Vista east of Highway 24 possesses the highest existing concentration of public facilities and services. Yet much of the north side of town remains under utilized. Redevelopment incentives should be considered to induce reinvestment in these areas. A vision for the future of this area should be developed in conjunction with the downtown plan, as many of the parking issues for Main Street may be remedied in this area. Strong connections to both River Front park and downtown are critical to the success of this part of town. If this north side redevelopment area was allowed to have significantly higher densities and a mixed-use character, this area would significantly



INFILL & REDEVELOPMENT

FUTURE LAND USE

CHAPTER 8: PARK-COMMERCIAL



PARK COMMERCIAL

enhance Buena Vista downtown development objectives.

Park Commercial Concept:

Buena Vista is blessed with vast amounts of publicly-owned lands. The Riverfront Park is a tremendous asset, yet its potential to become a significant attraction has yet to be realized. Because Riverfront Park is positioned between downtown, the redevelopment area north of downtown and the Arkansas River could begin to act as a connector between these different land use patterns. The concept of park commercial, suggests these lands will always be owned by Buena Vista, with potential for a tenant relationship where vendors could be developed.

The desire to activate Riverfront Park has been expressed by citizens. This concept could begin to provide desired services and attractions to expand the existing theme of the park. The shops would be very small in size and cater to both passive and active recreation interests of park users. A master plan for Riverfront Park that depicts this concept is needed to ensure the success of this kind of venture.

PARK VENDORS

Given the abundance of park lands available near downtown, there becomes an opportunity to extend complementary small-scale commercial activities along the park on the west side. Park-commercial activities can be carefully controlled since the town owns these lands.



Accessory Dwelling Units:

Goals for both this planning effort and the previous have suggested that increased density was desired as citizens recognize the need to limit expansion into surrounding lands. A means of significantly increasing density while promoting redevelopment and personal investment is to

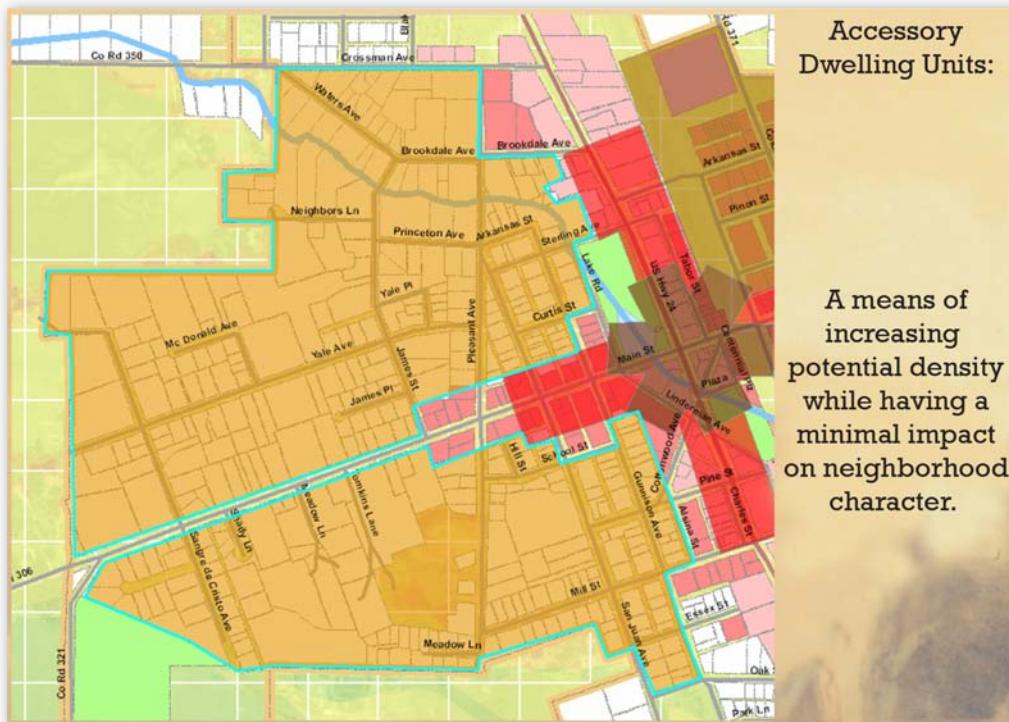
ADUS

allow accessory dwelling units (ADU).

This approach to density is clearly the approach that has the least visual impact on the existing character of established neighborhoods as well. Buena Vista presently allows ADUs by special review, and thus is an option that is currently available. The unpredictability of special-use requests will limit broad application of ADUs neighborhood-wide. The Town should consider making this a use-by-right in neighborhoods where residents agree with the strategy. Criteria such as access and parking need to be clarified to minimize undesired consequences.



ACCESSORY DWELLING UNITS



Accessory Dwelling Units:

A means of increasing potential density while having a minimal impact on neighborhood character.

MAP

Accessory Dwelling Units



ROAD CONNECTION SYSTEM

System of Primary Road Connections:

The existing hierarchy of roads throughout Buena Vista is a little confusing. The combination of large public land holdings, the railroad, the river, Cottonwood Creek and State Highways have tended to become separators in many instances.

This diagram isn't intended to be the final street plan for Buena Vista. It begins to integrate roads within yet-to-be developed areas to promote efficient development and strong connections to the built components of the community.

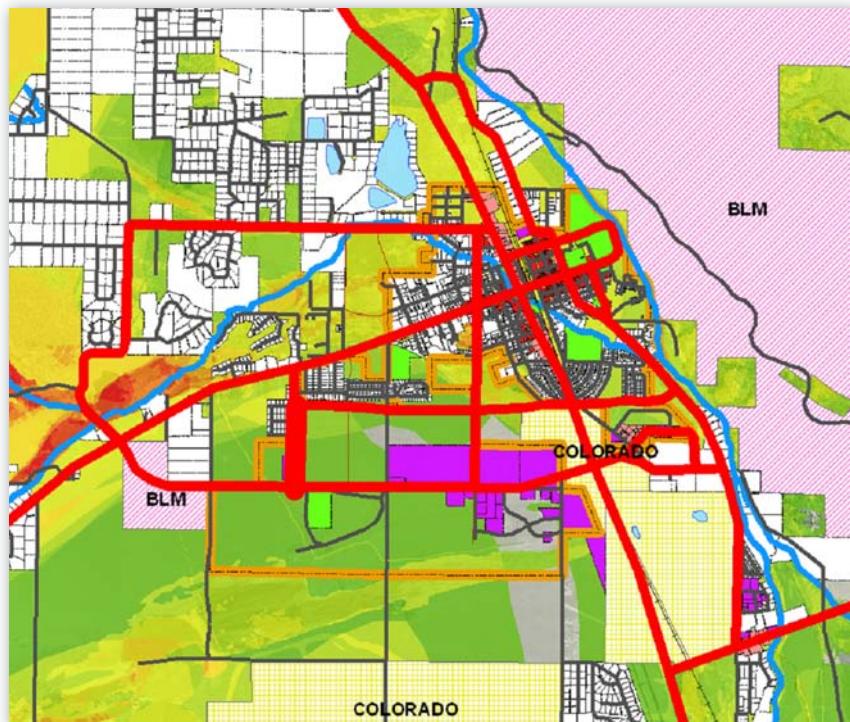
See enlarged map next page.

FUTURE LAND USE

CHAPTER 8: ROADS & OPEN SPACE



PRIMARY ROAD HIERARCHY



OPEN SPACE CONNECTIONS



MAP

Roads, trails & open space

A Systemization of Community Open Space Connections:

The use of the Arkansas River and Cottonwood Creek has been perceived as the community open space structure since before this Comprehensive Plan update. This diagram depicts the need to establish a southern loop to provide linkage to the river and creek system for future residents on the south end of town. The lack of natural drainages here suggests that this link be created in conjunction with roads and other easements which may exist to connect east to west across the southern end of town.



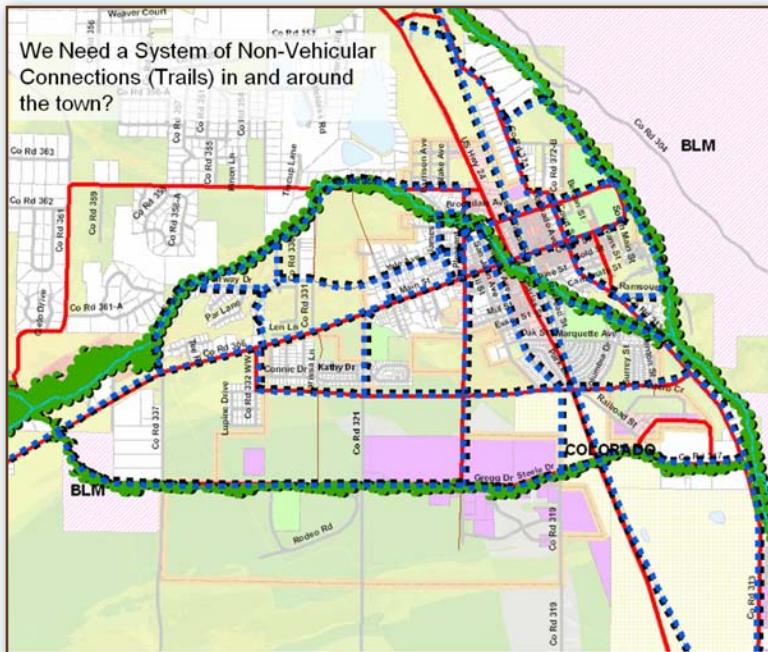
Trail Diagram:

This Plan includes the core trails reflected in a community trails plan, as well as a series of new connections reflecting future road connections. When citizens were asked if they approved of this trails plan they were overwhelmingly supportive.

An important next step for the Town of Buena Vista is to update the community's parks, trails and open space plans where specific citizen desires for recreational activities can be matched with available parks and facilities.



TRAIL SYSTEM



MAP

Trails

Trail system reflected on
the above map.

A horizontal bar chart with three bars. The first bar is brown and labeled '91%' above it. The second bar is brown and labeled '3%' above it. The third bar is brown and labeled '6%' above it. To the left of the first bar is the text 'of the community liked the proposed diagram'. To the left of the second bar is the text 'of the community did not like the diagram'. To the left of the third bar is the text 'of the community was neutral regarding trails and the diagram'.

Response	Percentage
liked the proposed diagram	91%
did not like the diagram	3%
was neutral regarding trails and the diagram	6%

DATA



FUTURE LAND USE

CHAPTER 8: PARKS & INTENSITY ZONES



WETLAND ENTRY PARK

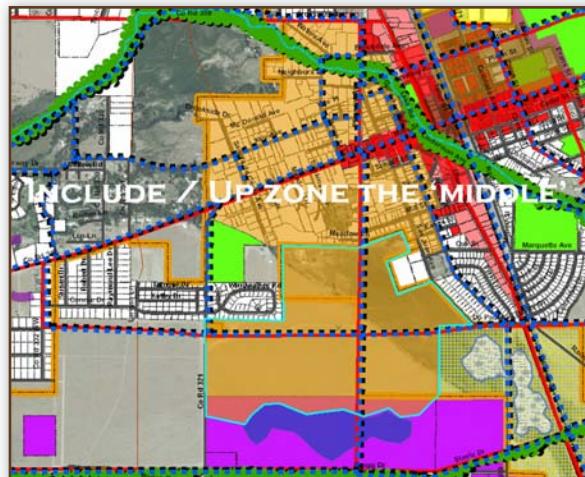


ANNEXING & LINKING

Wetland Entry Park:

An idea emerged from the design chart suggesting a viable use of public lands immediately south of town.

Because this corridor is important to the sequence of spaces for visitors entering into Buena Vista, the idea of making it an attractive visual element was developed near the south entry to make it appear more welcoming than just vacant land.



Annexation and linkage to built Buena Vista:

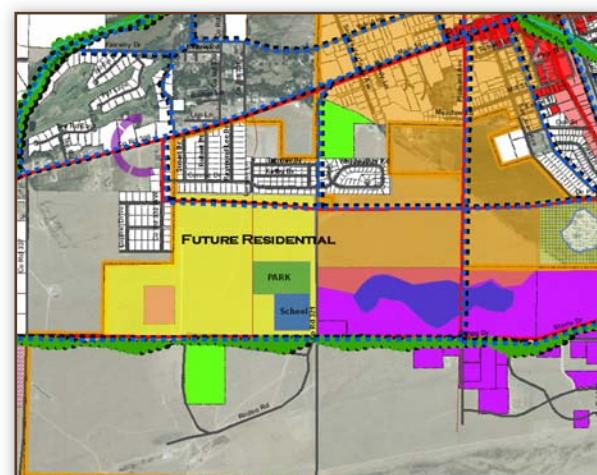
An existing out-parcel north of the industrial area on the south end of town drew the attention of participants in the community design process. Citizens were interested in how this area could transition from existing town areas into heavy industrial uses in a way that would be complementary to broader

community objectives. This area is very close to downtown Buena Vista and presently is very detached from the rest of town. As development of the south end of Buena Vista increases this area will become very important in connecting new citizens with downtown. A separate public process will be required to annex and zone this area.

FUTURE RESIDENTIAL

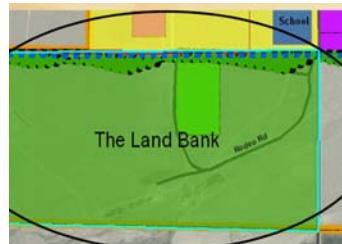
New School and Park

Citizens who played the chip game suggested residential intensity on parts of the undeveloped south end. In addition to homes, they recognized the need to provide infrastructure to future residents in this area. A park and elementary school were proposed somewhere in the southwest end of town. Public works has suggested these specific locations would work well. Support for this concept was very high at public meeting #3.



Public land development plan:

A unique city-owned parcel occupies the extreme southwest corner of the existing city limits. It was felt that a Comprehensive Plan for future development would be required to understand the full potential of this site. No development should be made here until that public process and Comprehensive Plan is completed and adopted.



**PUBLIC
LANDS**

Intensity zones:

The concept plan depicts a range of intensity zones that is intended to direct appropriate development to these specific areas. Additional conversation and definition of thresholds densities and mass will be required to translate these intensity zones into zoning categories. The intensity zones are important to provide downtown and desired redevelopment areas with the critical mass of residents needed to make those development objectives successful.

DEFINITIONS OF LAND USE DESIGNATIONS

The following general densities may provide guidelines for future zoning. These designations serve only as direction for the elected officials and do not represent or convey the absolute or final density of an individual parcel or area. See *zoned areas in Buena Vista land use code*.

DEFINITIONS**LOWER DENSITY SINGLE FAMILY**

Single-family residential density consisting of large lots over 20,000 square feet and larger within the Town boundaries of Buena Vista.

This density results in rural-like neighborhoods with large distances between residences, ample room for outbuildings, parking and storage and some portions of the lot left open and undeveloped.

MEDIUM DENSITY SINGLE FAMILY RESIDENTIAL

Single-family residential density with lot sizes ranging from 10,000 square feet to 20,000 square feet.

Development on land designated medium-density single-family residential will provide a wide range of lot sizes. Portions of individual developments on land with this designation will be required to provide a range of lot sizes that together yield a mean single-family dwelling unit lot size of 12,300 square feet.

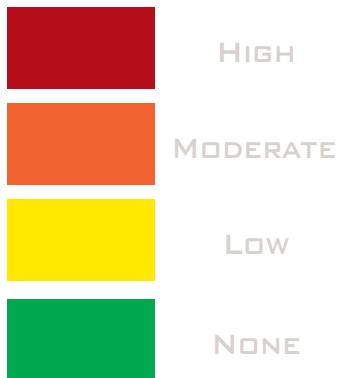
HIGHER DENSITY SINGLE FAMILY RESIDENTIAL

Urban-level density modeled after the density of residential

FUTURE LAND USE

CHAPTER 8: DEFINITIONS

DEFINITIONS



neighborhoods in Buena Vista's historic grid-patterned town site with single-family lot sizes ranging from 7,500 square feet to 12,500 square feet.

Portions of individual developments on land with this designation will be required to provide a range of lot sizes that together yield a mean single-family dwelling unit lot size of 10,000 square feet. Moreover, these small lots have a suggested maximum coverage of 40 percent.

MULTI-FAMILY RESIDENTIAL OVERLAY

Because the demand for developing multi-family complexes is relatively low in Buena Vista, it is best not to designate specific areas for multi-family only.

An overlay is intended to identify areas in which it may be appropriate to mix multi-family dwelling units with the underlying land use designations subject to full development review under the land use code.

GENERAL COMMERCIAL

A broad designation intended to allow for businesses providing the range of goods and services demanded by the local and visiting population. It may be appropriate to allow multi-family residential development on some general commercial areas subject to full review under the land use code.

INDUSTRIAL/LIGHT INDUSTRIAL

A designation allowing for businesses engaged in the production, storage and wholesale distribution of products. Land designated as Industrial/light industrial is also appropriate for general storage including warehousing and mini warehousing.

