

---

# HOT SULPHUR SPRINGS

## COMMUNITY MASTER PLAN & THREE MILE PLAN

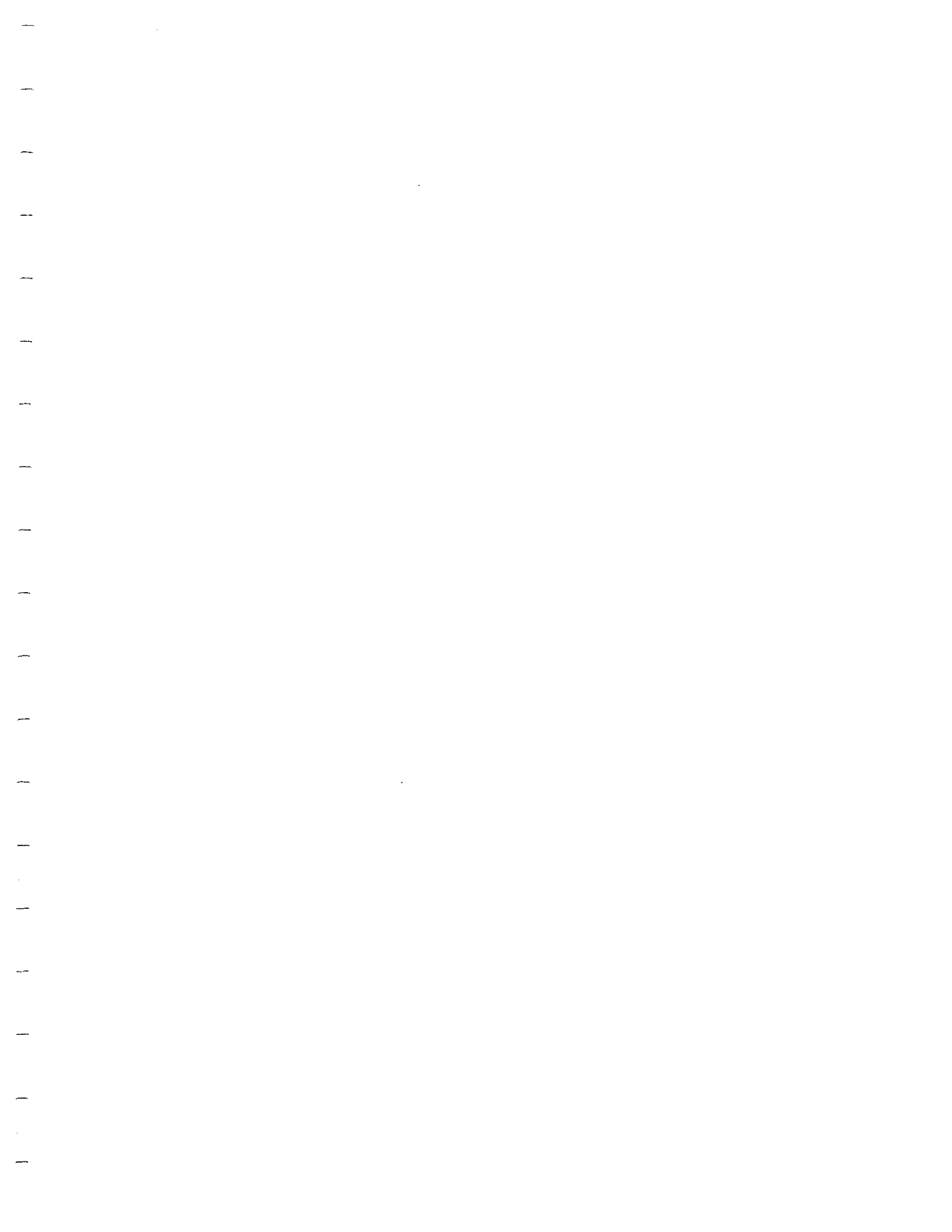
Adopted 11/11/98 by Hot Sulphur Springs Planning and Zoning Commission

### Contents

Acknowledgements

Introduction

I. Background Report	1
1. General Description	
3. Opinion Survey	
4. Town Character / Land use	
5. Population	
6. Economy	
7. Prospectus for Growth	
8. Conclusions	
II. Community Opinion Survey	13
1. Overall Survey Results	
2. Ranking of Agreement by %	
III. Community Vision	22
IV. Goals and Policies	24
1. Resource Preservation	
2. Community Appearance and Design	
3. Growth and Development	
4. Residential Land Use	
5. Commercial Land Use and Development	
6. Balanced Economy and Fiscal Impact Management	
7. Parks, recreation, and Trails	
8. Streets, Traffic , Transportation	
9. Public service and Utilities	
10. Annexation	
11. Governance	



# Intergovernmental Coordination

---

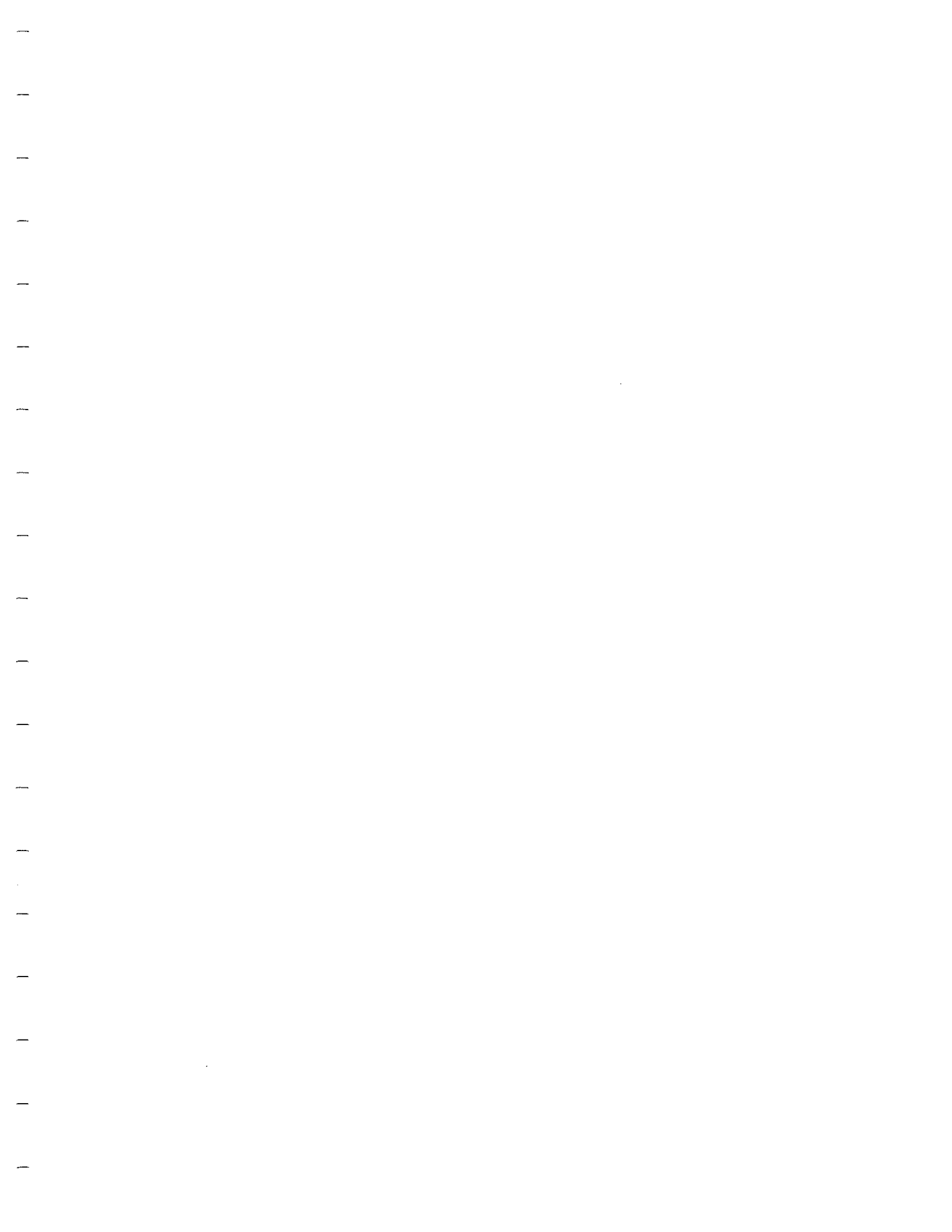
This plan could help in the implementation of a *coordinated growth coordination strategy* for the Hot Sulphur Springs and the surrounding area of influence in Grand County. Many significant land use decisions made unilaterally by one jurisdiction or another in the three-mile area, have had and will have major effects upon the other jurisdictions. Without inter-jurisdictional coordination, impacts created or controlled by one jurisdiction are often shifted to other jurisdictions and create undesirable or inequitable results in the community. The feasibility of successfully managing the future of the Town and achieving the economic, social and environmental goals, efficient development patterns and conservation of openspace would be greatly enhanced, and may only be feasible through, the coordination of decisions and policies of the town and county governments, the school district and special service districts.

The Colorado State Statues empower and encourage jurisdictions to cooperate. They are brief and broadly worded providing substantial flexibility. A structure to coordinate decision making and inter-jurisdictional agreements should be used to ensure consistency, cooperation, and coordination with adjacent or affected jurisdictions.<sup>1</sup>

## Goals of Intergovernmental Coordination:

- **Use of deliberate, comprehensive and coordinated processes to define and accomplish mutual goals** that are based on varied perspectives and citizen participation.
- **Inter-jurisdictional consistency** - Evaluating existing structures and polices and modifying them in relation to mutual goals. Although policies may be different in the different jurisdictions, these policies need to be complementary and consistent with mutual goals and address interjurisdictional impacts.
- **Joint planning efforts** and joint adoption of plans, such as this plan, to achieve mutual benefits from consistent and complementary policies and coordinated solutions.
- **Focusing and coordinating efforts** of the Town of Hot Sulphur Springs, and Grand County, the school district and other service providers, and Federal and State agencies to achieve common goals more efficiently and effectively.

<sup>1</sup>. Land Use Control Enabling Act CRS 29-20-101 "CRS 29-20-105. Intergovernmental Cooperation. Without limiting or superseding any power or authority presently exercised or previously granted, local governments are authorized and encouraged to cooperate or contract with other units of government pursuant to part 2 of article 1 of this title for the purposes of planning or regulating the development of land, including but not limited to the joint exercise of planning, zoning, subdivision, building and related regulations." The planing and regulating powers are identified in 29-20-104 and 105. CRS 29-1-201 et seq. state a purpose of "permitting and encouraging governments to make the most efficient and effective use of their powers and responsibility by cooperating and contracting with other governments..."



---

# **ACKNOWLEDGMENTS**

## **Hot Sulphur Springs Community Master Plan and Three-Mile Plan**

Updated and Revised  
March 10, 1999

MAYOR  
Stan Bernal

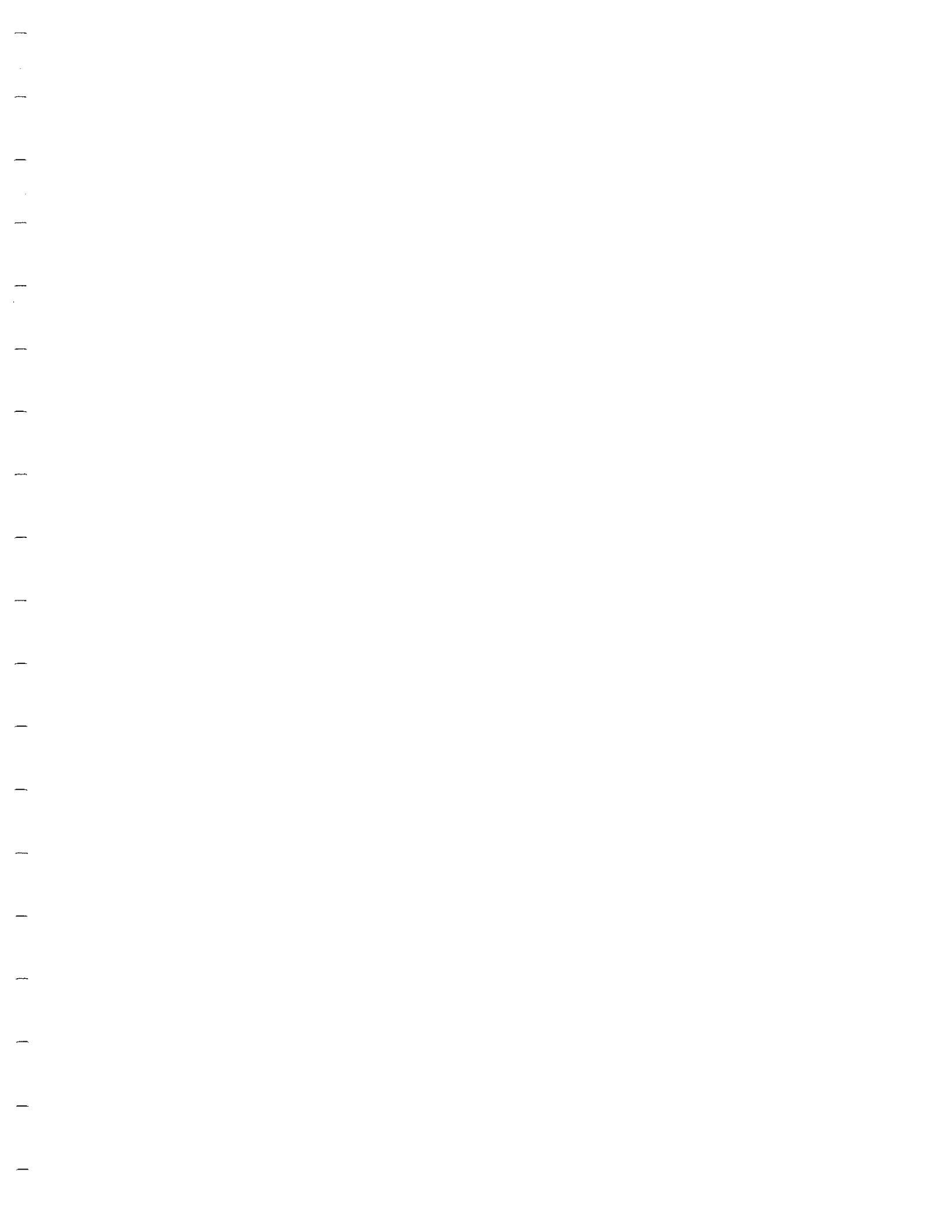
BOARD OF TRUSTEES  
Steve Byfield  
Clara Garner  
Spaulding Goetze  
Rachel Jaramillo  
Mike LaSelle  
Phil Shipman

PLANNING AND ZONING COMMISSION  
Larry Pfeiffer, Chairman  
Clay Sarriugarte, Vice Chairman  
Dawnie Baldo, Secretary  
Spaulding Goetze  
Mike Thompson

BOARD OF ADJUSTMENTS  
Bruce Baldo  
George Davis  
Karla Liebelt  
Jack Mulqueen  
Carol Schroer

PLANNING CONSULTANT  
Edward J. Del Duca  
641 North 16th Street • Grand Junction, CO 81501-4427  
(970) 243-8475

This updated and revised plan was funded by a Technical Assistance Grant from  
Northwest Colorado Council of Governments



---

# **ACKNOWLEDGEMENTS**

## **MAYOR**

Joseph Vrbas

## **BOARD OF TRUSTEES**

Joseph Vrbas  
Jacob Frank  
Yvonne Knox  
Larry Roth  
Kerry Davidson  
Keith Smith  
Jeff Green

## **PLANNING AND ZONING COMMISSION**

Ike Knox  
Jacob Frank  
Linda Gerrans  
Jerry Fullingim  
Dave Stamm  
Larry Roth  
Kerry Davidson