INFILL AREAS

Proposed future land uses in unincorporated areas (mostly) surrounded by the Town of Buena Vista will be reviewed on a case-by-case basis with sensitivity to impacts of proposed development on adjacent properties. Land use compatibility and measures to mitigate impacts can be identified during the annexation and development review process.

DEVELOPED RURAL

Areas on the future land use map consist of properties in the Buena Vista future land use area that appear to be fully developed as rural residential or mixed-use parcels. The size of developable land area on these parcels and fragmented ownership makes them less likely to accommodate larger developments in the future, but on a case-by-case basis, these properties could be considered for annexation and

redevelopment. Any redevelopment would require a map amendment to the future land use map.

RURAL AGRICULTURAL

Rural agricultural designations are attributed to larger parcels in the future land use areas having the potential for incorporation into the Town in the distant future, but are best left as larger intact agricultural and rural parcels for the foreseeable future.

RIPARIAN AGRICULTURAL CORRIDOR

Areas along Cottonwood Creek and the Arkansas River are somewhat constrained by the 100-year floodplain and provide a desirable rural/agricultural buffer between urban land uses and the sensitive riparian corridor.

MIXED-USE

Mixed-uses emerged as a popular concept during the public process. Mixed-use refers simply to the mixing of different land uses such as offices, residences and retail. Mixed-use development is popular because it creates attractive pedestrian environments. Generally accepted mixed-use principles include the following:

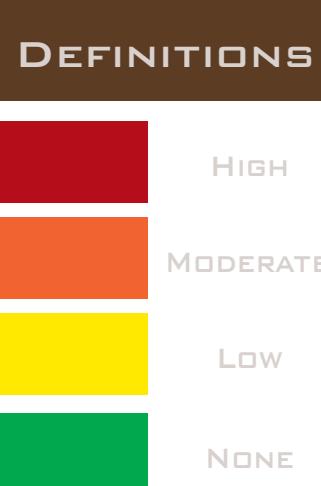
1. All structures should be oriented to streets and sidewalks.
2. Mixed-use areas should include common areas.
3. Mixed-use areas should be pedestrian friendly with sidewalks, bike paths and the like.
4. Mixed-use should never be pursued without a specific area master plan.

Mixed-use categories can be broadly broken down into three categories including residential, corridor and town center.

1. **Mixed-use residential** should predominately contain housing but also some small-scale retail. Retail might be small offices or live work units. Mixed-use residential is typically located near arterial or collector streets
2. **Mixed-use corridor** areas may be considered for an even split between housing and business. This category may be appropriate along the perimeters of the commercial core area. The intent is to create some additional vitality and redevelopment of existing land use in the area.
3. **The mixed-use town center concept** could be applied in the town center and is intended to improve the downtown area and can include any appropriate mix of land uses on a case by case basis.



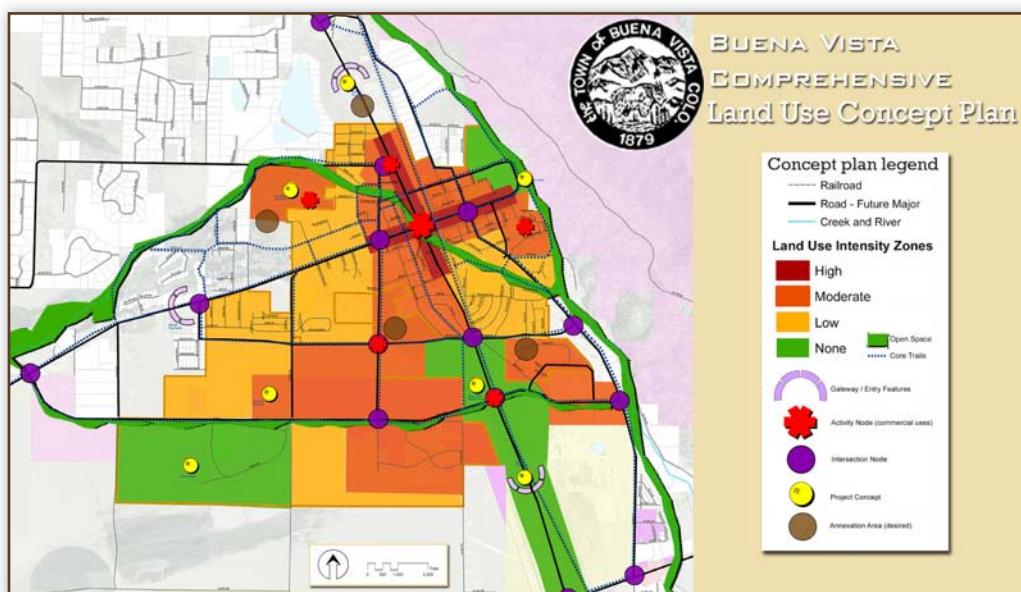
TYPES OF LAND USES



FUTURE LAND USE

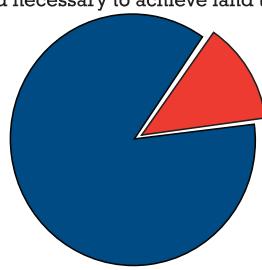
CHAPTER 8: MAPS & PUBLIC INPUT DATA

LUCP MAP



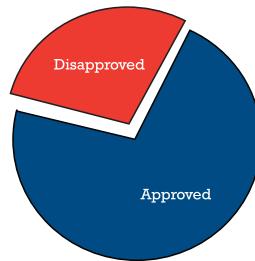
Intergovernmental agreements with Chaffee County are both desirable and necessary to achieve land use planning goals.

DATA



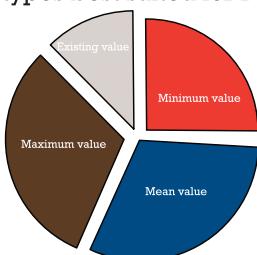
● 84% of those surveyed agreed
▲ 16% disagreed.

Does this land use concept plan meet with your approval?



● 71% of those surveyed approved of this land use concept plan and
● 29% disapproved with this land use concept plan.

Density types best suited for Buena Vista



● 31% of those surveyed felt the mean value was the best density type for Buena Vista (.25 average of all),
● 31% of those surveyed felt maximum value was best (.30 - Table 1),
● 25% felt minimum value was the best density type (.19 - Table 4) and
● 13% felt the town's existing average was the best (.36).

Chapter Nine



COMMUNITY DESIGN

Community Design

Buena Vista residents take pride in the attractiveness of their community. As such, the Town will encourage a high standard of design for all new and re-developed properties. As considered in other elements of this Plan, the Town will also encourage aesthetic preservation of existing open spaces and agricultural lands as well as the Town's historic assets.

GOAL 5.A -

Development quality will be governed by building and site design standards in the municipal code.

Policy 5.A.1: Buena Vista will promote high-quality site planning and building design standards for residential and commercial development. The standards should address transitions or setbacks between different land uses including parking lot design, landscaping components, quality architectural design, building materials and signage.

Policy 5.A.2: Buena Vista will develop a program to address street design and appearance in addition to existing streetscape improvements. Streets will be designed with equal consideration to visual character and safety. This will include special paving at crosswalks, unified fencing, public signage, lighting, setbacks and landscaping.

Policy 5.A.3: Buena Vista will enforce its codes pertaining to protecting the appearance of Buena Vista, such as property clean up, sign code, general nuisance abatement and commercial landscaping.

GOAL 5.B -

Buena Vista will maintain and enhance the community's overall appearance.

Policy 5.B.1: Older neighborhoods in Town will be preserved both architecturally and naturally. The historic character of individual structures and neighborhoods will be preserved and new development in, or adjacent to, historic neighborhoods is expected to be compatible in terms of density, scale, setbacks, uses and design.

Policy 5.B.2: Buildings in transition areas between residential and non-residential should consider the context of both areas.

Policy 5.B.3: Buena Vista will consider establishing separate building height, lot size, lot coverage and setback regulations for different areas of the Town for the purpose of defining and protecting the character of each area. Impacts on views from identified public spaces should be among the factors considered when establishing height limits.

Action Item: The Town will establish interim building height and bulk rules to protect community character while permanent rules are being developed.



Design Standards



Design Character



COMMUNITY
DESIGN

POLICY



Action Item: Existing land use code should be revised to require the installation and maintenance of adequate landscaping and screening in commercial, industrial and multifamily projects.

Policy 5.B.4: Outside commercial or industrial activity, including storage facilities, transition areas between commercial/industrial uses and residential districts should be screened.

Policy 5.B.5: Where possible, significant surface grading of development sites should be minimized to protect the character of the existing landscape.

Policy 5.B.6: Areas with sprawling commercial land - particularly strip uses - along arterial streets that require driving from one business to another should be encouraged to re-develop over time into compact areas so that the businesses may be more easily accessed by pedestrians.

Policy 5.B.7: Regulatory mechanisms should be adopted to preserve and enhance views from designated public spaces such as parks, trails and major roads.

Policy 5.B.8: Surplus small parcels in public rights-of-way should be landscaped.

Policy 5.B.9: Where feasible, Buena Vista will encourage side and rear parking in new residential development.

Policy 5.B.10: New mobile home parks and zones should not be allowed within Buena Vista city limits.

GOAL



Downtown Design Features



RURAL LANDSCAPE

Buena Vista will maintain and enhance the appearance of the downtown area.

Policy 5.C.1: Buena Vista center should be enhanced with a variety of components including pedestrian-oriented storefronts and pedestrian-scaled streetscapes. Attention to architectural detail and streetscape components including sidewalks, trees and the provision of street furniture, lighting, trash receptacles and bicycle racks should be given.

Policy 5.C.2: Views of surrounding mountains from the commercial core should be optimized wherever possible.

Policy 5.C.3: When possible Buena Vista will encourage the development of public art features.

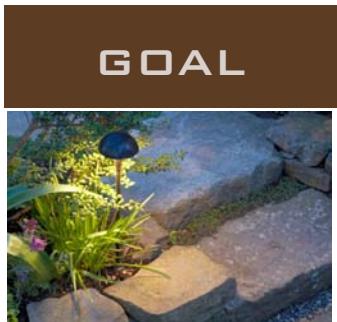
Policy 5.C.4: Landscaping and screening should be required to reduce the visual impacts of parking lots associated with commercial uses.

GOAL 5.D:

Buena Vista will strive to maximize its open space assets and preserve clear boundaries at the Town's edges.

Policy 5.D.1: Open space corridors should include both agricultural, active and passive open spaces. Corridors along these open spaces should include the following elements where appropriate:

- Screening - Built structures, utility infrastructure sites (including gas tanks, if applicable) or other industrial sites should be screened with rows, or clusters of native trees and shrubs.
- Fencing - Privacy fences cannot be constructed along any length of an open space. Instead, if fencing is required, then open fencing such as picket or split rail will be encouraged.
- Electrical, natural gas or other distribution stage lines and wires will be required to be placed underground to the maximum extent feasible.

**GOAL**

Policy 5.D.2: Buena Vista will work with Chafee County in order to retain the Town's identifiable edges and preserve community character by ensuring that physical separation exists between unincorporated County and Town development.

GOAL 5.E

Buena Vista will promote and pursue sustainable development standards in new and redevelopment projects.

Policy 5.E.1: Buena Vista will promote development that incorporates principles of sustainable design to reduce both energy and resource consumption including but not limited to:

- Minimizing energy and water use
- Promoting renewable energy sources and locally-produced materials
- Minimizing the use of pesticides, herbicides and other toxic chemicals
- Utilize sustainable design standard such as "BuiltGreen Colorado" and the U.S. Department of Energy's "Building American" program

**GOAL**

Building Standards

GOAL 5.F

Buena Vista will emphasize and improve the community's gateways.

Action Item: Buena Vista will pursue the development of a gateway master plan. The proposed plan need not be complex, however it should clearly demarcate the locations and features of the gateways

**GOAL**

Downtown Design Features

COMMUNITY DESIGN

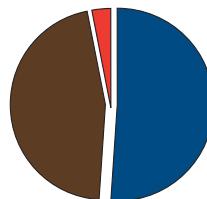
CHAPTER 9: COMMUNITY INPUT DATA

as well as provide budget allocations for short-term improvements such as signage while also including details concerning long-term improvements including landscaping, coordination with CDOT, speed limits, boulevards, roundabouts and the like.

DATA

Visual Impacts

Visual impact level to achieve for Buena Vista

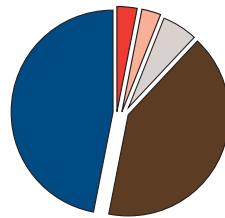


- 51% of those surveyed felt there should be **NO IMPACT** to visual resources
- 46% of those surveyed felt **SOME IMPACT** to visual resources was acceptable
- 3% felt that a **SIGNIFICANT IMPACT** to visual resources was acceptable

DATA

Fee Review System

Should the town adopt a fee/review system that favors infill in certain architectural styles?

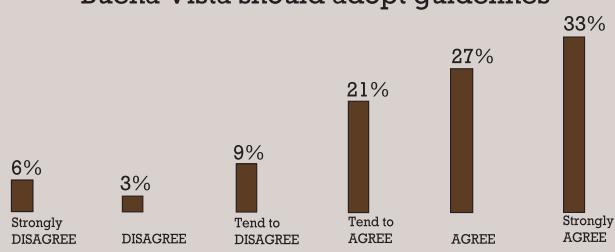


- 47% of those surveyed responded with an **EMPHATIC YES**
- 41% of those surveyed **TEND TO THINK YES**
- 6% of those surveyed were **NEUTRAL** on the topic
- 3% of those surveyed **TEND TO THINK NO**
- 3% of those surveyed responded with an **EMPHATIC NO**

DATA

Design Guidelines

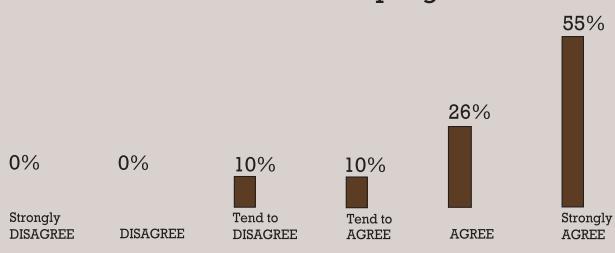
Buena Vista should adopt guidelines



DATA

Sign Standards

Buena Vista should develop sign standards



Chapter Ten



PARKS & RECREATION

Parks, Recreation, Open Space, & Trails

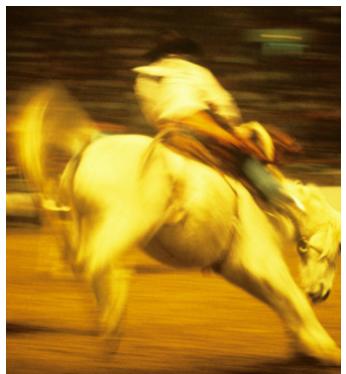
Parks enhance passive and recreational opportunity within any community by providing places for families and visitors to recreate and relax. In addition, parks and recreation facilities frequently enhance the community's image and quality of life.

Buena Vista's Department of Recreation and Department of Public Works provide the citizens of the Town with many opportunities and locations to recreate. Currently the park system consists of four major parks and the fair grounds with total lands at nearly 473 acres. The largest of these, with 360 acres of land, is the Town of Buena Vista rodeo grounds. This complex is made up of a rodeo complex complete with corrals, chutes, arenas and other equipment necessary for rodeo activities with seating for 800. Additionally on this land there is an airstrip for remote controlled airplane enthusiasts and a privately-leased shooting range. These facilities do not fill the 360 acres leaving considerable open space for the public to enjoy.

The second largest public space is the River Park with 92.5 acres. On these grounds there are two softball fields, a baseball field, volleyball courts, a soccer field, fitness courts, a picnic pavilion, walking trails, river access and a playground. Additionally there is a kayak play park that consists of four man-made drops with another drop slated for construction. Also from this park people may access the South Main and East Main trails along with the Whipple and Midland trails by use of a bridge crossing the Arkansas River.

The three other main parks are McPhelemy, Columbine and Four Square. The facilities in McPhelemy reside on 3.3 acres and include a tot playground, a picnic pavilion, restrooms, creek access with a bridge and a town lake stocked with fish by the Colorado Division of Wildlife (DOW). Additionally, the historic railroad depot, owned by Buena Vista Heritage, is located in this park. The Columbine and Four Square parks, 2.16 and 1.27 acres respectively, both include playgrounds, restrooms and picnic areas. The Chamber of Commerce is located in Four Square Park. In addition to these large parks there is the approximately 7,000 square foot Millie Crymble tot park and playground and the 15-acre Buena Vista Cemetery which provides some measure of passive open space. Platted for development is a park in Meadow Ridge, which will be approximately 7,000 square feet, and will provide open play areas and a picnic pavilion. Meadow Ridge and South Main subdivisions possess parks and the Sunset Vista IV development has donated money for a park. Lastly there is some fishing access and a trail that the water department leases from the DOW.