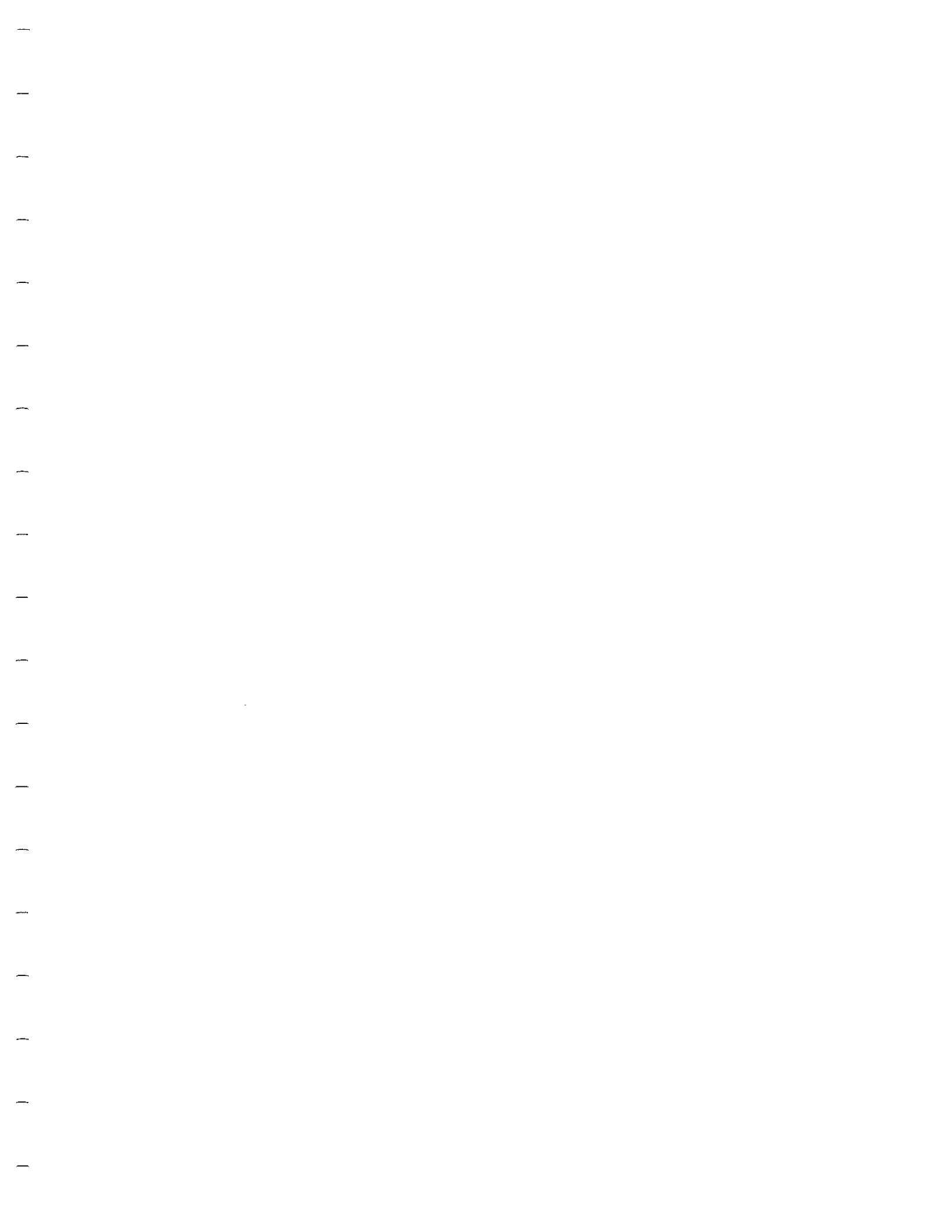
## **BOARD OF ADJUSTMENT**

Jack Mulqueen  
Roger Hannon  
Sarah Montandon  
George Davis

March 18, 1993

## **CONSULTANTS**

**SHAPINS ASSOCIATES, BOULDER, CO.  
THE LINCOLN COMPANY, LITTLETON, CO**





---

# INTRODUCTION

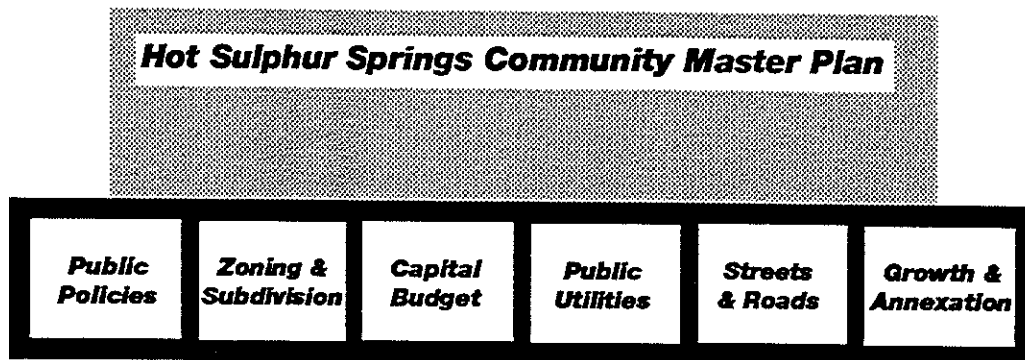
The Town of Hot Sulphur Springs, through an Impact Assistance Grant from the State of Colorado, has developed a Community Master Plan that would identify a vision for future growth and development in Hot Sulphur Springs.

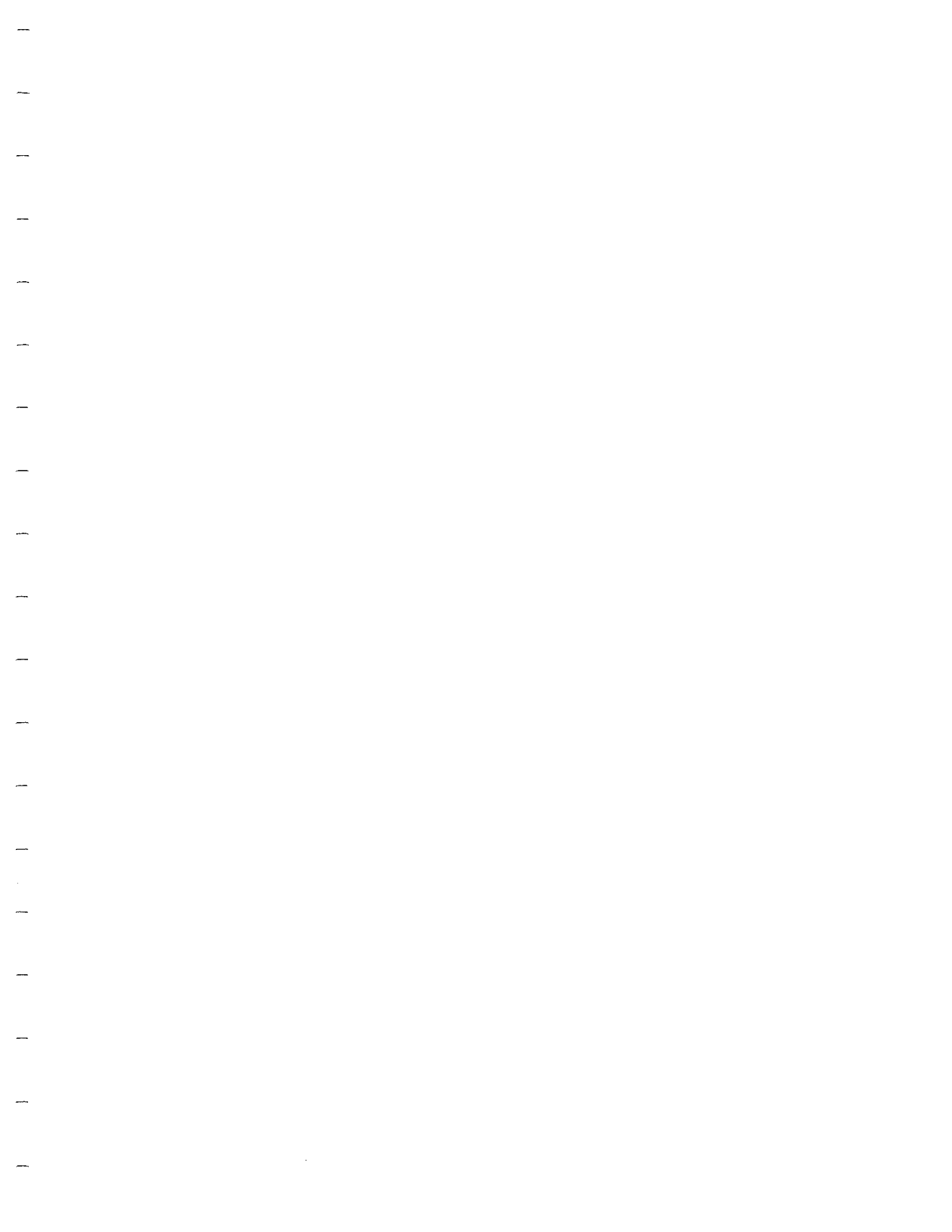
The Hot Sulphur Springs Community Master Plan is a long-range guide to assist public officials in directing future growth and development in the community. The Community Master Plan is not an ordinance, but rather, a reflection of community goals and visions as expressed by the people of Hot Sulphur Springs. It is an advisory document that is the basis for other Town ordinances and legislation that may be required to implement the Plan.

Through a year long process of public meetings, workshops, and survey, the Community Master Plan was developed as a statement for the future of Hot Sulphur Springs.

The Hot Sulphur Springs Community Master Plan should be used a common reference by citizens, businesspeople, public officials, staff, municipal boards and committees, local agencies, organizations, land owners, and all residents of Hot Sulphur Springs as they consider actions which may impact the future of Hot Sulphur Springs.

Generally, a plan of this nature has a life span of 5 to 10 years; however, the Town should be prepared to make minor adjustments to the plan on an annual basis. The illustration below characterizes the purpose and role of the Community Master Plan.





---

# CHAPTER I : BACKGROUND REPORT

The Background Report is a summary compendium of background information and related growth issues facing Hot Sulphur Springs, Colorado. The consultant, Town Staff, the Planning Commission, and the Town Council have utilized the information in the background report as a data base during the planning process.

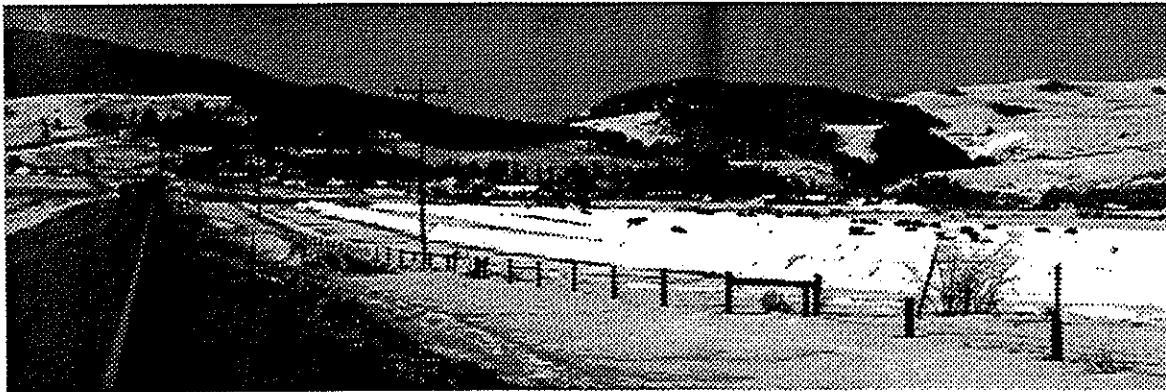
Due to the strategic nature of the planning process, the background report focuses on the apparent *critical* issues and points of concern to the community. These issues primarily relate to the intent of the Town to manage future growth, and to ensure that future growth enriches and preserves Hot Sulphur Springs unique character.

Information in this report has been developed from information from reports, meetings, and telephone conversations with the Town of Hot Sulphur Springs, Grand County, Colorado Department of Transportation, and the Colorado Division of Local Affairs

## 1. GENERAL DESCRIPTION

### 1.1 Overview

Hot Sulphur Springs is the County Seat of Grand County. It is a bedroom community nestled in a small valley at the mouth of a small canyon. U.S. Highway 40 runs through the town and the Rio Grande Railroad runs along the Northwest side of the Colorado River which is the northwest boundary of the Town. The Town's resident population of 350 is augmented by tourists, county employees, and people conducting business with the county. The uniqueness of the town is its traditional rural character complemented by the presence of the Hot Sulphur Springs. The springs are not overly developed and are for sale. Adjacent to the Springs is Pioneer Park, leased by the Town from the Railroad, and a resource which is used for picnicking, fishing, camping, and hiking.



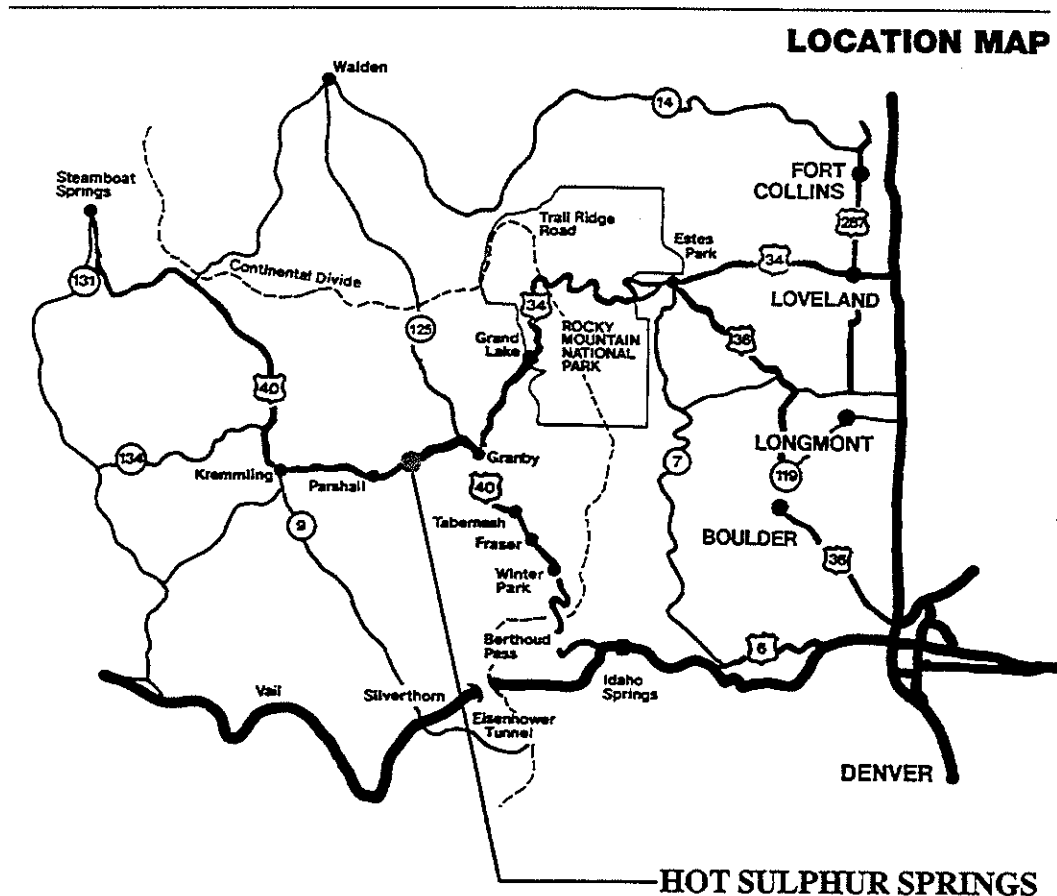
Grand County is truly on Colorado's western slope. The climb over Berthoud Pass connects the County to the Front Range metropolitan areas only two or three hours away. The pass is more of a psychological barrier than a physical one. The road is well maintained in winter, but the county is considered less accessible than the counties in the I-70 corridor. This gives the county, and the communities in it, their special charm.

Hot Sulphur Springs is truly the center and midpoint of Grand County. It is neither in the eastern end where the Winter Park Resort and the town of Winter Park attract visitors from around the world, nor in the far western end where ranching and recreation form the economic base.

Hot Sulphur Springs was a railroad town, and a resort. The railroad still runs through, and the essence of the resort remains, but it is a government town. County and federal offices provide a substantial employment base and an attraction to the community which sustains service and retail activity.

## 1.2 Locational Considerations

Hot Sulphur Springs is located in Grand County along the Colorado River between Granby and Kremmling. Surrounding the Town are extensive federal and state lands which provide unusual recreation resources to the Town. Gold medal fisheries along the Colorado river are just upstream from town, and the Windy gap reservoir is just a few miles east along the Colorado River.



---

The town is at the dividing line between the two school districts and is really part of West Grand County in this respect as well as in the context of agricultural, as opposed to a resort economy. Two of the three county commissioners are from the eastern half of the County. The presence of the County government and other government offices creates an employment center so that jobs are not as much of an issue as in other communities.

Hot Sulphur Springs is Central in the county and not subject to some of the competitive forces affecting the west end of the county and the more populous east end. It has the opportunity to go its own way while benefiting from any economic development at either end of the county.

Hot Sulphur Springs is on the highway, but not at a crossroads with another major roadway as Kremmling and Granby are. It can exploit the presence of the highway to enhance residential, economic or retail development. It is limited in this respect, by the levels of traffic which the highway brings unless a major attraction is developed in or near the town.

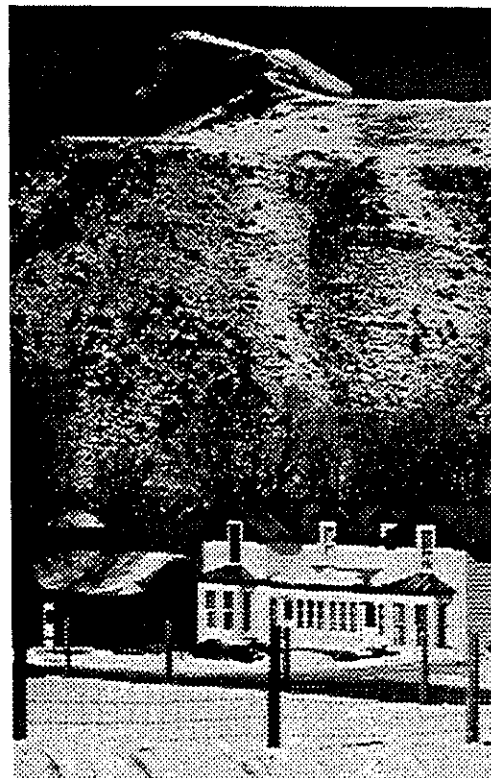
## **2. LAND USE/TOWN CHARACTER**

Hot Sulphur Springs has a rare character that is cherished by local residents as well as tourists who visit every year. The town is surrounded by visible ranch lands, hillsides, river corridors and mountains; these resources provide a natural and rural character that gives the town a small town western feeling. Small scale structures are informally sited along a grid pattern of roadways which further add to the charm of Hot Sulphur Springs

### **2.1 Residential**

Traditional small scale wood frame buildings and historic landmarks are distributed throughout town, but more concentrated in the historic business district along Grand Avenue which dead ends at the Colorado River and Pioneer Park.

Residential home sites account for the majority of developed acreage in the community. Historic residential buildings as well as more modern buildings are primarily located in concentrated areas south of the Courthouse and Highway 40(Upper Hot Sulphur) , and areas north of the Courthouse between highway 40 and the Colorado River. Most of the homes have been built on older lots platted before 1900. Residential structures in town are primarily single family detached with a few multifamily structures and mobile home parks located in Lower Hot Sulphur.



On the eastern fringe of town, within the Town Boundary, are extensive annexed vacant lands. Known as the Longview Addition and Cochran Lands, these lands have been for sale for a long time.

## **2.2 Commercial/Business/ Institutional**

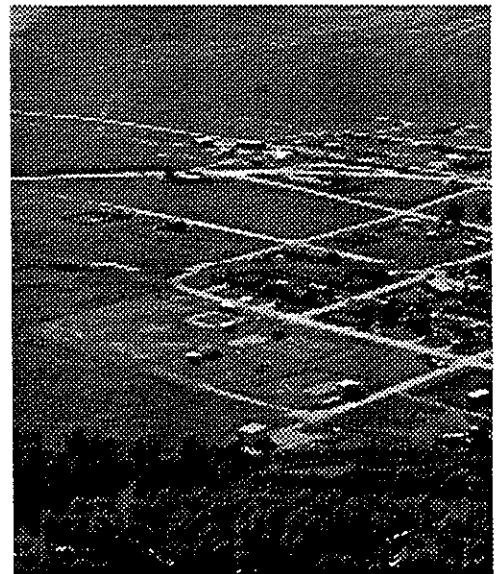
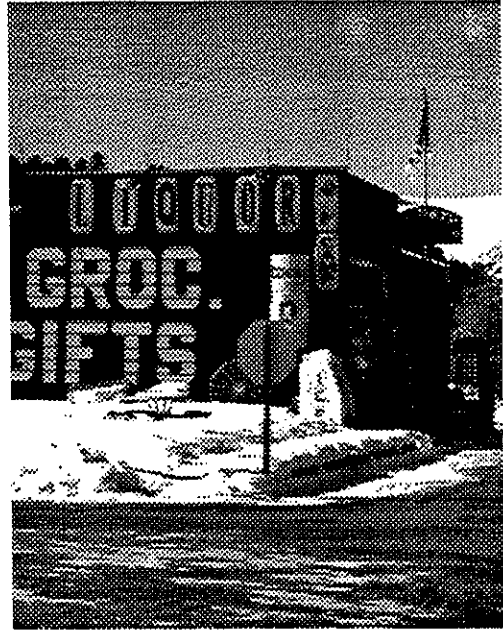
Highway 40 and the historic downtown along Grand Avenue account for the commercial and business uses in town. Restaurants, service stores, 3 lodging establishments, offices, a used auto dealer, and other businesses are located in these areas.