The parks department is currently planning a few different improvements



**PARKS
RECREATION
OPEN SPACE**

PARKS & RECREATION

CHAPTER 10: INTRODUCTION



to the Town's park system. New trails are slated to be developed. A new bridge connecting the River Park trail to the Whipple trail is under consideration. Also at River Park, a new baseball field is planned. The fairgrounds are scheduled to receive a new town park and more restrooms.

Supplementing the Town's parks is the current and planned trail system that runs throughout Buena Vista. These trails include McPhelemy Park, Cottonwood Creek to the Arkansas River, Barbara Whipple, Highway 24 bypass, West Main Street bike way, Airport and Colorado Mountain College access, East Arkansas Street to River Park (under construction), Gregg Drive (not constructed), Arizona Street, Rodeo Road Bike Way (not constructed), Rodeo Road to South Pleasant Avenue and Mill Street (not constructed) and the Midland Meadows / Mountain View subdivisions (not constructed). Additionally the Arkansas River northward trail and the Crossman Avenue / Meadows are under Chaffee County jurisdiction but enhance Buena Vista's overall trail system.

RECREATION



Complementing parks, the recreation department provides activities in three seasonal bundles, winter/spring, fall and summer. The winter/spring activities include full-moon Nordic skiing, cross-country ski trips, school holiday ski trips, Eskimo roll practice, beginning rock climbing, volleyball clinics and leagues, indoor tennis, kids basketball and softball leagues. Fitness classes include martial arts, yoga, Pilates, arthritis-specific weight training, aerobics/Tae BO, self-defense workshops, swim aerobics, respiratory health and sleep apnea seminars. Also provided are special interest programs including dog obedience class, creative memories scrap book creations, gardening basics, trees for mountain communities, vegetable gardening at altitude, houseplants 101, hanging basket creations, a financial planning series, a bridge club, dance classes and trips around the area.

Summer activities provided include day camps for kids, rafting, rock climbing, mountain bike trips, hiking, kayaking, horseback riding, a junior ranger program, orienteering, bird walks, ATV outings, softball leagues, tennis, baseball, roller hockey, Tai Chi, yoga and martial arts classes. Teen programs include classes in social success, back-to-school makeover for girls, boys in the kitchen, and baby sitting fundamentals. Classes in dog obedience, bridge, hanging baskets, knitting/crocheting, computer skills and dance are also available to the public. Additionally there are concerts in town parks and sponsored trips around the area.

Fall activities are similar to winter/spring but include the additional programs of pruning woody pants, xeriscape classes, soap making and bath fizzies, pumpkin decorating, craft workshop, guitar lessons, music lessons and family nights.



GOAL 6.A -

Buena Vista will proceed with the development of new trails and the expansion of the existing trail system

Trails provide a form of alternative transportation and offer linkages between the Town, public lands, developed parkland, businesses, neighborhoods and open space. They also promote physical fitness, and leisure opportunities.

Policy 6.A.1: Buena Vista will promote and support future and existing plans for a trail system that interconnects with regional and public land system trails.

Policy 6.A.2: All proposed new trails will be reviewed by the Buena Vista Trails Advisory Board.

Policy 6.A.3: Buena Vista will prioritize linkages between existing and planned trails, with special emphasis on spanning existing gaps within the system.

Policy 6.A.4: Buena Vista will require trail easements meeting the criteria congruent with the trail master plan in all new subdivisions and annexation developments prior to approval.

GOAL 6.B -

Buena Vista will pursue a balanced parks and recreation system.

Policy 6.B.1: Buena Vista's parks system should strive to contain the following elements and characteristics:

Community Park: Community parks are large parks meant to serve the entire community. These parks will not be less than 10 acres and have the full compliment of utilities available on site (water, electricity, etc.). They will contain major, permanent recreation facilities such as ball fields, skate parks, public events venues, and other land-intensive usages as well as park benches, picnic pavilions and play sets. These parks will have automatic irrigation on-site, adequate parking and full connectivity to the trail system. Due to likely intensive use of these facilities the location, access and buffering from surrounding neighborhood uses will be required.

Neighborhood Parks: Neighborhood parks are much smaller than community parks smaller than nine acres, but typically between one-fourth acres and three acres and are meant to serve those residents who live within walking distance, approximately one-half mile. These parks will not typically be served by any utilities other than electricity for limited night lighting. Neighborhood parks will be fully landscaped, provide some seating and picnic benches as well as a small playground. The biggest neighborhood parks may contain court facilities such as tennis or basketball.

**GOAL**

Trail System

POLICY**GOAL**

Park System

POLICY

PARKS & RECREATION

CHAPTER 10: PARK GOALS & POLICIES



PARKS



Neighborhood park dedications, or portions thereof, may be waived of land dedication requirement in order to secure a fee-in-lieu so as to ensure the focusing of park resources on the development of a high-quality community parks over the short term. However, in developments designated as “high density” neighborhood parks may be required and desirable in order to provide open space and recreational facilities for neighborhoods.

Buena Vista does not have an interest in requiring or developing so called “pocket parks” - very small parks that do not have any particular recreational purpose but serve as an aesthetic element of subdivision design – where local parks are required. The Town prefers the development of full-quality neighborhood parks with recreation amenities as described under the neighborhood park definition.

Action Item: Update the Buena Vista community parks plan and implement and integrate it into the Town’s Comprehensive Plan. The Plan should include detailed policies and funding strategies to meet parks and recreation objectives.

Policy 6.B.2: Buena Vista should include parks into a comprehensive fair-share growth fee on all new development to pay for park facility improvements.

Policy 6.B.3: Buena Vista should develop and codify a park land dedication/fee-in-lieu for all new subdivision development and annexation using the Colorado small community parks planning standards methodology so that current service levels are not decreased by new growth. The requirement for acreage dedications per 1,000 residents will be specified in the Town land use code.

Policy 6.B.4: Parks should only be built on suitable lands that are accessible and usable by the general public and generally bordered by at least two public streets.

GOAL 6.C -

Buena Vista will identify and conserve priority open space lands in and around the Town.

Action Item: Buena Vista will generate an open space master plan that clearly designates priority open space lands and provides funding strategies for acquiring those lands.

Policy 6.C.1: Open space is divided into two forms; passive and active. The Town will delineate the appropriate quantities and balance between the two types in its open space master plan.

- Passive open spaces include riparian corridors, steep slopes (>30 percent), wetlands and natural drainage areas. Passive open spaces will be undeveloped and necessarily preserved from all future development using



GOAL

Open Space

whatever mechanism is appropriate including conservation easements, deed restrictions or dedication to the Town of Buena Vista).

POLICY

- Active open space will include all developed parkland including neighborhood and community parks and trail areas—note that a trail's presence through a passive open space area such as a riparian corridor converts that open space designation to active—that is it becomes a component of developed parkland.

Policy 6.C.2: Passive open spaces will be defined as such when it generally serves one of the following functions:

- Waterfowl ponds and wetland
- Native wildlife habitat and travel corridors
- Creation or preservation of pastoral scenic views to mountains, valleys or agricultural lands
- Protecting archeological or heritage features
- Provides the public from geologic or other hazards
- Shapes growth



OPEN SPACE

Policy 6.C.3: Buena Vista will not accept small acreage or low-value lands into its open space program. All open spaces should provide some recreational, wildlife or scenic value. That is, small parcels that are left over after site design and development and storm drainage catchment areas will not be accepted as open space or be maintained by the Town unless they are expressly determined to have preservation values.

Policy 6.C.4: Buena Vista will require open space land dedications or a fee-in-lieu for all new subdivisions and annexations prior to final approval so that existing levels of open space service are not decreased with new development.

Policy 6.C.5: Buena Vista will actively pursue additional revenue mechanisms and leverage options such as Great Outdoors Colorado (COCO) grants for increasing open space acquisitions.

GOAL 6.D -

Buena Vista will operate, maintain and develop its parks, open space and recreation system in such a manner as to minimize adverse local and regional environmental impacts.



Policy 6.D.1: Buena Vista should use green building materials, renewable energy sources, native plant species and energy efficient operations whenever feasible with park and trail development.

Policy 6.D.2: The park, recreation, trails and open space programs will

PARKS & RECREATION

CHAPTER 10: ENVIRONMENTAL GOALS & POLICIES

incorporate educational features and volunteer participation into all aspects of the system so as to further engage and inform the community and visitors of the extent and purpose of the programs.



GOAL

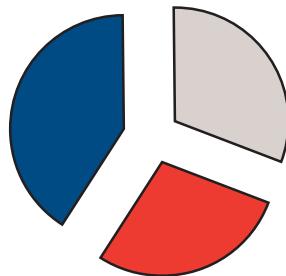
Environment

POLICY

DATA

Parks

Does the town of Buena Vista currently have adequately developed parks?

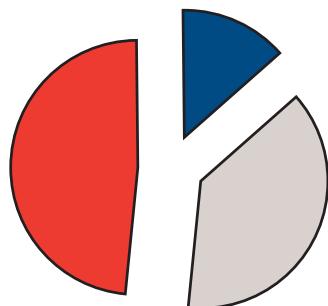


- 41% of the community feels park development is **VERY ADEQUATE**
- 31% of the community feels park development is **SOMEWHAT ADEQUATE**
- 28% feel park development is **INADEQUATE**

Does the town of Buena Vista currently have adequately developed play equipment for children and young adults?

DATA

Play Equipment

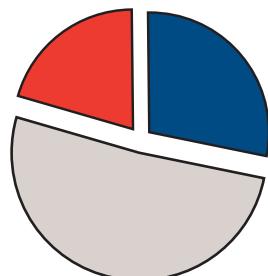


- 14% of the community feels equipment is **VERY ADEQUATE**
- 38% of the community feels equipment is **SOMEWHAT ADEQUATE**
- 48% feel play equipment is **INADEQUATE**

Does the town of Buena Vista currently have adequately developed active recreation facilities, such as ball fields?

DATA

Facilities



- 28% of the community feels facilities are **VERY ADEQUATE**
- 51% of the community feels facilities are **SOMEWHAT ADEQUATE**
- 21% feel active facilities are **INADEQUATE**

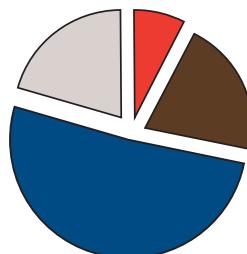
DATA

Open Space

Trails

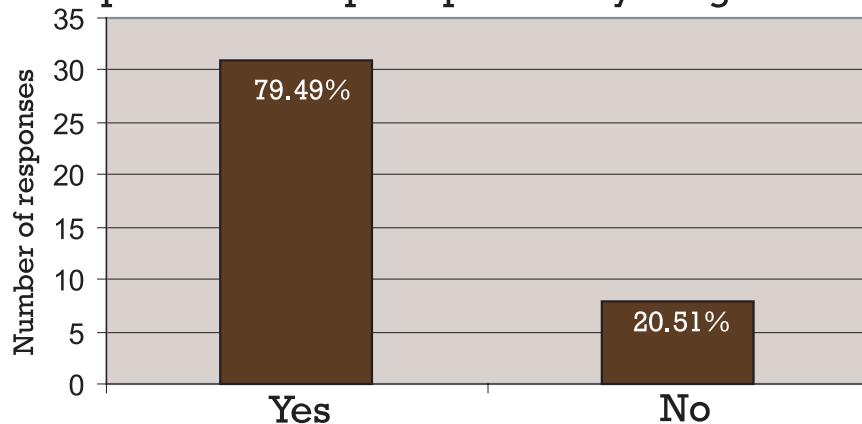
Parks

In terms of priorities, which elements of parks, recreation and open space should be emphasized over the next five years?



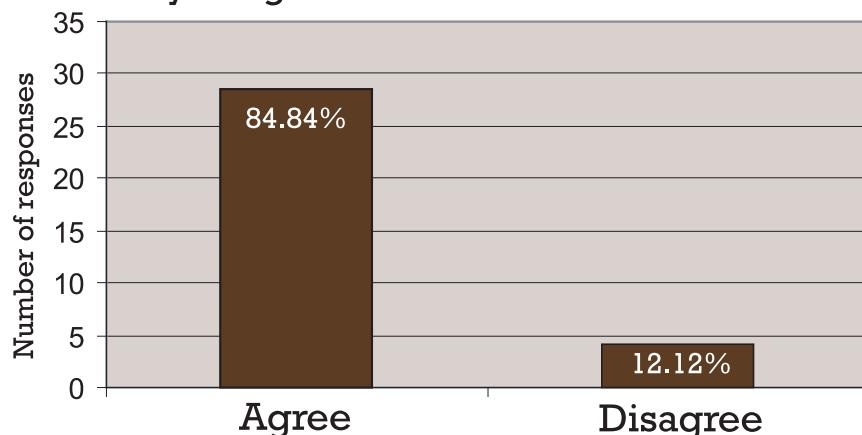
- 50% of the community feels OPEN SPACE ACQUISITION is most important
- 21% of the community feels PARKS DEVELOPMENT is a priority
- 21% feel TRAILS DEVELOPMENT is a priority
- 8% feel PARK ACQUISITION is a priority

The town of Buena Vista should encourage the purchase of open space. Do you agree?



The town of Buena Vista should require trail easements on all new developments.

Do you agree?



Chapter Eleven



TRANSPORTATION

Transportation

This section provides the link between future land uses and the necessary improvements to Buena Vista's transportation system.

The following items were of chief consideration for the planners and citizen working group when developing this Plan.

- Identification of key opportunities in the transportation system to facilitate downtown and other community enhancements
- Dealing with Highway 24 issues
- Pedestrian and cyclist use of public right of ways
- Development and improvement of the Town's Gateways
- Evaluation of the impacts of future growth (residential and non-residential) upon the existing transportation system.
- Generally locate and classify streets in the future land use areas.
- Identify connections between existing and future streets.
- Identify payment methods for infrastructure



STREET
SYSTEM

Evaluation of the existing street system

The existing transportation system can be described as a hybrid of a hierarchical and grid-style streets system. A grid-style streets pattern is a system of straight, parallel streets that intersect each other at right or nearly right angles.

A **hierarchical streets pattern** is based on a streets classification system in which a street's design (right-of-way width, pavement width, etc.) is related to its function. The following are common and useful descriptors of streets.

Local streets provide frontage for access to lots and carry traffic that has origin or destination with lots adjacent to the street. Streets should provide the minimum width needed for parking on both sides of the street.

Collector streets serve traffic passing from neighborhoods or commercial centers to arterials and other collector streets. As such, collector streets are designed to handle higher volumes of traffic at higher speeds than local streets. Where possible, subdivision design should avoid direct access to lots from collector streets, but this can ultimately be determined during the development review process. Collector streets should generally provide enough shoulder room for parallel parking and bike lanes.

TRANSPORTATION

CHAPTER 11: GOALS & POLICIES

Arterial streets provide relatively direct linear movement across the community so that all neighborhoods may be accessed from any other point in town. They are designed to handle high volumes of traffic and can carry a significant amount of “pass-through” traffic not stopping in town. Parking in arterial street roadways is not supported. Direct access to lots is discouraged. West Main Street and Highway 24 are examples of roads that might be considered arterial.

Streets are generally designed to handle more traffic the higher they are upon the streets hierarchy. The streets layout is designed to funnel traffic out of neighborhoods and commercial districts onto streets with higher capacity until travelers are on the system of arterials streets that allows movement into different areas and into and out of town.

GOAL 7.A -

Buena Vista will strive to achieve and maintain smooth and efficient transportation on all public streets

Policy 7.A.1: Buena Vista will enhance traffic circulation by planning for adequate north-south and east-west circulation.

Policy 7.A.2: Specifically, areas of new development need to provide collector streets generally trending north-south or east-west connecting directly with the arterials or feed into existing collector streets with adequate capacity to handle additional traffic which ultimately connect with arterials.

Policy 7.A.3: Buena Vista will enhance connectivity between existing and future development.

Policy 7.A.4: Buena Vista will identify all easements or rights-of-way in existing subdivisions which would serve as a connection to areas in the future land use map designated for future urban development.

Policy 7.A.5: Buena Vista will enhance connectivity between all future developments.

- The streets system in each new development must provide access to development in future annexation tiers. This means that the Town will often require that future developments include street “stubs” to land not yet formally considered for development.

Traffic generated by new development spreads throughout the streets system, ultimately consuming some level of capacity throughout the existing streets system.

Policy 7.A.6: Buena Vista strives to mitigate off-site impacts of future development on existing roadways and intersections.

- Intersections between existing collector streets serving future

POLICY

development and arterials are a key concern and impacts upon these intersections must be evaluated carefully and mitigation guaranteed.

- The roadways of the existing collector streets and arterials must be monitored to determine if future development will warrant improvements such as an upgrade of a sub-standard roadway to meet collector or arterial street status.

GOAL 7.B -

Buena Vista will ensure that all new land uses provide adequate transportation facilities.