As the County Seat, the Grand County Courthouse, Sheriff's Headquarters, and Museum are located along Highway 40. The Town Hall is located in a modest building on Aspen, within the Historic Town Core.

## **2.3 Parks and Recreation**

Hot Sulphur Springs has two major parks along with accessible federal lands surrounding the Town. The Town Park is located on the northern edge of town along the Colorado River and next to county ranch lands. The Town park has many facilities including playgrounds, ballfields, picnic areas.

Pioneer Park, located along the Colorado River and the Railroad northwest of town, has been used as a major recreation area for many years. Free camping, fishing and picnicking are available in the 50 acre site to all. Very modest visitor facilities are available to visitors to Pioneer Park. The Town has been working with the Colorado Division of Wildlife to establish management policies for this attractive resource.



---

## **2.4 Floodplains, Slopes and Open Space**

The 100 year floodplain of the Colorado River encompasses a large area of undevelopable land on the northwest boundary of the community. A large portion of this land contains Pioneer Park, as well as the sewage treatment plant, and other open natural areas.

In addition to the Colorado River Floodplain, several other smaller drainages flow through town from Heimbaugh Creek and the watersheds south of town .

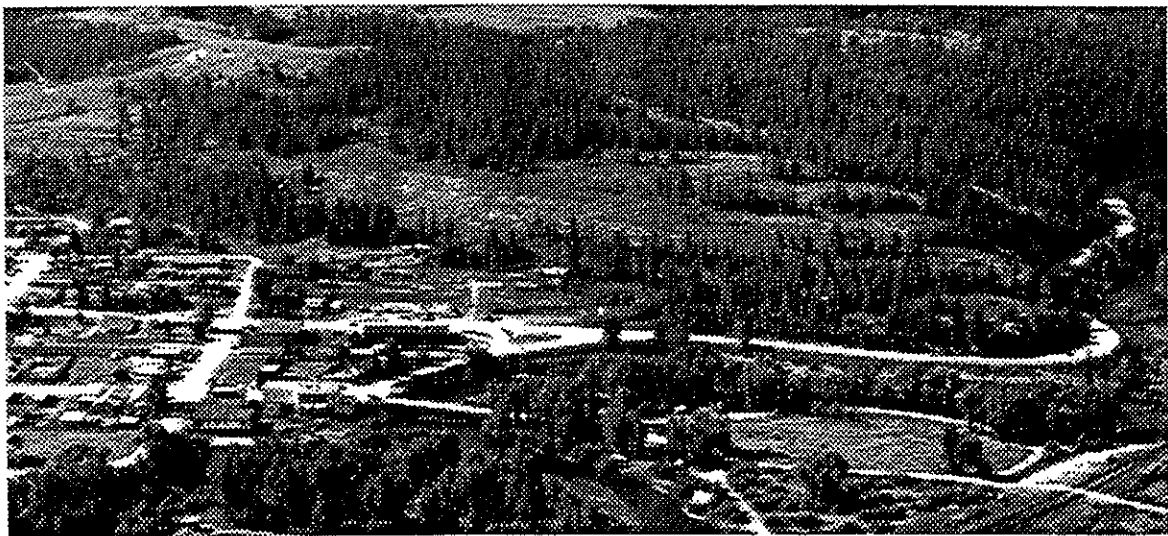
Open space also exists in town at steeply sloping unbuildable lands that are located along the southwest boundary of town, and along the Railroad corridor.

## **2.5 Surrounding Land Uses**

The land west of the hot springs has been platted and a few lots have been sold off. This land is outside the town boundaries and is a consideration in acquisition or annexation deliberations.

Land eastward along the Colorado River is in single ownership and could be a prized development property. It should be subject to specific land use controls.

The area east of the town toward Cottonwood Pass is physically attractive for development. It is in the County. An intergovernmental agreement or other means should be employed to have a say in the future of this land and other parcels presently in county jurisdiction.



---

## 2.6 Resort Relationships

Winter Park Resort is not annexed to the Town of Winter Park, but is a major factor in the economy of the east end of the County. It is also a major factor in the political outlook. As far away as Fraser and Tabernash, the focus is on the resort and its influence on the area. Even Granby is oriented toward the economic activity to the east.

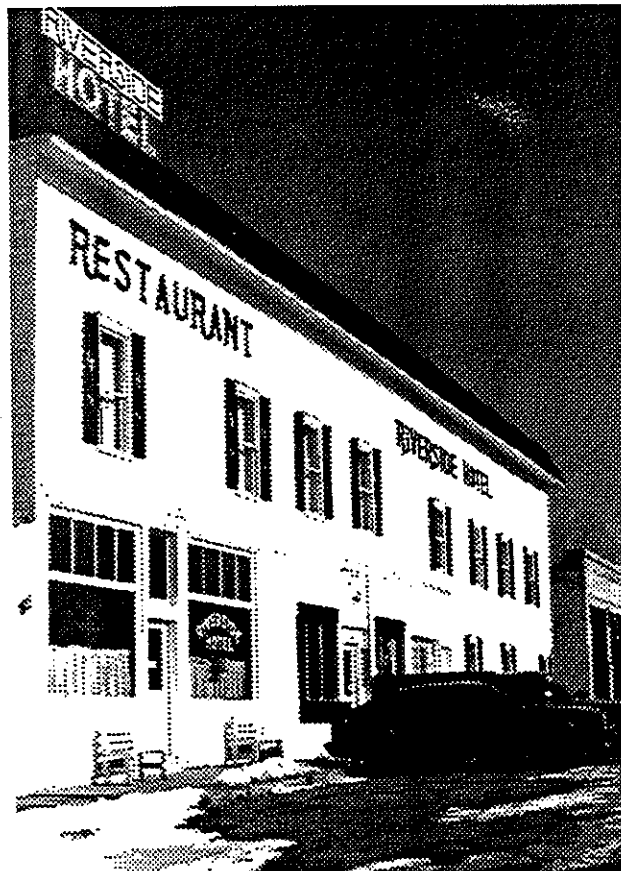
Grand Lake is a resort community, but at the opposite time of year. While skiing occupies the eastern part of the County, Grand Lake hibernates in the winter weather. In summer, when the skiing resort is struggling for activity, Grand Lake basks in a flow of tourists from Memorial Day to the aspen viewing season in September.

Granby is in between both geographically and seasonally. Granby is the shopping and business center with good highway access year around.

## 3. HIGHWAYS/ACCESS

Highway 40, once the primary route from Denver to points west in Utah and beyond, continues to be a major state highway, but the Interstate system, I-70 in Colorado and I-80 in Wyoming has kept Highway 40 from experiencing substantial traffic increases.

The table on a following page provides the history of average daily traffic on Highway 40 east of Hot Sulphur Springs and compares it to the traffic on Highway 6 which became I-70 in the 1960's. The comparative count is west of Copper Mountain on Vail Pass. It is about the same distance from Denver as is Hot Sulphur Springs.





<b>TRAFFIC LEVEL COMPARISONS - US 40 AND SH 6/I-70</b>		
<b>YEAR</b>	<b>US40 w/o SH125</b>	<b>SH6/I-70 w/o SH91</b>
1950	1000	670
1952	1100	700
1954	1350	1050
1956	1450	1100
1958	1300	1100
1960	1675	1150
1962	1500	1425
1964	1500	1700
1966	1600	2050
1968	1750	1900
1970	1950	3000
1972	2350	3700
1973*		
1974	2050	5950
1976	2100	7450
1978	2250	8250
1980	2100	9400
1982	2100	10000
1984	2450	NA
1985	2250	10600
1986	2000	11000
1987	1900	12200
1988	1950	12000
1989	2050	NA
1990	2000	13400
1991	1950	14500
* 1973 was the year the Eisenhower Tunnel opened.		
It was also the year of the first gasoline shortage.		

The table indicates that Highways 6 and 40 were comparable in terms of traffic levels until the early 1960's when use of I-70 began to increase substantially. During the 1960's the interstate highway was under construction between Denver and Summit County. The tunnel through the continental divide was completed in the early 1970's.

During this time period, the major ski resorts were being built or improved and they were a factor in the traffic increase. As more of I-70 was completed, it became the preferred route through Colorado and US 40 languished.

#### 4. POPULATION

Just as highway traffic has grown at a slower rate in Grand County, population in the county and Hot Sulphur Springs has grown less than in Summit County and Frisco. Both counties boast ski resorts and major recreation resources like reservoirs and rivers, but the more accessible county has grown more rapidly.

#### Population History in Grand and Summit Counties

Year	Grand County	Hot Sulphur Springs	Summit County	Frisco
1950	3,963	263	1,135	87
1960	3,557	237	2,073	316
1970	4,107	220	2,665	471
1980	7,475	405	8,848	1,221
1990	7,996	347	12,881	1,601
<b>Forecasts</b>				
2000	8,506	NA	15,334	NA
2010	9,261	NA	16,862	NA

The forecast for Grand County is bullish, 16 percent in 20 years, but much of this growth is expected at the eastern end of the county attracted by Winter Park, the greater choices of destinations including Grand Lake, and slightly greater proximity to Denver.

By comparison, the Summit County growth is based on larger numbers. In growing by 31 percent it will increase by nearly 4,000 inhabitants.

#### 5. GRAND COUNTY ECONOMY

Community comparisons within Grand County place the Hot Sulphur Springs economy in perspective. Recent studies have indicated that Hot Sulphur Springs has had less than one percent of the retail activity in the county in recent years. No community or area is dominating retail growth, but a surprisingly high level of activity is outside of towns. In addition to the major resorts, there are many recreational opportunities which are not specific to a town or area. They include trail systems, scenic byways, forest and BLM land, and hunting and fishing opportunities scattered throughout the County. These are an attraction to the County and are an element of the local economy. They attract expenditures from outside the County and represent a substantial retail draw.