Policy 7.B.1: Future development will be required to pay its fair share of the cost of the capacity related system-wide streets improvements made necessary by each development. This may be accomplished through a professionally-calculated impact fee system.

Policy 7.B.2: Buena Vista will develop fiscal mechanisms to fairly allocate this cost so that only the capacity-related improvement costs accrued by each future development will be required as mitigation from that development.

Policy 7.B.3: Buena Vista will work with Chaffee County in the development of joint street standards in the Town's three-mile area of influence.

Policy 7.B.4: Buena Vista will encourage new development proposals, particularly mixed-use proposals that provide multi-mode transportation options including bicycle and pedestrian traffic.

Policy 7.B.5: Higher density development will only be located where existing or planned road facilities are appropriately built and designed to serve it.

GOAL 7.C -

Buena Vista will promote multi-mode transportation options.

Policy 7.C.1: All future development will be required to connect both internally and externally to a sidewalk or trail system.

Policy 7.C.2: Funds for sidewalk expansion on existing streets will be allocated in the annual budget and transportation capital facilities plan.

Policy 7.C.3: Buena Vista will consider using special assessments to improve or develop pedestrian sidewalks in priority areas.

Policy 7.C.4: Any new parking areas and existing parking facilities should be constructed in such a way as to maximize safety and convenience for pedestrians.



GOAL

Fiscal Mechanisms



STREET PLANNING



GOAL

Multi-mode Options



POLICY

TRANSPORTATION

CHAPTER 11: ANNEXATION GOALS & POLICIES



GOAL

Highway 24



POLICY

Policy 7.C.5: Buena Vista will invest in traffic calming devices where needed and appropriate and reduce speed limits on all local and possibly some collector streets.

Highway 24 is a central spine in Buena Vista's traffic system. This fact is not likely to be easily changed. Consequently the Town should strive to capitalize on the positive aspects and mitigate negative consequences.

GOAL 7.D -

Buena Vista will strive to improve Highway 24 as a transportation asset.

Action Item: Buena Vista will develop a Highway 24 transportation improvement plan. This Plan will engage all elements of the road frontage that are directly under the Town's jurisdiction. The Plan will include sidewalks, crosswalks, bike lanes, setbacks, architectural guidelines, signage and perhaps the designation of a local name for the road stretch through town.

Policy 7.D.1: Buena Vista will focus in particular on improving the Highway 24 intersection with Main Street. Signage should begin approximately one mile prior to the intersection. The intersection itself should be designed and beautified so that potential pass-thru traffic is converted to destination and drawn into the downtown commercial core.

Policy 7.D.2: Buena Vista will work with Colorado Department of Transportation (CDOT) to plan for an improved system of crosswalks and medians to make crossing the highway safer.

Policy 7.D.3: Buena Vista will seek to dramatically improve community gateways at the north and south ends of Highway 24. The west gateway is important as well but secondary to north/south gateway improvements. See future land use section for additional details.

Future Streets Map

The public process yielded a map indicating the location and purpose of several major transportation, or roadway, enhancements to the Town of Buena Vista. The maps general purpose is to:

- To provide a general blueprint of the location of future collector and arterial streets in the future land use areas.
- To identify the role existing streets will play in serving future development.
- To identify key connections between existing and future development.

- To identify intersections and roadways likely to warrant improvement due to the increased traffic generated by future development.

Description of proposed future streets network

The future streets network is focused on providing or improving north/south and east/west connections in the Town.

There are currently no plans for a Buena Vista by-pass. Despite the fact that Highway 24 is widely viewed as problematic, it is unlikely that CDOT will plan for or approve any type of by-pass around Buena Vista. Indeed, doing so might further alienate the downtown and damage local business. The Highway does provide a major transportation gateway into and out of the Town and does generate significant amounts of pass-thru traffic – all of which has the potential to become destination-oriented if Buena Vista properly engages and markets to these potential visitors.

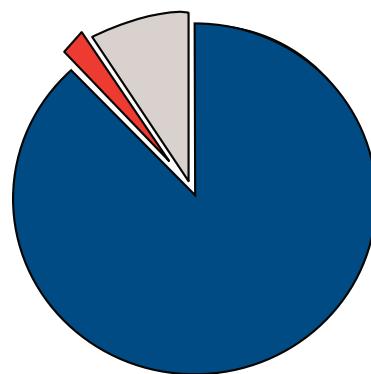


PROPOSED
NETWORK

Is it important to have a connected and logical system of primary roads?

DATA

Road System



- 88% of those surveyed felt it was important to have a connected and logical road system
- 3% of those surveyed felt it was not important and
- 9% of those surveyed were undecided.

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*Town of
Silverton and
San Juan County
Master Plan*

2010



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CHAPTER 1



COMMUNITY INVOLVEMENT

COMMUNITY INVOLVEMENT

Vision

The vision event drew about 80 participants to town hall who engaged in a conversation yielding a group photo of the community's aspirations, concerns, and treasures. A couple weeks later, planners invited the community back to town hall for a well attended open house (approximately 40 participants) including a key pad polling session to verify that the vision statements were drafted accurately. The vision statements were subsequently adapted according to the polling results and discussion.

Youth vision survey

Silverton Schools teachers and administrators not only participated in the master plan, but they helped create it. School teachers distributed the youth survey as part of class exercise s and collected the results. Consultants recorded the results and distilled them into a youth vision statement.

Goals and strategies

Based on the themes and core values contained in the vision, the 15 member community working group drafted goals and strategies for each element of the master plan over the course of six intensive meetings. The working group, comprised of a diverse set of citizens including one county commissioner, one town board member, two planning commissioners, a mountain studies institute representative, business owners, a teacher, and other willing members of the community made for constructive and well rounded discussions. Additional strategies were drafted based on outcomes of targeted outreach meetings with organizations such as San Juan Development Association, Region 9 Economic Development, Silverton Chamber of Commerce, San Juan County Historical Society, and Mountain Studies Institute.

Presenting existing conditions intuitively

Building a thorough base of existing physical conditions on the landscape was of key importance in developing the future land use plan. Analysis of existing conditions and the presentation of these conditions to participants in the public involvement forums required a bird's eye view using ArcGIS and Community Viz technology.

Future land use plan community workshop

To get community members' views on various issues and to gather preferences and values about physical land use, forums included a combination of visualization aids and activities. Participants played the 'chip game', during which they placed comments on gameboardmaps representing various opinions on future land use policies. The gameboards and other maps displayed in the meeting room highlighted avalanche paths, floodplain, public lands, existing lots and mining claims, zoning, transportation infrastructure, geologic hazards, and other information about resources for evaluating land use. The game pieces represented comments about where development should go, what should be preserved, and open ended written wildcard comments. The game provided participants a direct avenue to express geographically specific ideas for future land uses and to show the places where they had specific concerns with draft plan direction.

CHAPTER 2

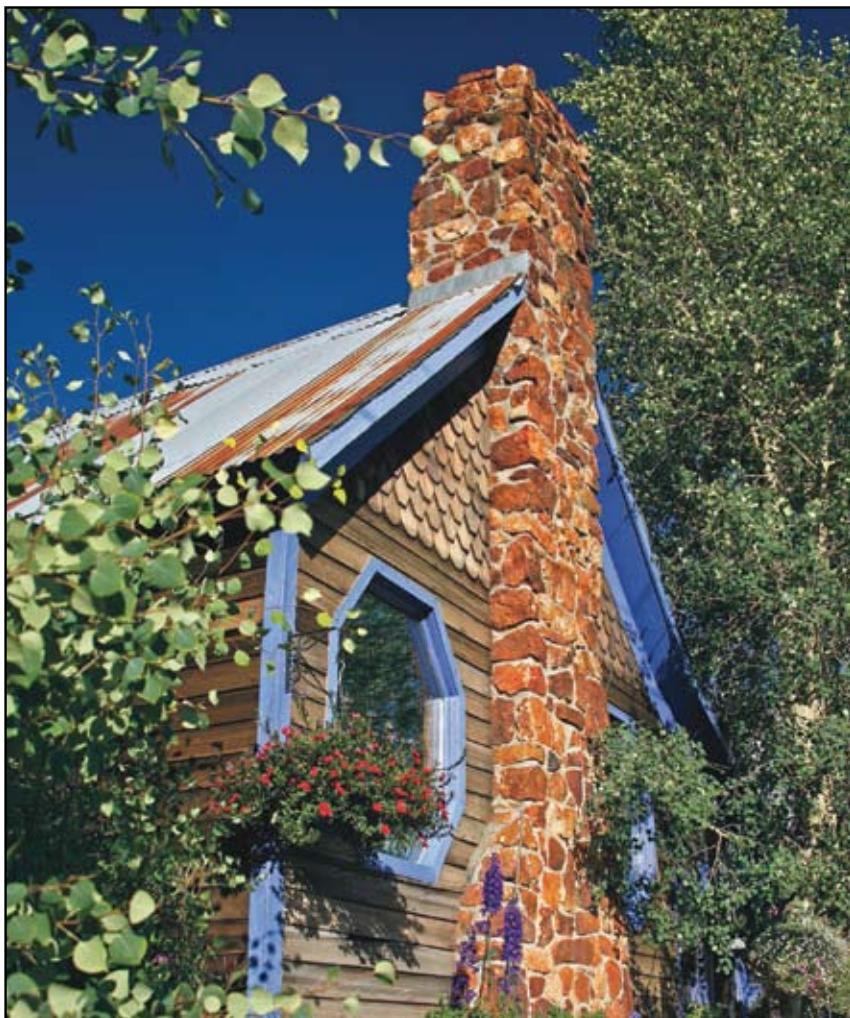


VISION

VISION

SILVERTON AND SAN JUAN COUNTY IS HOME FOR A SMALL-TOWN COMMUNITY THAT FOSTERS INDIVIDUALITY AND INDEPENDENCE WHILE COOPERATING WITH EACH OTHER AND HELPING EACH OTHER TO MAKE PROGRESS.

Silverton and San Juan County is for young people, families, summer residents, old timers, business owners, scientists, artists, skiers, miners, jeepers, mountaineers and a whole mix of people who prefer small-town mountain living. We are well-known as a recreation destination for a full spectrum of outdoor activities ranging from extreme skiing to Sunday driving. Our nationally recognized status as a heritage destination draws visitors wanting to see glimpses of our history. Our community engages in productive collaboration and partnerships to achieve our goals because in our community, the whole is greater than the parts. We have a strong sense of community and it is a caring place that supports people's effort to achieve their full potential. Newcomers and visitors find it to be a welcoming place regardless of their economic circumstances or appearances. We cherish and respect our mountain geography and our heritage.





YOUTH VISION

THERE ARE MANY FUN AND CHALLENGING RECREATIONAL OPPORTUNITIES FOR KIDS AND OUR FAMILIES. SILVERTON GROWS AND CHANGES, BUT IS STILL A FRIENDLY AND SAFE SMALL TOWN.

- * Opportunities for recreation are greatly improved and expanded to offer a wide variety of outdoor and indoor activities geared toward kids, teens, and their families. Such facilities might include a swimming pool, skate park, movie theater, improved soccer field, ice rink, paintball arcade, and bowling alley.
- * A grocery store, Wal-Mart, or mall allows us to shop in Silverton year-round, so we do not need to drive to Durango or Montrose.
- * The community grows just enough to provide new jobs and keep it interesting , but not so much that it is no longer a small town and it stays safe, friendly and familiar.



CHAPTER 3

ECONOMIC VITALITY

ECONOMIC VITALITY

VISION

WE WORK FROM OUR STRENGTHS AS A MOUNTAIN COMMUNITY TO BUILD A YEAR-ROUND, DIVERSE, AND PROSPEROUS ECONOMY.

- * **Small businesses thrive.** Small businesses fit with the character and spirit of the community and will remain the economic engines of the community, providing the basis for year-round prosperity and job growth.
- * **Small businesses provide goods and services for locals.** The population supports and benefits from businesses that provide basic necessities of life for locals.
- * **Tourism expands and diversifies.** Tourism markets are continually expanded. Opportunities for mountain recreation, adventure, education and competition generate excitement and attract visitors and residents. Well-promoted special events, performances, heritage, art, and our distinct culture and lifestyles bring in more tourists who stay longer and attract new residents. Lodging, developed campsites, dining, and entertainment options expand and are available year-round.
- * **Innovative businesses and organizations balance with tourism.** Existing and new businesses and organizations capitalize on the mountain environment and local culture to reach new markets for locally produced commodities and services. The cultivation and support of existing and new economic drivers provides higher paying jobs and eases seasonal fluctuations.

GOALS AND STRATEGIES

Goal EV-1 *Town and county officials will work cooperatively and in partnership with applicants, creating a business friendly environment.*

Strategies

EV-1.1

Encourage economic growth and investment with town land use standards and procedures for businesses and organizations that are clear, predictable, and consistent from the outset of the application process.

EV-1.2

Develop a road-map or checklist that lists clearly the steps to get town approval for new businesses, business relocations, or business expansions.

EV-1.3

Town and county officials take a leadership role to align and coordinate the efforts of individuals, groups and organizations to grow the local economy.

Goal EV-2 *The practical and well-planned extension of infrastructure and utilities makes Silverton and San Juan County more attractive and user-friendly.*

EV-2.1 Update the town development standards to reflect best practices for design/engineering appropriate for a small mountain town with historic resources.

Goal EV-3 *The town and county partner with businesses, organizations and individuals to fund infrastructure improvements and economic development projects.*

— **Strategies**

— **EV-3.1**

Local governments partner with organizations and individuals to secure funding for infrastructure projects: communications, water and sewer, and streets/ roads.

— **EV-3.2**

Promote the enterprise zone designation via Region 9 Economic Development to encourage existing businesses to expand, new businesses to locate in San Juan County and to encourage private donations to economic development enterprises.

Goal EV-4 *Town/county operations and maintenance practices, policies and rules support the community's economic engines.*

— **Strategies**

— **EV-4.1**

Town and county rules and practices for maintenance and operations need to be communicated clearly to residents and visitors using a variety of media and signage.

— **EV-4.2**

The level of enforcement of town and county rules for maintenance and operations is proportionate the nature of each violation.

— **EV-4.3**

Town and county rules and practices for maintenance and operations are reviewed once per year and revised where needed to best serve the public interest.

Goal EV-5 *Enhance the attractiveness of the downtown for businesses and organizations to contribute to increased vitality in the core of the community.*

— **Strategies**

— **EV-5.1**

Enhance signage throughout town.

— **EV-5.2**

Add Information kiosk/restroom building on 12th St where the train stops.

- **EV-5.3** Replace street lights with a more pedestrian-oriented/ornamental, historically appropriate lights at intersections and mid-block throughout the historic district.
- **EV-5.4** Add planters along street that are removed in winter throughout the historic district.
- **EV-5.5** Connect sidewalks on Blair St. throughout the historic district.
- **EV-5.6** Widen sidewalks on Greene St and Blair St throughout the historic district while allowing for adequate snow storage.

Goal EV-6 *Identify suitable land for future commercial and industrial land uses and ensure that it remains available for these uses.*

— **Strategies**

- **EV-6.1** Discourage the further proliferation of residential uses as the primary use into the undeveloped/vacant portions of the southeastern tier of the Economic Development Zoning District in Silverton. To enhance light industrial and flexible commercial development potential, allow for residential units that are part of mixed use developments in this portion of the Economic Development zone.

Goal EV-7 *Promote the use of vacant platted lots in Town to benefit the community.*

— **Strategies**

— **EV-7.1**

The areas of previously platted lots in Town that remain vacant and have proven to be difficult to develop are given options in the land use regulations and master plan for replanning and re-developing to fit the site and benefit the community.