---

## Update to 4 Population and 5 Economy

From "Demographic and Reconnaissance Report" by Clarion Associates for the Grand County Master Plan, May 1996.

### A. POPULATION TRENDS

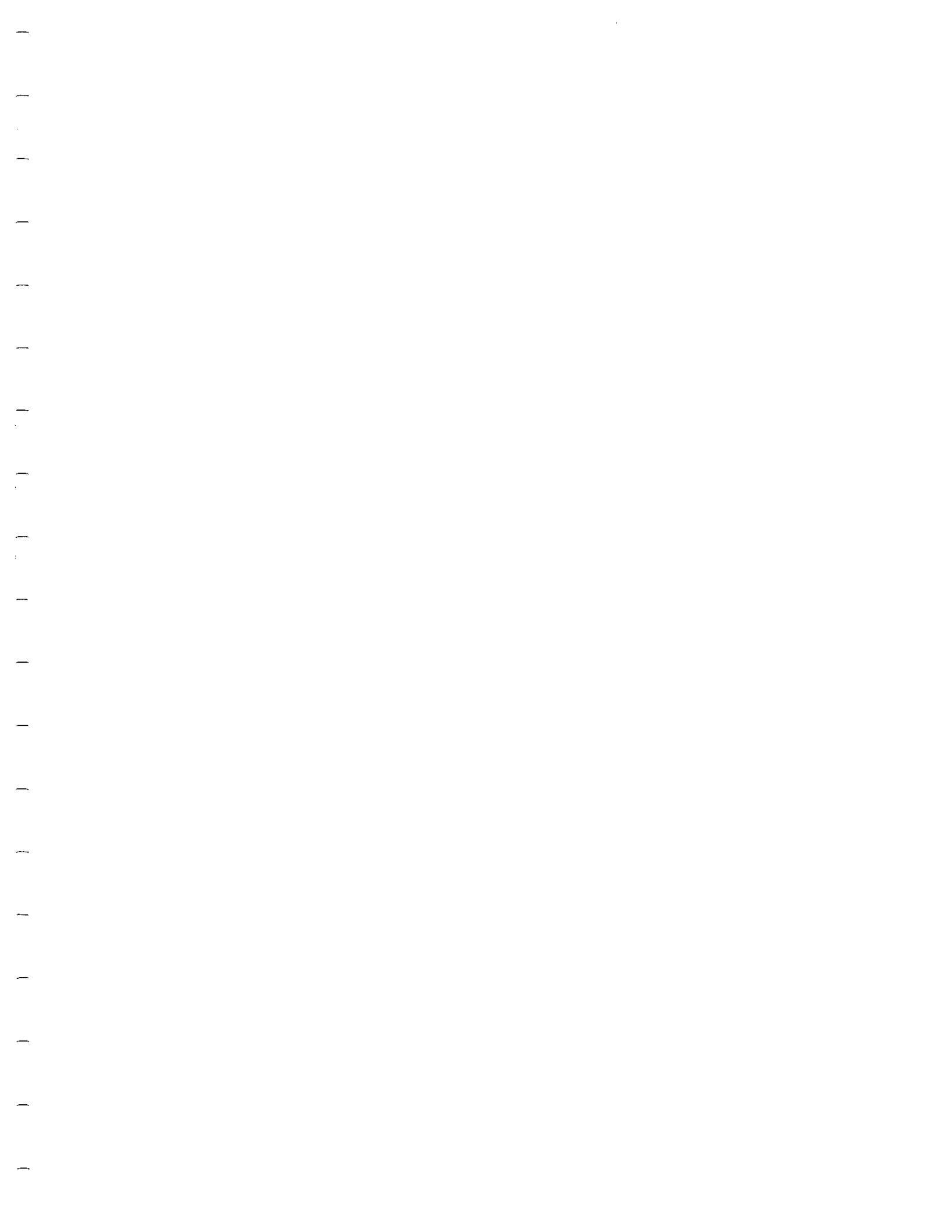
Grand County's permanent population grew most quickly during the 1970s, slowed dramatically in the 1980's, and then grew—but at rates slower than the rest of the state—from 1990-1994. From 1990 to 1994, it is estimated that the county's population grew from 7,966 to about 8,700 persons. Unincorporated Grand County and the towns of Fraser, Grand Lake, Hot Sulphur Springs, and Winter Park grew the fastest during the time period 1990-1994. Since 1994, the county's permanent population growth has picked up and achieved overall county growth rates close to 3% per year (faster than average for the state). In 1995, the Census Bureau estimated that the county's population had reached 9,188, representing a substantial 6% increase over the 1994 estimated population amount.

Most recent population projections for the county forecast about 3% growth during the next five years, which translates approximately into an additional 1,400 permanent county residents by the year 2000.

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

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

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



---

## 6. PROSPECTS FOR GROWTH

Hot Sulphur Springs is at a potential turning point. It has opportunities for major economic development if that is what the residents want. They include creation of tourism attractions including a Main Street renovation on Byers (Highway 40) More visible and attractive entrances to the old town center from Highway 40, east and west, aggressive marketing, focus on visitors to the county seat and similar programs.

### 6.1 Retail

Hot Sulphur Springs has the common small town problem of leakage to larger communities. It does have the advantage of activity in the town in the form of government offices as well as the attraction of the hot springs and the enterprises that attract visitors to the recognized hotel and restaurants.

Leakage will not ever be resolved. Shoppers go to other communities for an "outing" as much as to seek diversity of merchandise or lower prices. It can be reduced by training the shopkeepers, establishing merchant cooperation, providing the "right" merchandise and offering appropriate hours of operation.

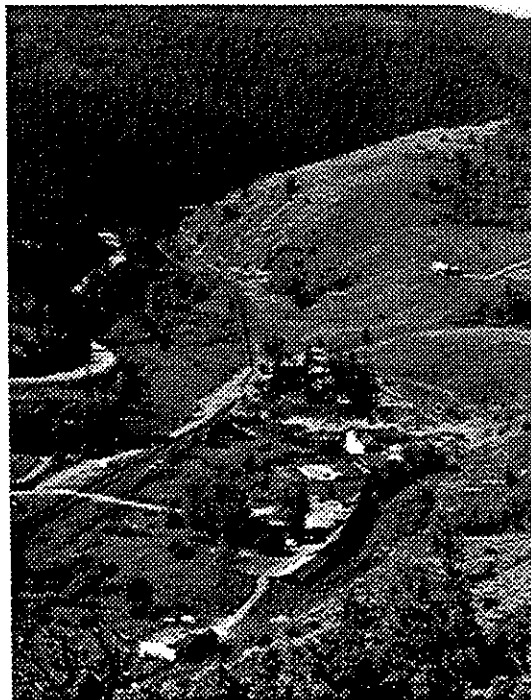
### 6.2 Hot Springs

The hot springs are an attraction of economic activity. Their present configuration is not suited to high levels of activity, and the marketing effort has not been motivated to achieve such levels. If the community were to decide that the springs were an important economic resource and that the community should become a resort at some level of activity, this could be accomplished.

One approach suggested in the past, but never pursued, was to establish a recreation district which could extend to Granby and Kremmling. The district could issue bonds to acquire the springs and develop the resort. A good business plan, a marketing plan and the assistance of a bond broker could accomplish this objective, if indeed it becomes an objective.

The hot springs could be exploited. This would take attraction of a buyer/developer or purchase and development by the town. Even with grants, this would plunge the community into debt and put city government into business other than the business of managing the community.

If the springs were exploited, the railroad is a possibility to be explored as an excursion resource. This investigation could be accomplished concurrently with the negotiations for the park, if decided upon as a course of action.





---

## Update to 6.2 Hot Springs

The hot springs were purchased in the fall of 1996 and underwent extensive renovation, reopening to the public in August of 1997. In the fall of that year, the Hot Sulphur Springs Resort received access to sewer service from the town, with water service to follow in the fall of 1998. Annexation of the 88.26-acre parcel was completed on December 5, 1998.

The resort is now open year around and draws an average of 150 visitors per day, according to the owner. Additional bathing facilities have allowed for greater capacity at the resort, including a special facility available for use by the handicapped. The resort is being aggressively marketed locally, regionally and nationally.