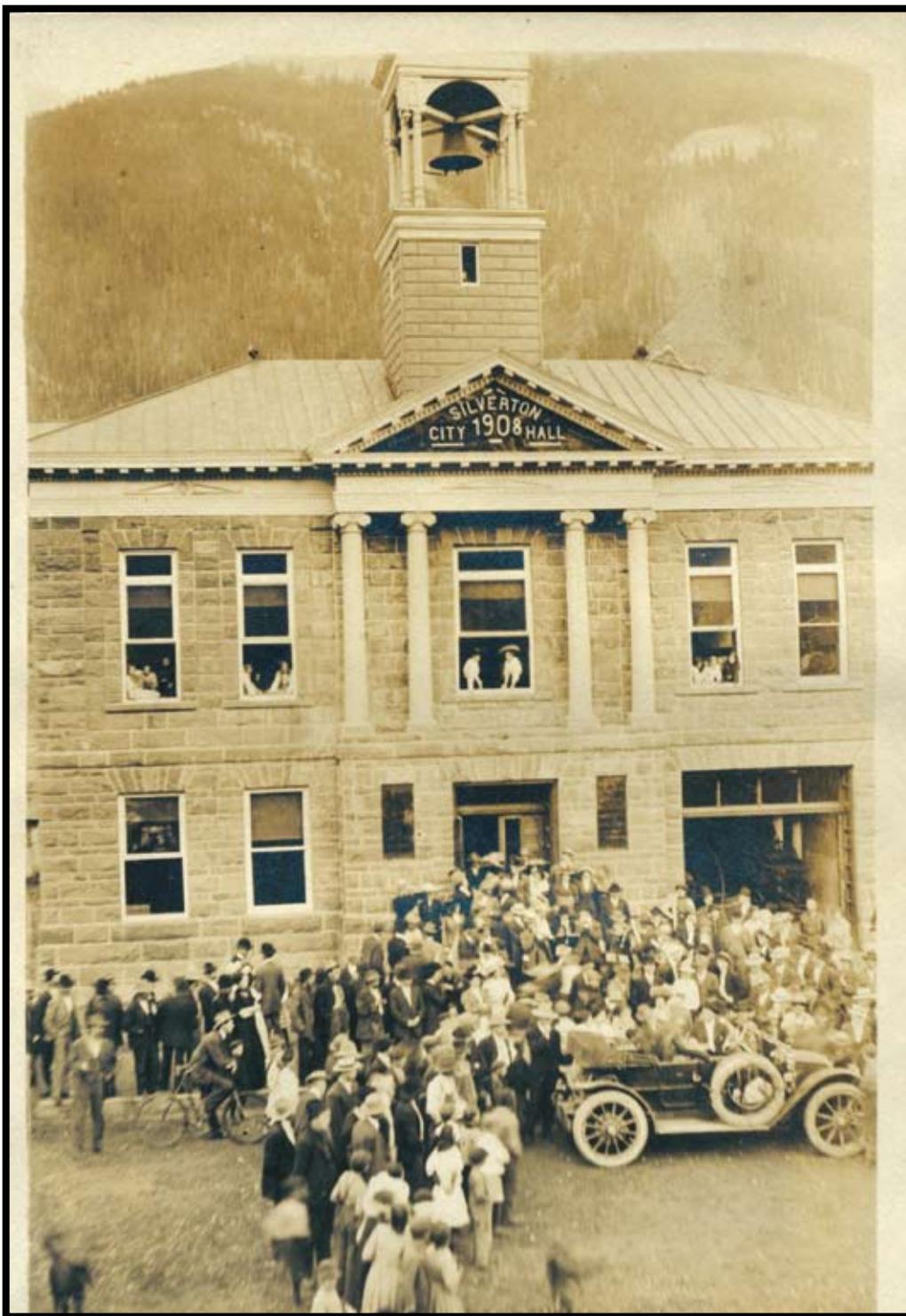
CHAPTER 4



TRANSPORTATION AND CORE INFRASTRUCTURE

VISION

TRANSPORTATION AND BASIC INFRASTRUCTURE PROVIDE THE BACKBONE FOR GROWING THE ECONOMY AND IMPROVING QUALITY OF LIFE AND VISITOR EXPERIENCE WHILE THEY ARE SCALED TO FIT THE BASIC NEEDS AND FISCAL LIMITS OF THE COMMUNITY.



- * **Streets and roads are safe, attractive and community-friendly.** Most roads and streets are community-friendly places that complement adjacent buildings and environments and provide safe and convenient driving, parking, signage, walking, and bicycling.
- * **The business district streetscape enhances the community.** Aesthetic enhancements, parking improvements, better signage, and crosswalks for the historic district streets including Green and Blair Streets and the side streets from 11th street to Cement Creek contribute to an appealing downtown that people use.
- * **County roads provide access and recreation.** Backcountry county roads are a critical component of the infrastructure supporting recreation and are managed to balance recreation use with access to private property and with the needs and preferences of residents.
- * **Balanced transportation options are developed.** Regional transportation for tourists, residents, and workers is enhanced by expanded bus and rail options. Bus or shuttle routes provide local-scale transportation in and around Silverton, making it a viable place to live or visit without a car.
- * **Utilities and communications infrastructure contribute to community independence.** The community provides some of its own energy utilities and sources. The internet speed and quality that is locally available is a competitive advantage for residents, tourists and businesses and is an important amenity.

GOALS AND STRATEGIES

Goal T-1 *Promote the use of vacant platted lots in the difficult-to-develop areas in Silverton by allowing for re-alignment of Town streets .*

Strategies

- **T-I.1** Create flexibility allowing re-alignment of platted Town streets resulting in augmented public benefits.
- **T-I.2** Create flexibility allowing for leasing of Town Street rights-of-way that would result in public benefit.
- **T-I.3** Create flexibility allowing for lease or sale of dead-end streets rights-of-way that would result in public benefit.
- **T-1.4** In the areas of Town where topography and natural features will accommodate it, maintain the historic grid streets pattern.

Goal T2 *Work with Colorado Department of Transportation to accommodate the highway access needs of the community.*

Strategies

- **T-2.1** Work with Colorado Department of Transportation to improve the safety and function of “the Y” for pedestrians and automobiles.
- **T-2.2** Initiate and support efforts to re-classify Highway 550 to allow more flexible access options from public streets and private property to the highway.
- **T-2.3** Support efforts to keep Highway 550 open as much as possible, including during avalanche season and during road construction.

Goal T-3 *Facilitate the transport of ATV riders into town and the transport of intown tourists and residents to trailheads and other attractions near town during the summertime.*

Strategies

- **T-3.1** Evaluate the feasibility of an ATV parking area and summertime shuttle service.

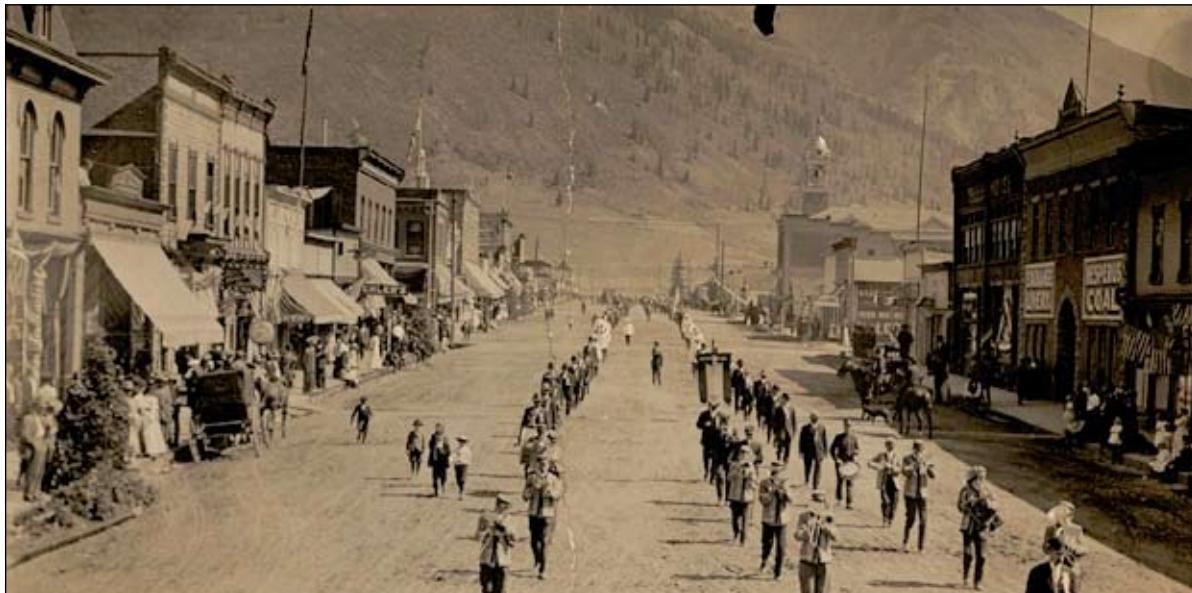
Goal T4 *Find sensible solutions to private property access in the unincorporated county*

Strategies

- **T-4.1** Encourage access from public roads to private mining claims across BLM or Forest Service lands where overall environmental impact would be less than access only across private mining claims.
- **T-4.2** Initiate San Juan County Land Use Code amendments that specify that adequacy of road access to development and subdivisions will be reviewed in terms of public safety and fiscal impacts on the county.

Goal T-5 *Continue to support fire and emergency management services.*

- **T-5.1** Support efforts to relocate and expand the county shop and expand the facility space for fire and EMS.



CHAPTER 5



NATURAL ENVIRONMENT AND SCENERY

VISION

PRESERVATION AND PROTECTION OF THE ECOSYSTEM AND THE AREA'S NATURAL RESOURCES REMAINS A TOP PRIORITY OF OUR COMMUNITY.

- * Air quality and water quality in Silverton and San Juan County are in pristine condition.
- * The night skies in Silverton and San Juan County are dark. Valued viewsheds, vistas, and cultural and natural landscape elements are protected. Wildlife populations are viable, self-sustaining within healthy habitat conditions, adequately connected, and genetically diverse.

GOALS AND STRATEGIES

Goal NES-1 *Enhance and protect water quality, watersheds and riparian corridors.*

Strategies

- NES-1.1** Support efforts by Animas River Stakeholders, and Mountain Studies Institute, to protect and enhance water quality, watersheds and riparian corridors.
- NES-1.2** Support the implementation of the Animas River Corridor Revitalization Plan.

Goal NES-2 *Minimize the impact of natural hazards on development and the occupants of development and mitigate impacts where natural hazards cannot be feasibly avoided.*

Strategies

- NES-2.1** Partner with science organizations such as Mountain Studies Institute to advance and revise the mapping and monitoring of natural hazards including avalanches, floods, debris flows, landslides, rock fall, lightning and wildfires.

Goal NES-3 *Impacts on the tundra are minimized.*

Strategies

- NES-3.1** Concentrate development in areas where basic public services are available.
- NES-3.2** Inventory public road capacities and seasonal road maintenance capabilities and policies in the county.
- NES-3.3** Evaluate the seasonal capabilities and ability of existing law enforcement and emergency management systems to serve private lands throughout the county.

NES-3.4 Development in the unincorporated county except for mining development will be reviewed for each site to ensure that the location, size, scale, and color of structures are designed to reduce the impacts of structures on scenery as viewed from county roads or state highways.

Goal NES-4 *Allow adequate lighting in the unincorporated county while avoiding bright lights visible from public rights of way.*

Strategies

NES-4.1 Continue to implement and enforce county land use regulations that apply lighting standards to all improvement/use permits in the unincorporated county.

Goal NES-5 *Lighting systems accentuate the historic character of the town.*

Strategies

NES-5.1 Initiate Silverton land use code revisions so that lights in town do not shine upwards.

Also see strategy **EV 5.3**

Goal NES-6 *Preserve solar access for dwelling units in residential neighborhoods.*

Strategies

NES-6.1 Review and evaluate if height, setback, and massing standards in the residential zone districts in Silverton protect solar access. If solar access is not protected, initiate revisions to the Town of Silverton zoning code to make the needed changes.



CHAPTER 6



TOWN AND MINING CLAIM LAND USE

VISION FOR TOWN

SILVERTON IS A FUNCTIONAL AND PROSPEROUS SMALL TOWN THAT IS EFFICIENT AND ATTRACTIVE WITH A VIBRANT DOWNTOWN, A CLEAR GEOGRAPHIC IDENTITY, AND A WELL-PRESERVED HERITAGE.

Silverton is the heart of the community. Focusing housing, commercial services, and civic and cultural centers in and near the Town of Silverton enhances economic vitality, is cost efficient for government, and makes town more attractive while absorbing growth that might otherwise end up in the backcountry.

Treat the entrances into Silverton with care. The gateways into town are attractive transitions from mostly undeveloped land into small town densities. Aesthetic improvements to the entrances and intersection safety improvements make it an attractive town to enter and exit via train or car.

Silverton has viable options for developing and expanding diverse businesses. Mixed commercial and residential land uses and aesthetic enhancements contribute to a compact and appealing downtown that people use. Existing buildings in downtown are feasible options for improving or expanding existing businesses or starting new businesses. Silverton and nearby areas offer options for locating light industrial development, warehousing, and other businesses requiring special buildings and site design.

Commercial, industrial, and civic building development is sensitive to the quality of life in residential neighborhoods. It is a priority in the design of future non-residential development to minimize and mitigate impacts on existing residential neighborhoods.

VISION FOR LAND USE

THE PATCHWORK OF MINING CLAIMS IN THE COUNTY IS A PREDOMINANTLY NATURAL BACKCOUNTRY LANDSCAPE AND ACCESS TO THE BACKCOUNTRY IS INTACT.

Private property rights are respected in San Juan County.

The out-of-town landscapes retain their character. The backcountry outside of Silverton in the county is a predominantly natural landscape with visible mining history and pockets of developed recreation.

Impacts of residential and commercial development on natural assets are mitigated. Where residential development occurs on mining claims, it is designed to cluster structures in focused growth areas and/or build them in low-visibility places outside of environmentally sensitive areas, leaving visible ridgelines and other scenic resources undeveloped and minimizing impacts on the environment.

Mineral development opportunities are intact. Land will remain available for modern and environmentally responsible mining and backcountry homeowners are aware that mining is a possible use for mining claims.

GOALS AND STRATEGIES

Goal LU-1 Align land use designations, zoning, and other policies to better fit the existing and planned land uses and evolving trends in Silverton.

Strategies

- **LU-1.1** Initiate amendments to align the land use designations, zoning, and other policies to accommodate the existing and planned land uses and trends in the Reese and Blagues Additions in the Northeast portion of Silverton.
- **LU-1.2** Work with the Durango and Silverton Railroad to re-evaluate the area along the tracks entering town to sketch plans that mutually benefit the railroad and the Silverton/San Juan community and are consistent with the Animas River Corridor Revitalization Plan.
- **LU-1.3** Review and revise the Business Pedestrian zone districts in Silverton to promote and enhance opportunities for mixed uses including light industrial in the downtown business district, while maintaining the unique character of these blocks.
- **LU-1.4** On the shrine hillside, create flexibility to increase gross density per dwelling unit and to allow reconfiguration of lot lines subject to approval of a plan redesigning all or most of the hillside.
- **LU-1.5** Initiate zoning code amendments to make dimensional standards independent of land use.
- **LU-1.6** Find a new site for a new county/town shop and allow redevelopment of the current site to fit its prime commercial location.
- **LU-1.7** Review Silverton's R2 zone district to ensure that maximum allowable building sizes in lot consolidation projects are not too large for a residential neighborhood.

Goal LU-2 Focus future development on mining claims into growth corridors that are environmentally suitable, where public services are available and that provide feasible opportunities for growing the community and the economy.

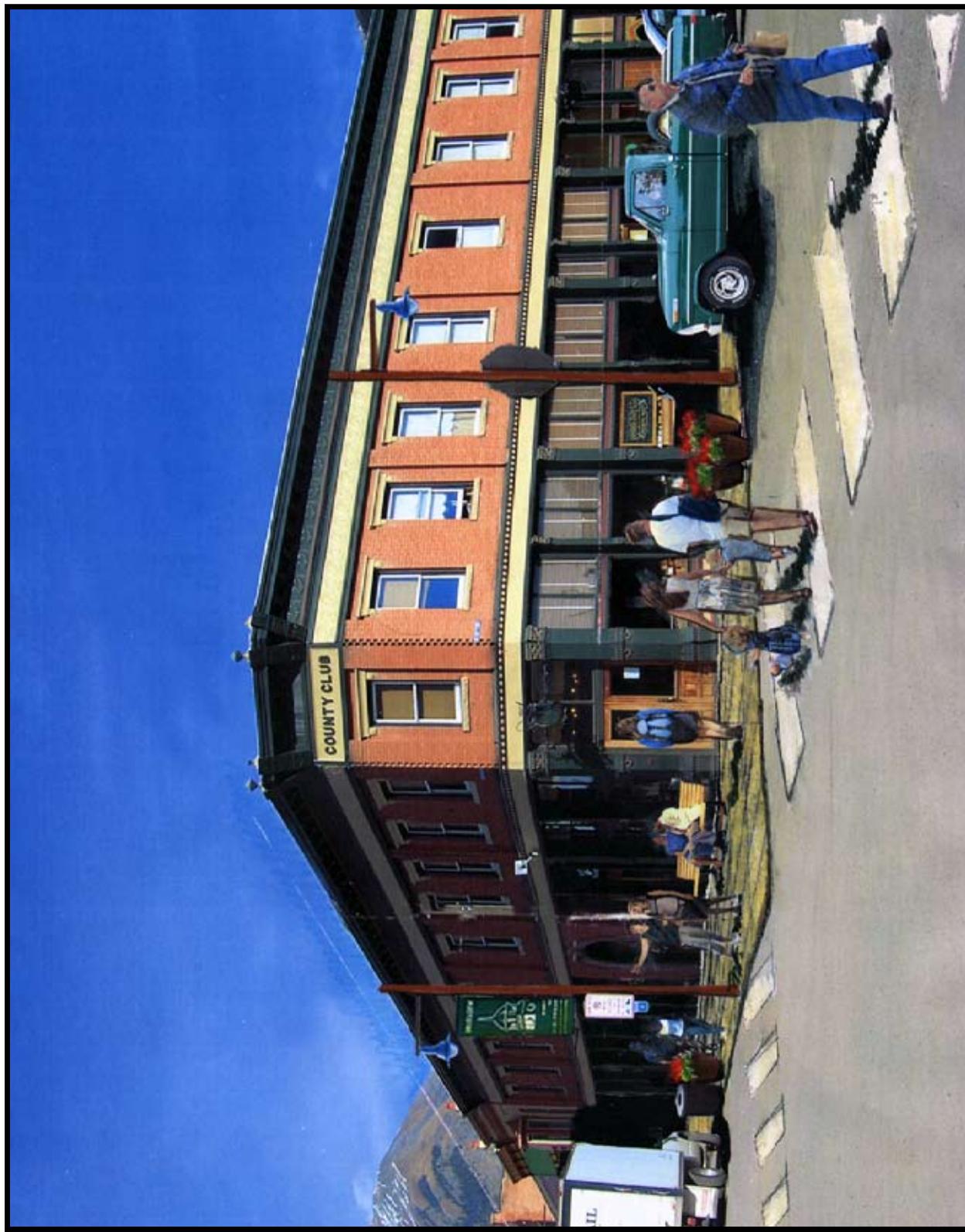
Strategies

- **LU-2.1** Encourage most future development to occur in the growth following economic corridors: 1) upper Animas Valley, from Silverton to Eureka 2) Cement Creek from Silverton to Gladstone 3) South county line to just uphill of the Mill Creek Subdivision 4) South County on or near Highway 550 from the county line to the uphill side of Mill Creek Subdivision.
- **LU-2.2** Identify areas in the growth corridors that are suitable for mixed light industrial uses, cottage industries, mining, and residential uses considering natural hazards, habitat resources, scenic impacts, and sensitivity to residential land uses.

Goal LU-3 Generate positive outcomes and benefits for the community from future resort-like developments.

Strategies

LU-3.1 Identify possible adjustments to the County Land Use code that are needed to achieve public benefits from a resort-like development.



STREET SCAPE ENHANCEMENTS - LU-1.3

Master Plan

CHAPTER 7



RECREATION

VISION

RECREATIONISTS BENEFIT FROM THE DIVERSE TERRAIN, SCENERY AND NATURE IN THE CANYONS, MOUNTAINS, AND ON THE RIVERS OF SAN JUAN COUNTY AND SILVERTON. DEVELOPED RECREATION ENHANCES THE NATURAL ASSETS AND PROVIDES ALTERNATIVES TO OUTDOOR RECREATION.

San Juan County has balanced opportunities for motorized and non-motorized recreation experiences in large, predominantly naturally appearing landscapes.

An integrated and well-connected network of roads, trails, and trailheads are present to support mixed motorized / non-motorized outdoor recreation and geographically separate opportunities for non-motorized experiences.

Public road and trail access is maintained if property is developed.

Public lands near Silverton provide a day-to-day lifestyle connection with the mountains and waterways nearby. Neighborhood trailheads and trails are convenient, easy to find and user-friendly providing quick entry to a natural setting. These lands are a community asset and contribute to healthy lifestyles for people of all ages.

Developed outdoor recreation provides relatively easy access to enjoy a wide range of recreation experiences. Our ski areas, developed campgrounds, and outfitters make Silverton and San Juan County a desirable and exciting place to live and visit. The well-used parks and open space in Silverton provide diverse recreational opportunities for residents and visitors.

Indoor recreational opportunities are developed. To diversify the recreational opportunities and provide all-weather options for residents and visitors, the community develops cost-efficient, adaptable indoor recreation facilities.



GOALS AND STRATEGIES

Goal R-1 *Maintain historic trails and roads and other legal public access through private property.*

Strategies

- **R-1.1** Continue to require that public access is ensured as private property is developed in the town and county.

Goal R-2 *Expand and enhance opportunities for outdoor recreation in and near Silverton.*

Strategies

- **R-2.1** Continue to implement existing adopted trails and recreation plans: the 2004 Silverton Area Trails Plan and the Kendall Mountain Recreation Area Plan.
- **R-2.2** Support efforts to obtain ownership, leases, or permission to use rights-of-way for trail construction.
- **R-2.3** Redevelop the former dump-site into a open space/passive recreation area.
- **R-2.4** Transfer ownership of the 100 acre Kendall Mountain Recreation Area parcel from the Bureau of Land Management to the Town of Silverton.
- **R-2.5** Work in partnership with the BLM to implement the recreation and vision and goals in this plan.

Goal R-3 *Continue to diversify winter recreation opportunities in and near Silverton.*

Strategies

- **R-3.1** Expand and enhance the Kendall Mountain Recreation Area.
- **R-3.2** Partner with regional organized recreation groups to develop non-motorized groomed Nordic ski trails in and near town.

Goal R-4 *Create opportunities for developed campgrounds while allowing for dispersed, informal camping.*

Strategies

- **R-4.1** Develop a campground at Eureka that offers a spectrum camping from tent sites to RV sites and the associated facilities and infrastructure.
- **R-4.2** Identify areas in Silverton and the county that are suitable for campgrounds given natural resources, natural hazards, infrastructure and public services

Goal R-5 *Expand and enhance opportunities for indoor recreation.*

Strategies

- **R-5.1** Partner with the school and private businesses to provide public indoor recreation.
- **R-5.2** Utilize the Kendall Mountain Recreation Center to expand opportunities for indoor recreation.

CHAPTER 8



HEALTHY, DIVERSE, AND EDUCATED COMMUNITY

VISION

A BROAD RANGE OF HOUSING TYPES MEET THE NEEDS OF ALL INCOME LEVELS, FAMILY TYPES, AND STAGES OF LIFE.

- * Sites are secured and partnerships are formed for producing housing that is affordable for working households and retired workers.
- * Existing housing is revitalized to be functional and affordable for working households and retired workers.

SCHOOLS AND RESEARCH CENTERS ARE COMMUNITY ASSETS AND FACILITATE ECONOMIC GROWTH.

- * Quality public schools draw new families into the community.
- * Research centers and specialized educational institutions bring knowledge, job opportunities, and higher education into the community.

YEAR-ROUND, FULL-TIME, LOCAL HEALTHCARE, INCLUDING A DOCTOR, SUITS THE NEEDS OF A GEOGRAPHICALLY ISOLATED AND ACTIVE MOUNTAIN COMMUNITY.

GOALS AND STRATEGIES

Goal HDEC-1 *Encourage the development of workforce housing.*

Strategies

- HDEC-1.1** Re-visit the minimum house size requirement.
- HDEC-1.2** Create flexibility to allow two detached single family dwelling units on 3 historic town grid lots (total of 7500 sq. ft.) subject to site specific review in the R1, R1A and R2 zone districts in town.
- HDEC-1.3** Allow attached and detached accessory dwelling units in all residential zoning districts in Silverton subject to site specific review considering the following: impacts on off-street parking are considered, the size or number of occupants is limited, sewer and water tap fees are paid, lines separate from the main unit are installed, each unit has direct pedestrian access to the street and no breezeways.
- HDEC-1.4** Detached and attached accessory dwelling units are allowed in Silverton's multifamily zone district as a use by right so long as they are not used as short term rentals and considering off street parking, setbacks, solar access and other general site planning consideration.
- HDEC-1.5** Detached and attached accessory dwelling units are allowed as a use subject to review in the South County on or near Highway 550 from the county line to the uphill side of Mill Creek Subdivision.
- HDEC-1.5** Promote and support the rental rehabilitation program.
- HDEC-1.6** Support development of ownership workforce housing and affordable rental housing.

Goal HDEC-2 *Support education initiatives focusing on the unique environment in the San Juans by education organizations: Silverton Schools, Mountain Studies Institute, Silverton Avalanche School, Center for Snow, San Juan County Historical Society, Silverton Outdoor and Recreational Learning Center, and Silverton Mountain School.*



CHAPTER 9

HERITAGE AND THE ARTS

VISION

HERITAGE. THANKS TO THE CONTINUED EFFORTS TO CONSERVE HISTORIC SITES AND STRUCTURES IN TOWN, THE COUNTY, AND IN THE BACKCOUNTRY, SAN JUAN COUNTY AND SILVERTON ARE NATIONAL ROLE MODELS FOR PRESERVING HISTORIC STRUCTURES, LANDSCAPES, AND ICONS.

ART AND PERFORMANCE. THE COMMUNITY IS RICH WITH ART AND WELL-PLANNED AND PROMOTED CULTURAL EVENTS AND PERFORMANCES BECAUSE BUSINESSES AND NON-PROFITS CULTIVATE A CREATIVE ENVIRONMENT FOR THE THRIVING ART AND PERFORMANCE COMMUNITY.

GOALS AND STRATEGIES

Goal HA-1 *Historic preservation efforts are not unnecessarily compromised by mining site clean-up.*

Goal HA-2 *Support and promote artists and arts and crafts businesses as they bring diversity and revenue into the community.*

Goal HA-3 *Support and promote the efforts of the San Juan County Historical Society and other entities and individuals to preserve historic/cultural resources.*

Strategies

HA3.1:

Establish the Silverton Heritage District: The Silverton Heritage District would include the Town of Silverton and adjoining areas in San Juan County including Howardsville and Cunningham Gulch. The area contains significant cultural and historic structures and facilities that manifest the mining, business, and railroading history of San Juan County. These resources promote heritage tourism.

The District would provide a structure and capacity for protecting resources and initiating restoration projects including but not limited to:

Town of Silverton: The historic structures in Silverton are a draw for tourism and are an important component of the economy. The Town of Silverton is an established National Historic Landmark and has begun protecting of the historic values of the structures in the core business historic district. Further expansion of the area protected should be evaluated using the completed cultural inventory of historic structures to identify important resources (underway during drafting of this 2010 master plan).

Durango & Silverton Narrow Gauge Railroad: This National Historic Landmark railroad has served Silverton since 1882 and continues to be the major driver of tourism in Silverton. Ridership has declined from a high of 212,000 people in 1992 to 143,000 in 2009. The Silverton Heritage District would help preserve and enhance heritage resources and attract ridership on the train.

Railroad Museum: Located at the Silverton Depot, this museum has not had the investment needed to make it attract to the visitors it could attract with some improvements. Involvement with volunteer groups, the San Juan County Historical Society, and support from the Town of Silverton along with additional effort from the railroad can make this a project a success.

Engine 315: The historic steam engine 315 housed in the Silverton Northern Railroad engine house will complement the Railroad Museum as another flagship heritage tourism attraction. The Town of Silverton will play an important role by allowing the use of town streets to rebuild historic trackage that was once in place on the original Silverton Northern.

San Juan County Historical Society Museum: The Archive and Mining Heritage buildings, are all on the grounds of the San Juan County Courthouse. The county serves as a major contributor to the Historical Society by providing land and structures.

Mayflower Mill: Located about 2 miles from Silverton on County Road 2, this major mining facility is owned and operated as an interpretive tour by the San Juan County Historical Society and operated in the summer. It has complete and intact machinery used for milling ores that came from area mines. The mine tram line that connects the mill to the Mayflower Mine is an important asset.

Old 100 Mine Tour: Located in Cunningham Gulch, this popular privately owned mine tour accurately portrays underground mining as it occurred in the San Juans. When combined with the Mayflower Mill tour, this attraction completes the story of precious metals mining in this area.

Rebuild of the Silverton Northern Railroad for passenger trains. San Juan County Historical Society is leading this railroad reconstruction project. The railroad would run from the society owned Silverton Northern engine house in Silverton to Howardsville. This rebuild would bring together the mine tour, mill tour and museum as complementary features of the heritage tourism experience.

Electrical Generating Facility: A hydro electric plant on the Animas River below the Mayflower Mill owned by the San Juan County Historical Society would provide electricity for the mill operation. This facility would be typical of small hydro plants once built for many of the mines and mills in the area, continuing the legacy of electrical power generation dating back to the world's first high tension AC power system at Ames Station in San Miguel County.

County Roads: Maintain the use of county roads for recreation and access to heritage tourism.



<h2>To 1870</h2>	<h2>1910's</h2>
<ul style="list-style-type: none"> • Bakers camp developed as first prospectors enter the San Juan's • Baker discovers gold in Silverton (1860) • Weekly miner founded in 1875 • First school established • Lime creek fire (1870) • Federal government opens up land for mining • Brant treaty removes Ute's from area • First church built • Bakers camp developed as first prospectors enter the San Juan's • Baker discovers gold in Silverton (1860) • Weekly miner founded in 1875 • First school established • Lime creek fire (1870) • Federal government opens up land for mining • Brant treaty removes Ute's from area 	<ul style="list-style-type: none"> • World War I triggers San Juan County's biggest mining boom to date. • Flu epidemic wipes out 10% • Population peaks • Population over 2000 people • End of world war II collapses metal market • Current school building built
<h2>1880's</h2>	<h2>1920's</h2>
<ul style="list-style-type: none"> • Denver and Rio Grande railroad comes to Silverton. Durango founded as the downstream station. • Silverton Standard founded (1889) • Tourism begins • Major building phase • 3 new Silverton rail ponds 	<ul style="list-style-type: none"> • Economy declines and eventually crashes. Prohibition starts and so does bootlegging. • Crash of stock market and beginning of depression
<h2>1890's</h2>	<h2>1930's</h2>
<ul style="list-style-type: none"> • Depression, the price of silver drops • Repeal of Sherman Silver Act • 2nd School built 	<ul style="list-style-type: none"> • Economy drags, mines close, the new deal spurs growth in mining • Gym is built as WPA project • Beginning of WWII
<h2>1900-1909</h2>	<h2>1940's</h2>
<ul style="list-style-type: none"> • World War I triggers a mining boom. • Town hall and Courthouse built. • All major public buildings built • Major Investment in mining boom 1900-1907 • March 17, 1906 18-20 people die in avalanches 	<ul style="list-style-type: none"> • World War II, San Juan County booms again, mining metals and minerals for the war as mandated • War Orders Act • Pearl Harbor

1950's

- Boom fizzles after war, mining lowest since 1882
- Train is discovered
- Mayflower mine shuts down
- Hard Rock Festival
- Christ of the mines shrine built
- Hollywood discovers Silverton
- Heavy snows close town in 1952 - 52 feet of snow
- Standard Uranium - American tunnel extended
- Million dollar highway completed
- End of Korean war

1960's

- Tourism increases
- Federal government passes several environmental laws
- Major flooding in 68 and 69
- Silverton Durango tourist train
- TV broadcast starts
- Train saved from abandonment
- Mining boom begins
- Mining projects in Henrietta, Dixilyn

1970's

- Sunnyside mine re-opens after brief closure to comply with new environmental laws
- Lake Emma break through
- Idarado closes
- Price of gold deregulated
- Don Stott proposes light rail
- New projects including, Maverick, Buffalo Boy, Silverwing, and Yukon

1980's

- Sunnyside corp. collapses and sells to Echo Bay
- Standard metal bankruptcy
- Tourism booms

- DSNG changes ownership
- Movie theatre closes
- Fetch's opens
- Town hires professional administrator
- Music festival starts
- Sultan Mountain and Gold King mining projects
- Cable TV available

1990's

- Echo Bay closes Sunnyside mine
- Arts and craft festival starts
- Influx of second homeowners
- Town hall burns
- Avalanche coffee shop opens
- Kendall mountain ski area reopens
- Winter housing shortages
- Old 100 renovated
- Town and County combine some services
- Silverton mountain opens
- Loss of families
- School enrollment plummets
- Property prices rise
- Building of mining museum and archives

2000-2009

- Home prices top \$300,000
- Courthouse renovated
- Mining revival underway
- 2002 Durango fire- train shut down
- Second homeowner population exceeds year rounder population
- SFLC opens
- Al Harper buys DSNGR
- Affordable housing
- Scenic byway improvements
- County upgrades land use regulations
- Decline of Chamber and growth of San Juan Development Association
- Mountain Studies Institute
- Economic recession
- Town goes one year without administrator
- Congregational church refurbished
- ATV enforcement
- School goes to experiential learning

CHAPTER 10

FUTURE LAND USE PLAN

FUTURE LAND USE PLAN

The future land use plan is a geographic and thematic representation of the direction for physical planning contained in the Vision, Goals, and Strategies. See the Public Involvement summary for background on how the future land use plan was developed interactively with the plan participants.

Economic corridors are represented on the map entitled San Juan County Future Land Use Plan: Economic Corridors. The map represents the length of the corridors and shows which drainage or road defines the corridor. But it is not intended to be a precise delineation of the width or exact location of sites within the corridor that are suitable for development. Economic corridors are suitable for residential, light industrial, and flexible commercial uses and already contain existing residential development and some mixed commercial, industrial and mining development. Generally, the corridors contain less-steep terrain and more developable mining claims than other parts of the unincorporated county. The economic corridors have year-round plowed county roads or direct access to Hwy 550, meaning that they have year-round access to services dependent on wheeled vehicle access (ambulance, fire and law enforcement).