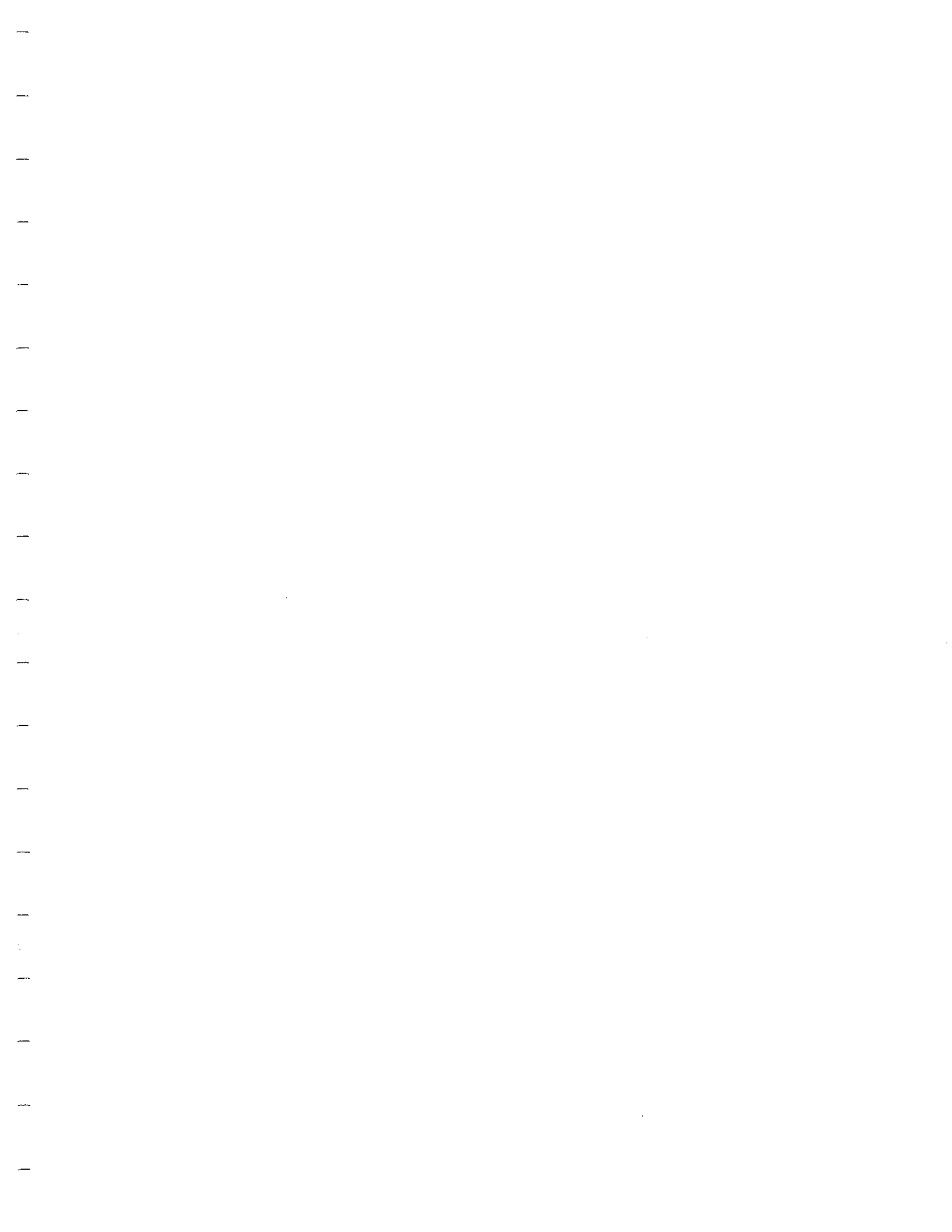
## Update to 6.3 Pioneer Park

In 1991, the original 25-year lease that the town had for Pioneer Park expired and the railroad indicated that the property was for sale. While negotiations have been taking place, the park lease has been renewed annually. The town has assumed the responsibility for trash pickup and portable toilets since 1991. Volunteer groups of citizens have provided annual clean-up patrols, assisted from time to time by community service volunteers and Grand County Road and Bridge.

In the spring of 1996, the town was awarded a substantial grant from Great Outdoors Colorado to purchase the <sup>park</sup> town, beginning a series of serious negotiations with the railroad to acquire the park. The property has been transferred through the sale of the original owner - Denver and Rio Grande Western Railroad - to Southern Pacific and finally to Union Pacific. This has caused considerable delays in the acquisition process.

As of early 1999, the town and the current railroad contingency are very close to reaching a final agreement and it is expected that the purchase of Pioneer Park will be completed by early summer of 1999. Great Outdoors Colorado has been an active partner in the process, assuring that funding support will still be available at closing.

Corrected by P+2  
Board at adoption 3/10/99  
JPP





---

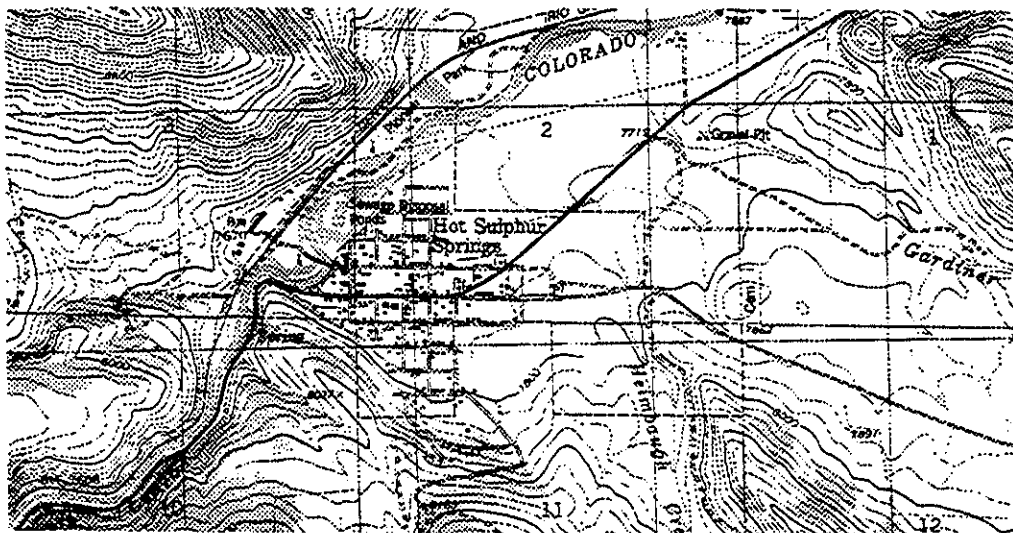
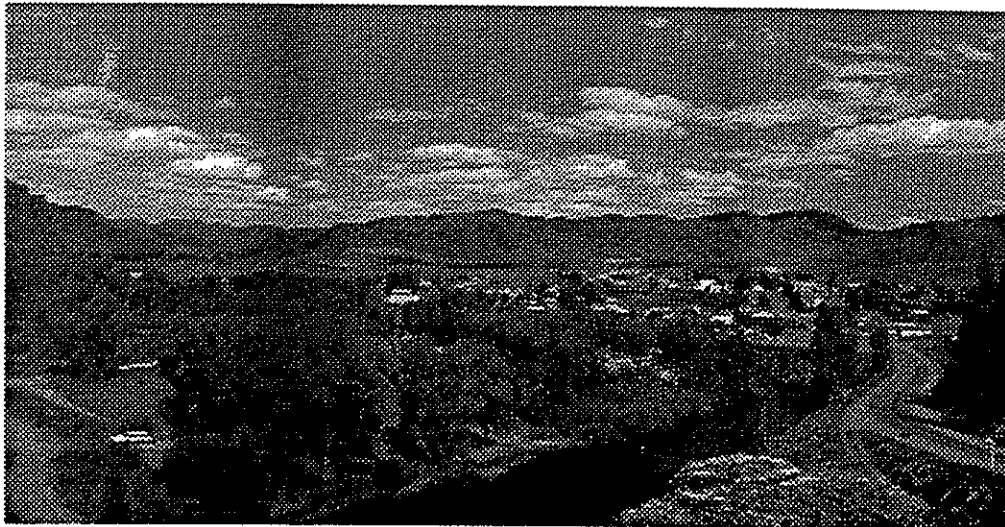
### 6.3 Pioneer Park

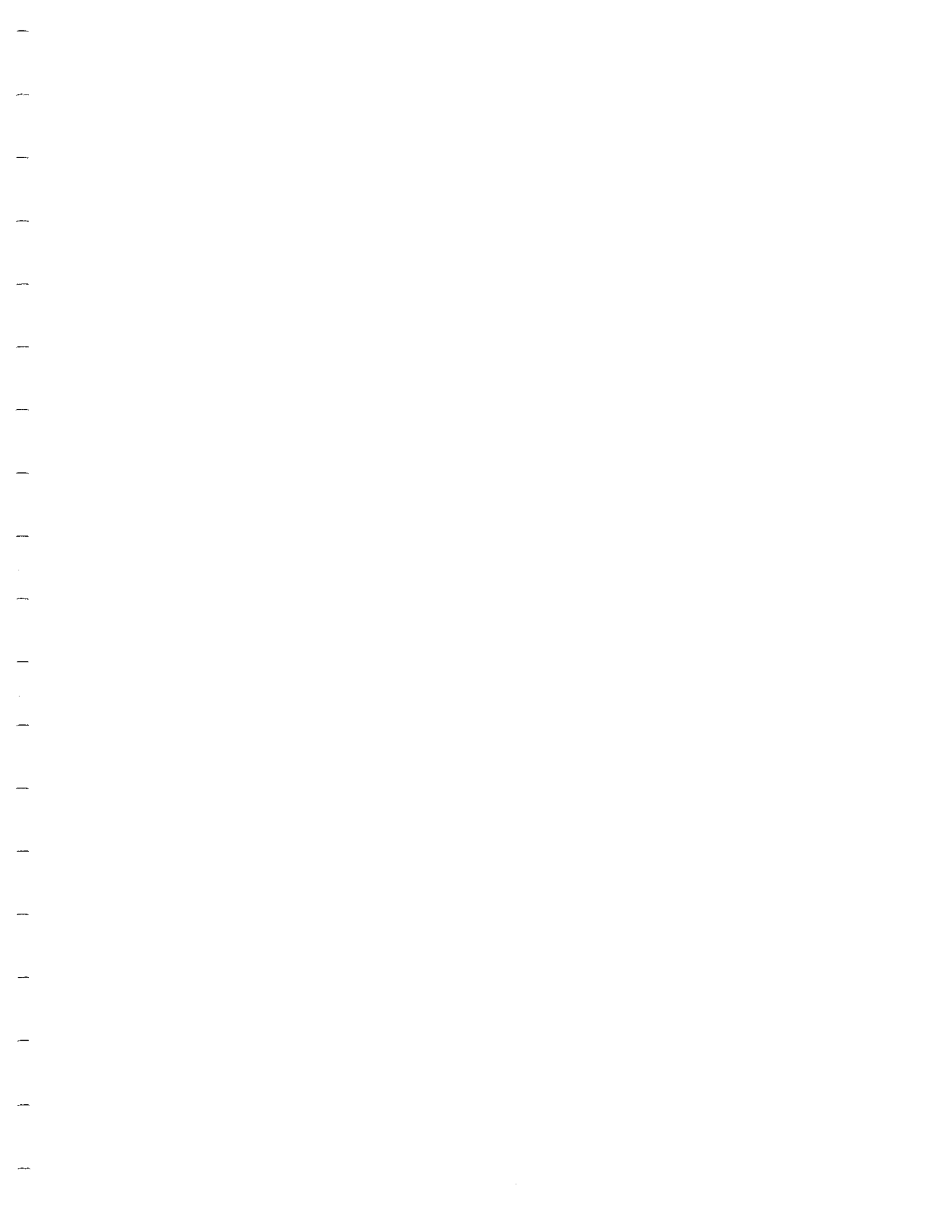
If the community decides that this park should be publicized as an attraction, increased use would require some improvements. Camp sites, sanitation, and security are issues.