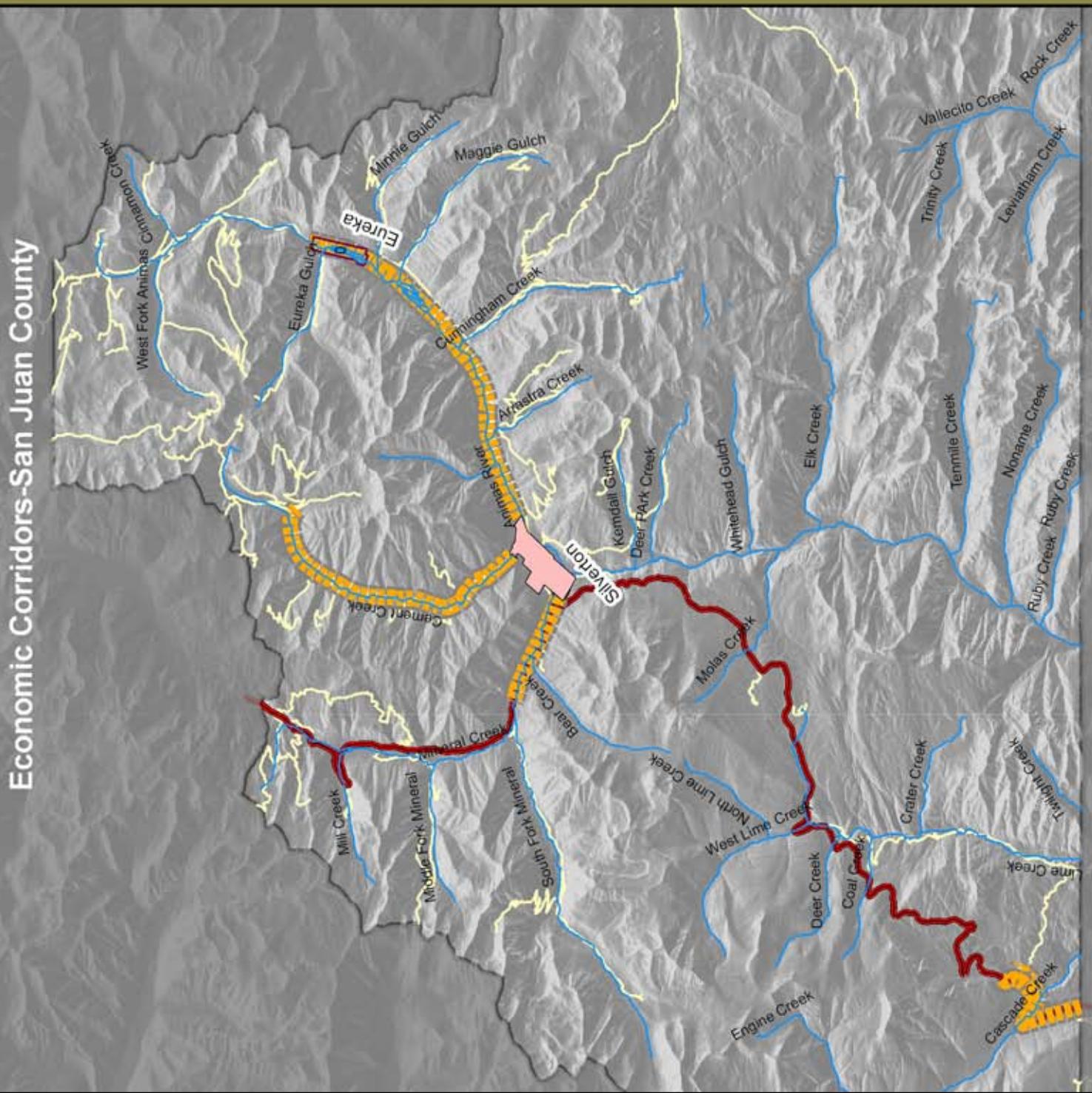
1. South County on or near Highway 550- Durango Mountain Resort master plan area, Cascade Village, the Mill Creek subdivision, and “know your neighbor” residential area along the south end of Lime Creek Road from the intersection at the Cascade Creek curve to the end of the plowed access.
2. Silverton/Hwy 550- Both sides of the highway from the last hairpin coming into town off of Molas Pass and up Mineral Creek to the end of the string patented mining claims just upstream of the confluence of Bear Creek and Mineral Creek.
3. Silverton-Gladstone: Both sides of CR #110 from Silverton, beyond Silverton Mountain ski area to the end of the year-round plowed county road access at the intersection of CR#110 with CR#51B.
4. Silverton-Eureka- Both sides of CR#2 from Silverton to the intersection of CR#2 and CR25a just upstream of the Eureka boundary.

Relevant Vision, Goals, Strategies Silverton and Mining Claim Land Use

Vision: The patchwork of mining claims in the county is a predominantly natural backcountry landscape and access to the backcountry is intact. Private property rights are respected in San Juan County. The out-of-town landscapes retain their character. The backcountry outside of Silverton in the county is a predominantly natural landscape with visible mining history and pockets of developed recreation.

Goal LU-2 *Focus future development on mining claims into economic corridors that are environmentally suitable, where public services are available and that provide feasible opportunities for growing the community and the economy*

**Silverton & San Juan County
Master Plan**



Adaptations to commercial and industrial land use designations.

The need for flexibility in the existing building stock and vacant lots to allow for light industrial and flexible commercial uses in Silverton echoed throughout the master planning process in many venues for public involvement. The row of blocks on Silverton's southwest corner that is nearest the train tracks requires coordinated planning between the town and railroad owners. Historically, the train track corridors into town offer services that are related to the railroad operations. The actual uses would be different than they were during the mining days, but there is a potential for development along the railroad tracks that mutually benefits the railroad and the town. The map entitled Adaptations to Commercial and Light Industrial Land Use Designations shows the areas that have been suggested as being suitable for changes to the land.

Relevant Vision, Goals, Strategies Silverton and Mining Claim Land Use

Vision:

The patchwork of mining claims in the county is a predominantly natural backcountry landscape and access to the backcountry is in-tact. Private property rights are respected in San Juan County. The out-of-town landscapes retain their character. The backcountry outside of Silverton in the county is a predominantly natural landscape with visible mining history and pockets of developed recreation.

Goal LU-1 Align land use designations, zoning, and other policies to better fit the existing and planned land uses and evolving trends in Silverton.

Strategies

LU-1.2 Work with the Durango and Silverton Railroad to re-evaluate the area along the tracks entering town to sketch plans that mutually benefit the railroad and the Silverton/San Juan community and are consistent with the Animas River Corridor Revitalization Plan.

LU-1.3 Review and revise the Business Pedestrian zone districts in Silverton to promote and enhance opportunities for mixed uses including light industrial in the downtown business district, while maintaining the unique character of these blocks.

LU-1.7 Review Silverton's R2 zone district to ensure that maximum allowable building sizes in lot consolidation projects are not too large for a residential neighborhood.

Adaptations to Commercial and Light Industrial Land Use Designations



Create flexibility to allow higher residential density in the single family zones.

Silverton and San Juan County plan participants articulated and reaffirmed the strategy to create standards and a process in the land use code allowing property owners to apply to increase the single-family-detached residential unit density in the residential zone districts:

- One house per three lots increased to two houses per three lots in the R1a zone.
- One house per two lots increased to two houses per three lots in the R1 zone.
- One house per two lots increased to two houses per three lots in the R2 zone.

Obtaining the increased level of density would require a site-specific review and include standards addressing snow storage, off-street parking.

Flexibility to redevelop the shrine hillside lots.

The master plan update has generated several constructive conversations about the future of the vacant and difficult to develop lots on the shrine hillside.

The future land use map entitled Hillside Re-design delineates boundaries of the areas that are both on the hillside and consist of contiguous vacant lots. The hatched area is designated as a suitable area for increasing incentives encouraging a comprehensive re-design of the area including an increase in gross density, the ability to reconfigure platted lots, and the ability to redesign the streets layout. Site specific avalanche hazard analysis would be required as part of any development proposal.

Relevant Vision, Goals, Strategies Town and Mining Claim Land Use

Vision

Silverton is the heart of the mountains. Focusing housing, commercial services, and civic and cultural centers in and near the Town of Silverton enhances economic vitality, is cost efficient for government, and makes town more attractive while absorbing growth that might otherwise end up in the backcountry.

Goal HDEC-1 Encourage the development of workforce housing.

Strategies

HDEC-1.2 Create flexibility to allow two detached single family dwelling units on 3 historic town grid lots (total of 7500 sq. ft.) subject to site specific review in the R1, R1A and R2 zone districts in town.

Relevant Vision, Goals, Strategies Town and Mining Claim Land Use

Goal LU-1 Align land use designations, zoning, and other policies to better fit the existing and planned land uses and evolving trends in Silverton.

Strategies

LU-1.5 On the shrine hillside, create flexibility to increase gross density per dwelling unit and to allow reconfiguration of lot lines subject to approval of a plan redesigning all or most of the hillside.

From Transportation and Core Infrastructure:

Goal T-1 Promote the use of vacant platted lots in the difficult-to-develop areas in Silverton by allowing for realignment of Town streets.

Strategies

T-1.1 Create flexibility allowing re-alignment of platted Town streets resulting in augmented public benefits.

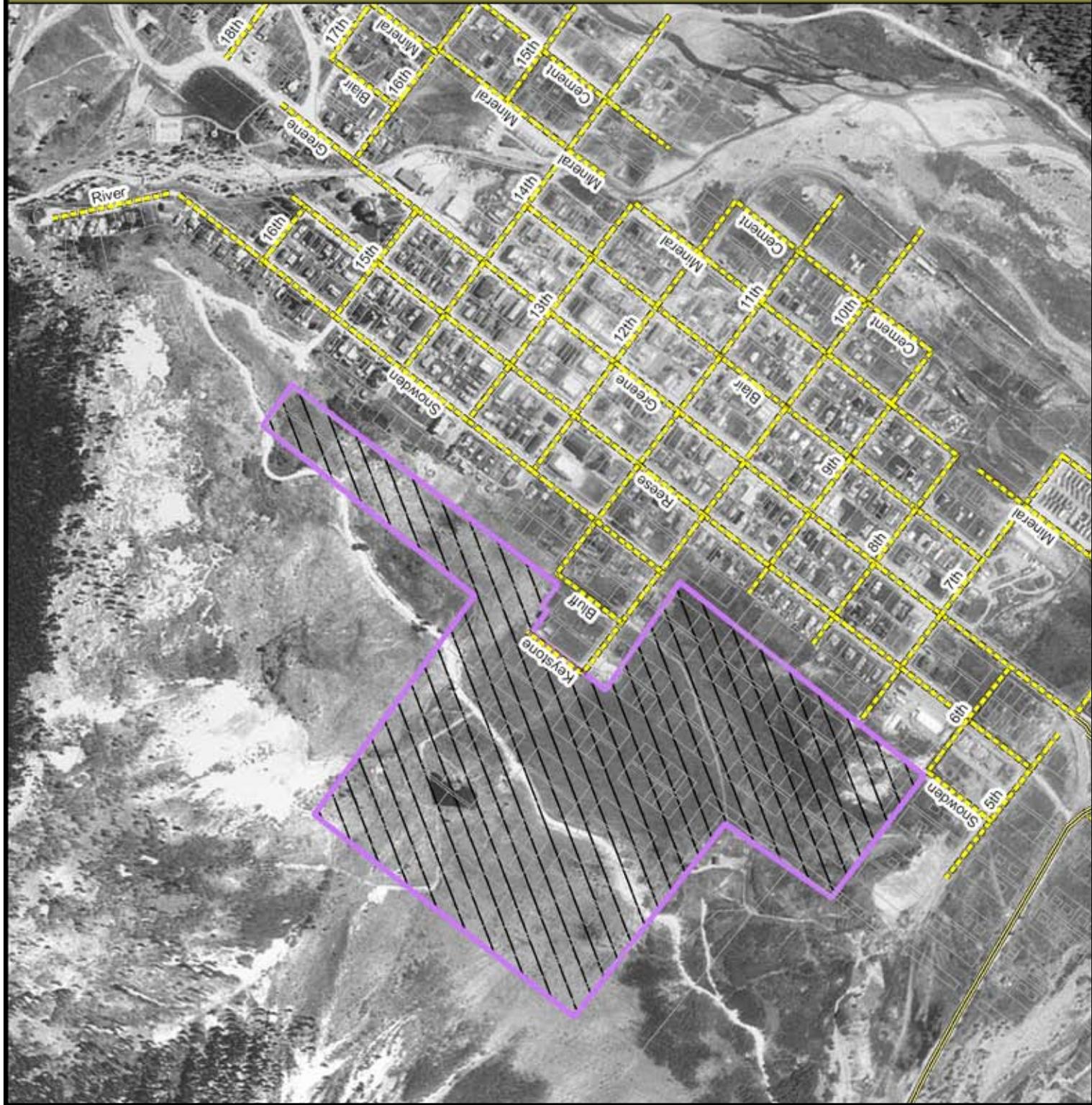
T-1.4 In the areas of Town where topography and natural features will accommodate it, maintain the historic grid streets pattern.

Flexibility for Increasing
Base Density
for Single Family,
Detached Houses
in Residential Zones



Hillside Re-Design Area

Hillside Re-Design Area
Highway 550
Streets
Lots



Accessory dwelling units (ADUs)

Master plan events and meeting summaries showed that by-and-large, the community supports or can tolerate accessory dwelling units in the residential areas of Silverton. Most who support accessory dwelling units see it as a free market avenue for meeting demand for rental units in Silverton.

Strategies reference the need for standards that mitigate impacts, such as requiring separate water and sewer taps and the adequacy of off-street parking. Strategies also consider basic parameters on the scale and intent of an accessory unit by calling for a limit in size, which would limit occupancy.

Master plan participants provided direction about the level of review that should be required for ADUs. ADUs are contemplated to be a use subject to site-specific review in the single family zone districts. In the multi-family zone district, ADUs are contemplated as a use-by-right as an accessory use to a single family dwelling unit. In the business pedestrian district, ADUs would be a use-by-right as an accessory use to a primary use that is commercial, office, or some other non-residential economic activity. ADUs accessory to a single family residence in the business pedestrian zone would be a use subject to review. The future land use map entitled Accessory Dwelling Units in Silverton shows the boundaries of the areas referenced in the strategies. Because the need for rental or work-for-rent housing exists in both sides of Molas/Coalbank Passes, county regulations should be amended to allow accessory dwelling units in the south county as a use subject to review.

Relevant Vision, Goals, Strategies Healthy, Diverse and Educated Community

Goal HDEC-1 Encourage the development of work-force housing.

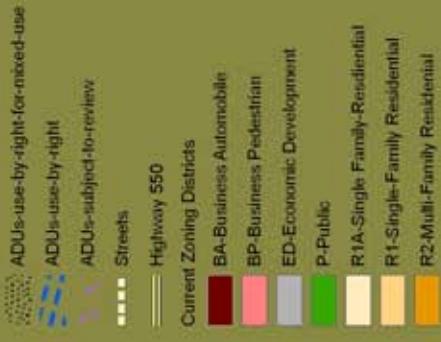
Strategies

HDEC-1.3 Allow attached and detached accessory dwelling units in all residential zoning districts in Silverton subject to site specific review considering the following: impacts on off-street parking are considered, the size or number of occupants is limited, sewer and water tap fees are paid, lines separate from the main unit are installed, each unit has direct pedestrian access to the street and no breezeways.

HDEC-1.4 Detached and attached accessory dwelling units are allowed in the multi-family zone district as a use by right so long as they are not used as short term rentals and considering off street parking, setbacks, solar access and other general site planning consideration.

HDEC-1.5 Detached and attached accessory dwelling units are allowed as a use subject to review in the South County on or near Highway 550 from the county line to the uphill side of mill creek subdivision.

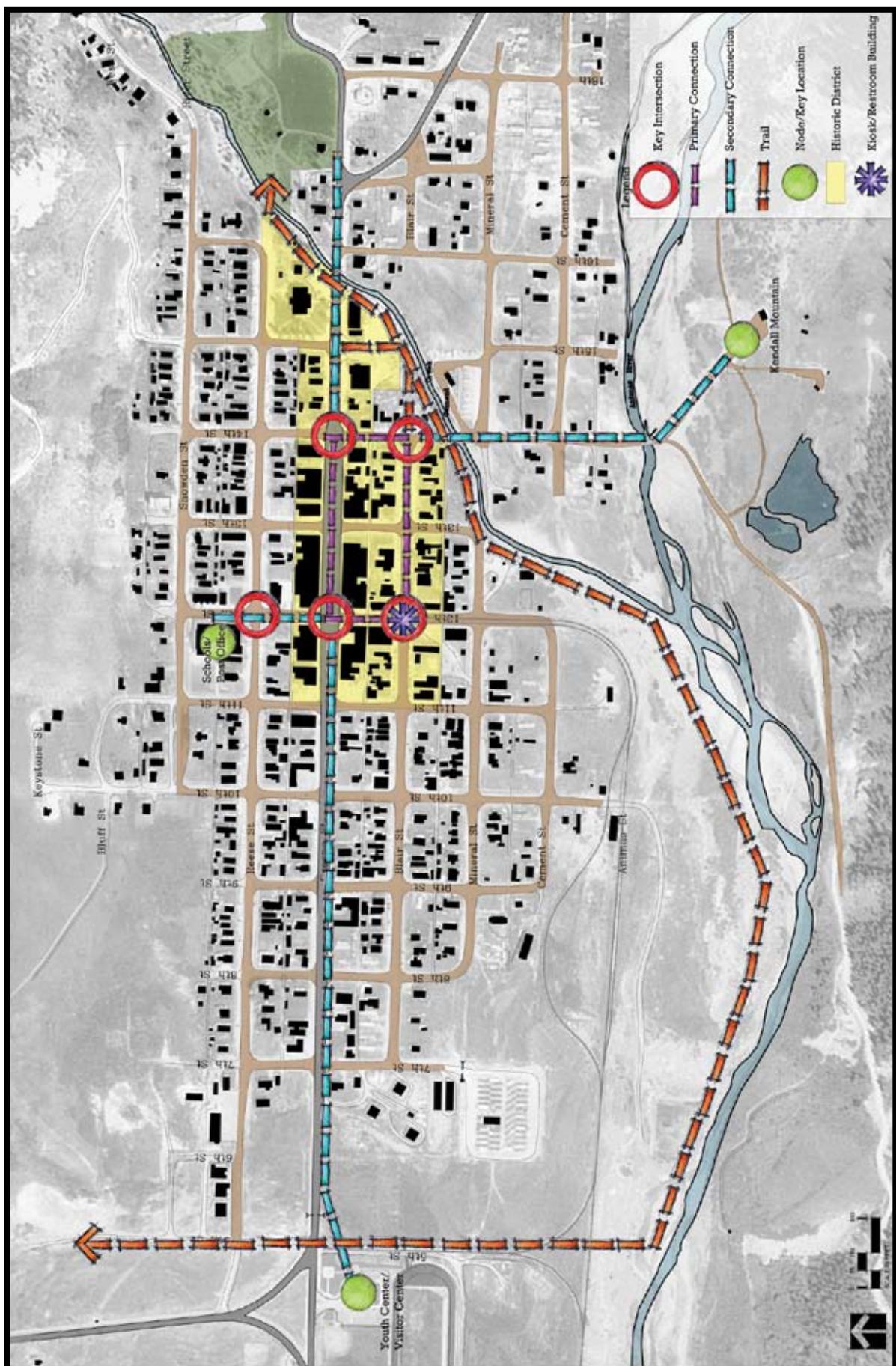


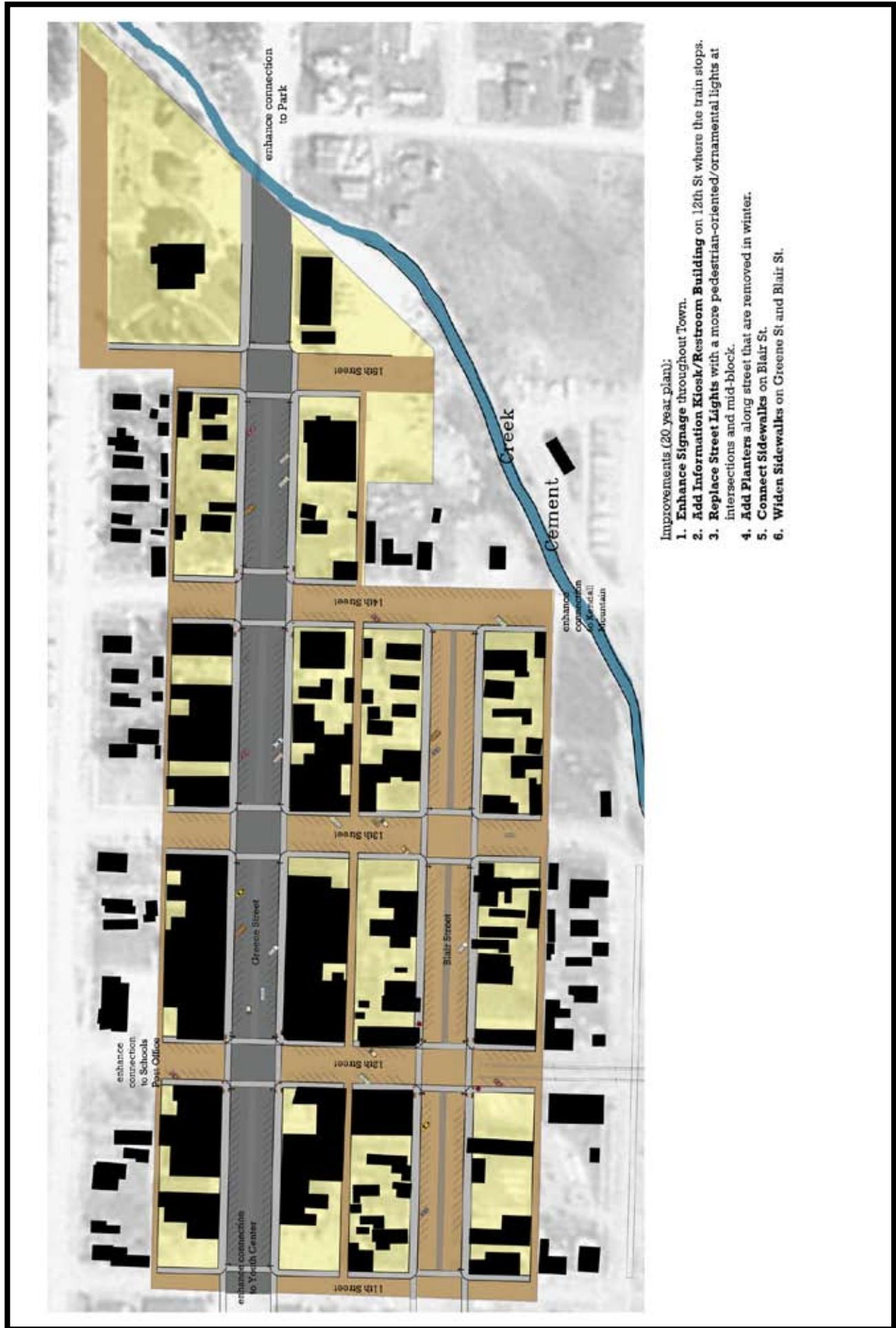
Accessory Dwelling Units
in Silverton
(ADUs)

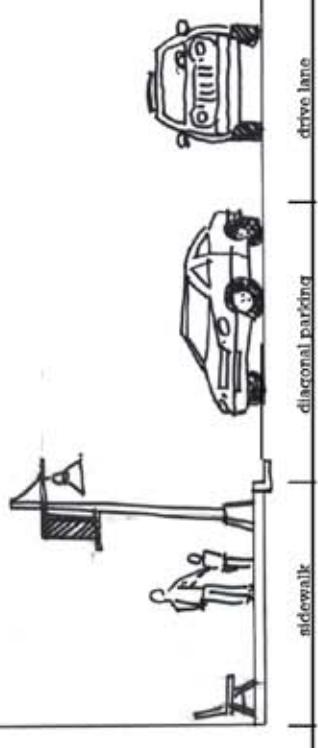
CHAPTER 11



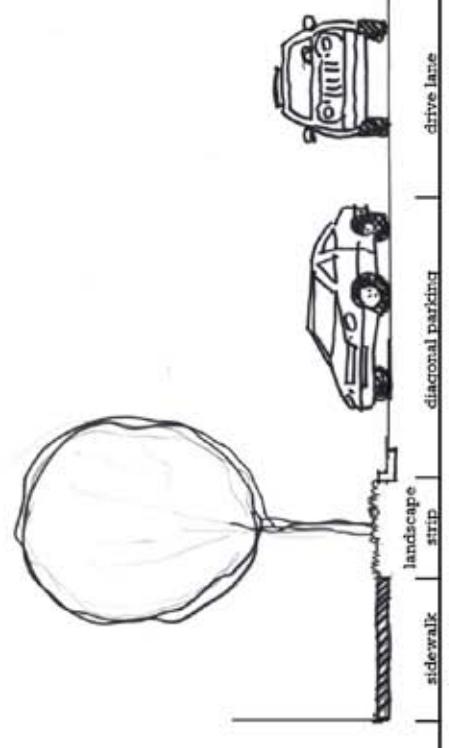
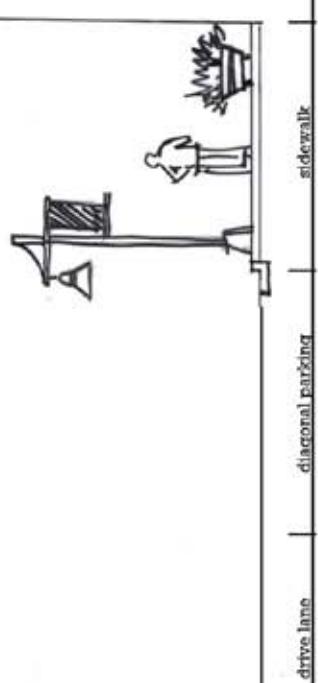
STREET SCAPE ENHANCEMENT



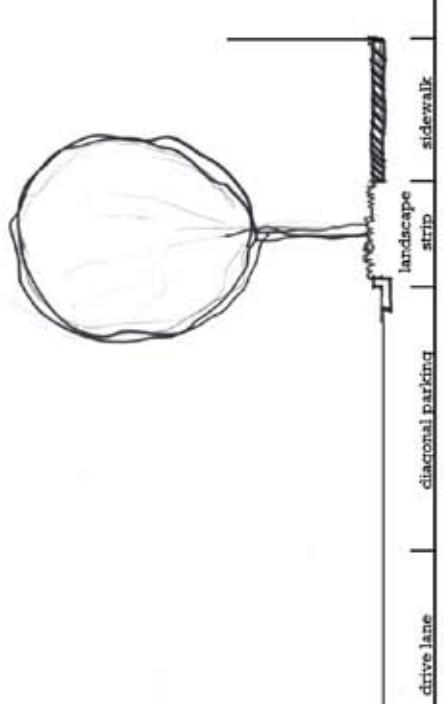




Historic District Cross-Section
11th Street to 16th Street on Greene St and Blair St



Residential Cross-Section
5th Street to 11th Street on Greene St and Blair St





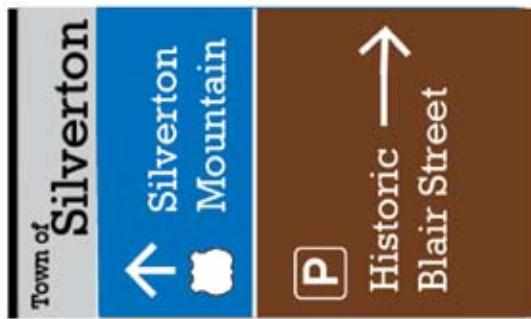
Elements of an Enhanced Streetscape:

- Benches
 - Bear-proof trash receptacles
 - Recycling receptacles
 - Planter pots
 - Bike racks
 - Information kiosks
 - Street lights
 - Removable Bollards
 - Rear-room building near train drop-off
 - Awnings on buildings

* Any or all furnishings could be modeled after Silverton's past (i.e. the mining industry) or crafted by local artisans.

* Streetscape elements should fit together into one concise suite.

Sixth Ave



Silverton Signage Suite

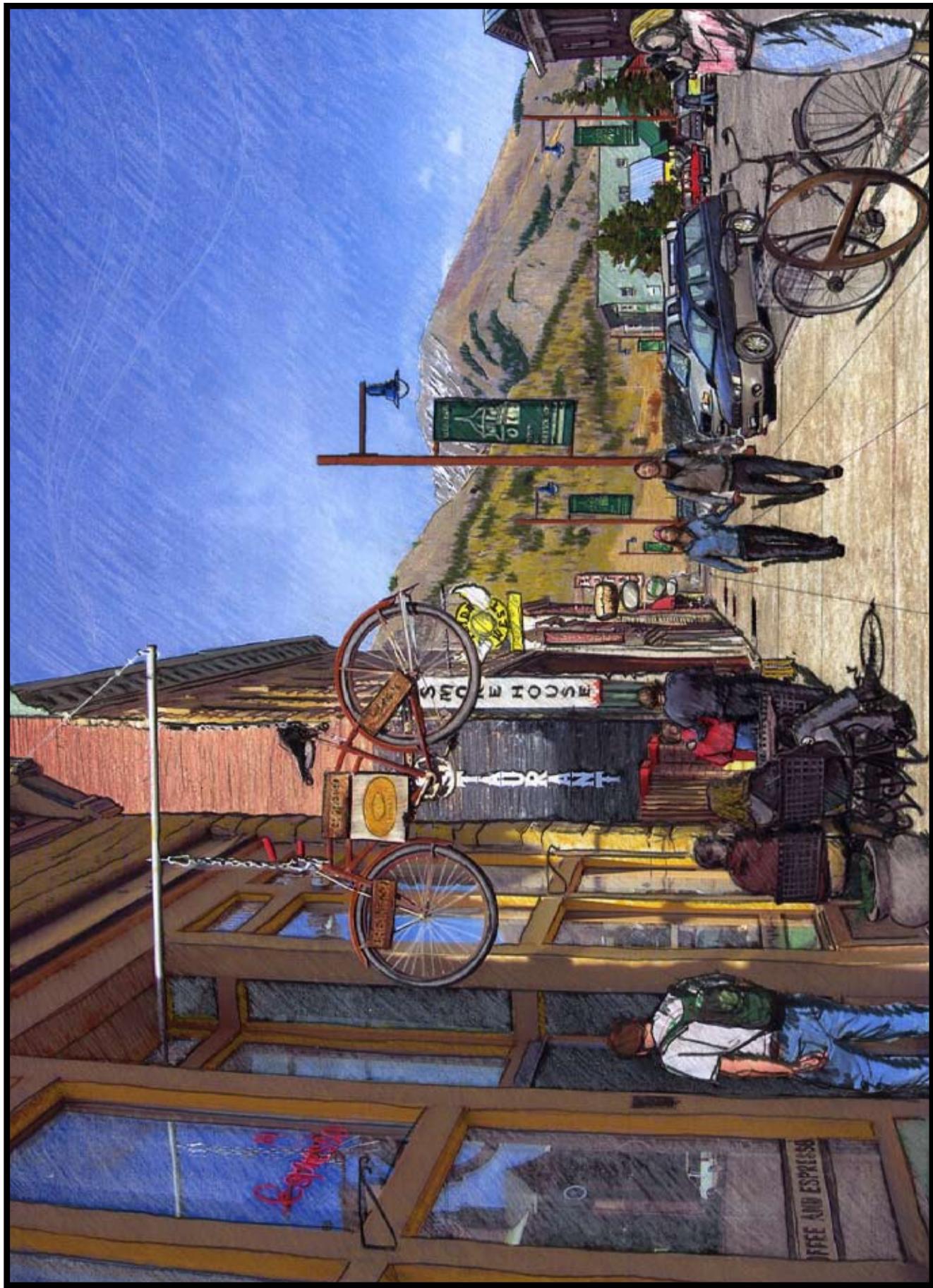


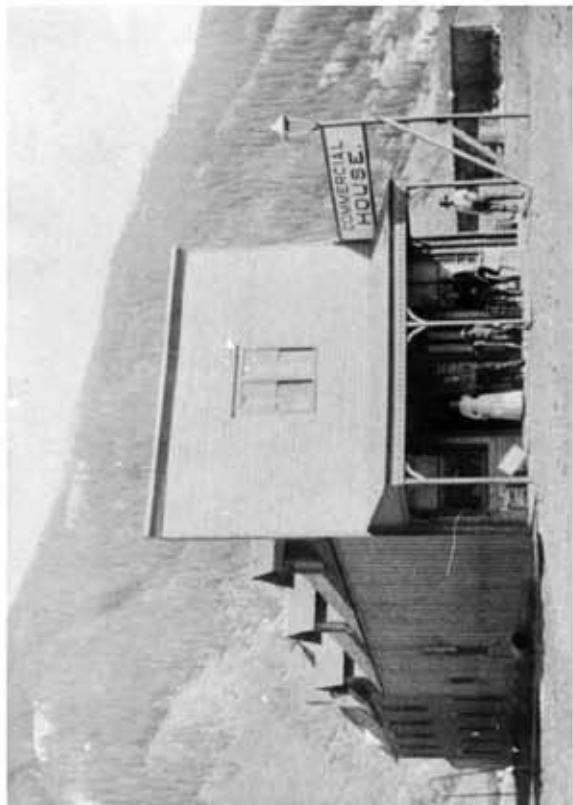
Banner



Kiosk Precedents







Streetlights in Silverton found in historic photos (photos from photoswest.org)



Existing historic streetlight near the Courthouse