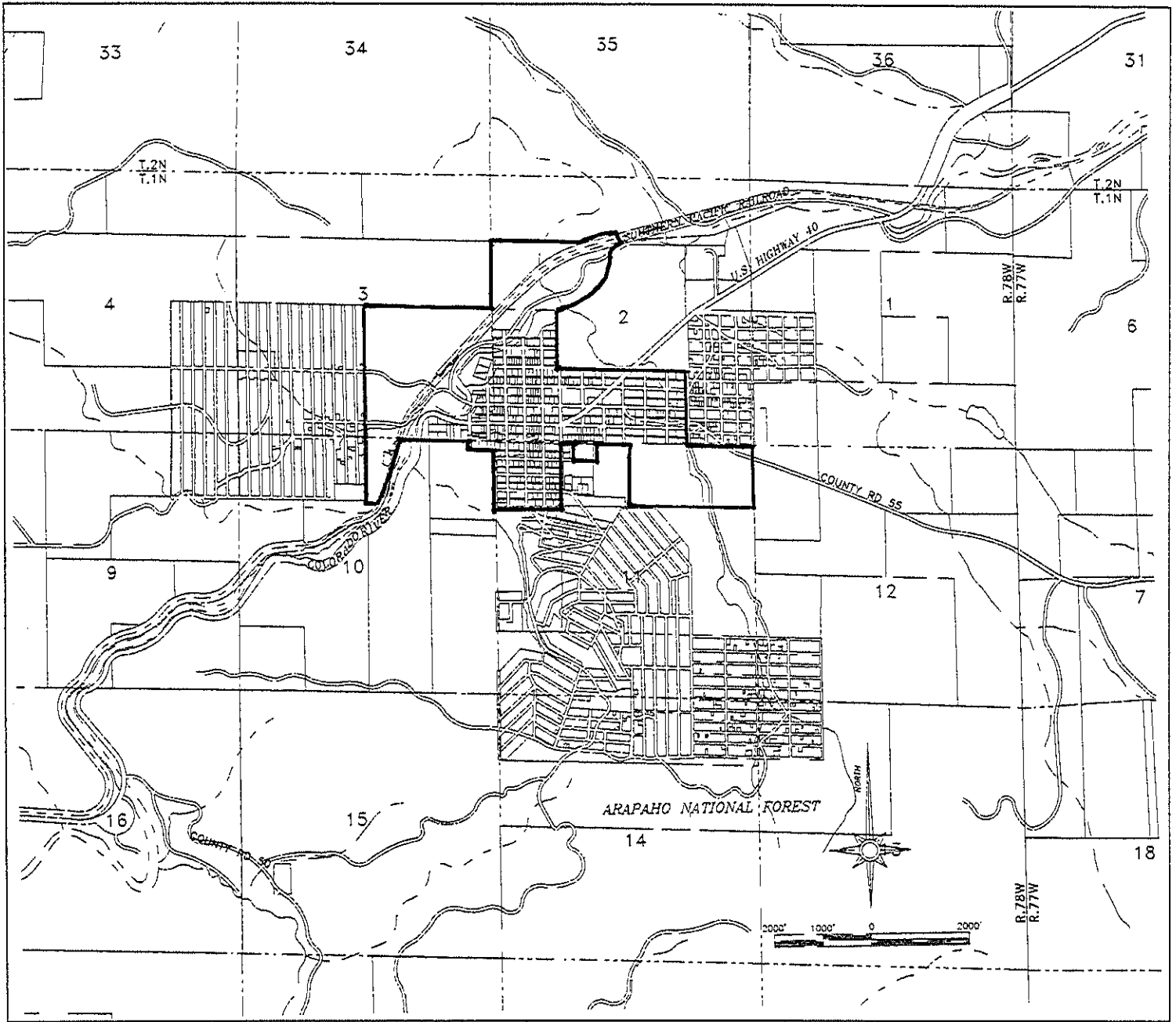
Ownership by the railroad is a complication. The Division of Wildlife has emotional reasons to ignore this property. The town is in a weak position in only having lease rights to it, although the cost has been minimal.

The park could be a candidate for a recreation district with, or without the hot springs property. This option would take a study of future potential, costs and revenues.

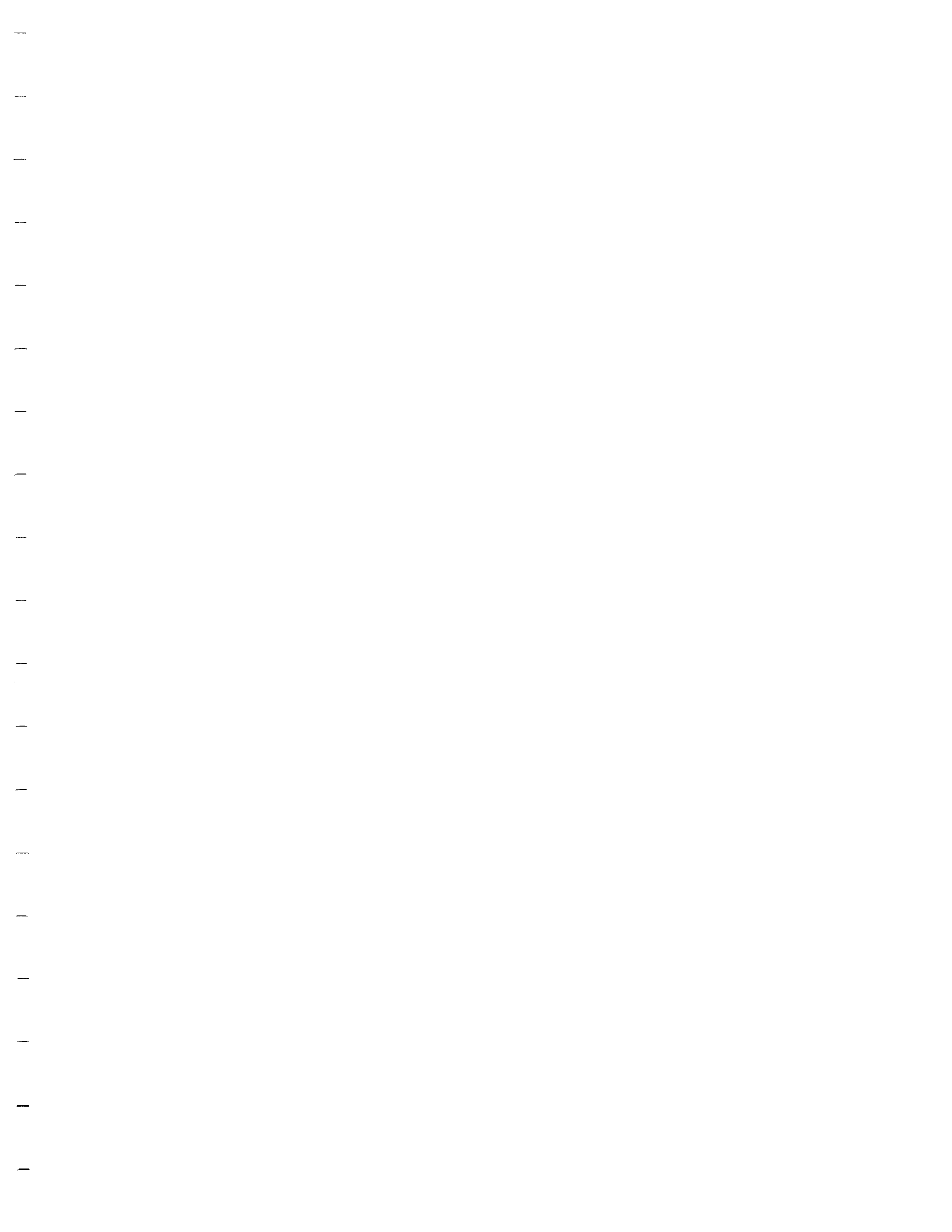
Physically, Pioneer Park could be made a tourist attraction (at the cost of destroying its present nearly pristine condition). The first step would be to attempt to acquire the park from the Rail Road, rather than leasing it. This step would likely create debt and the need to repay it through revenues from the park. This cycle is not consistent with the past approach to town government.

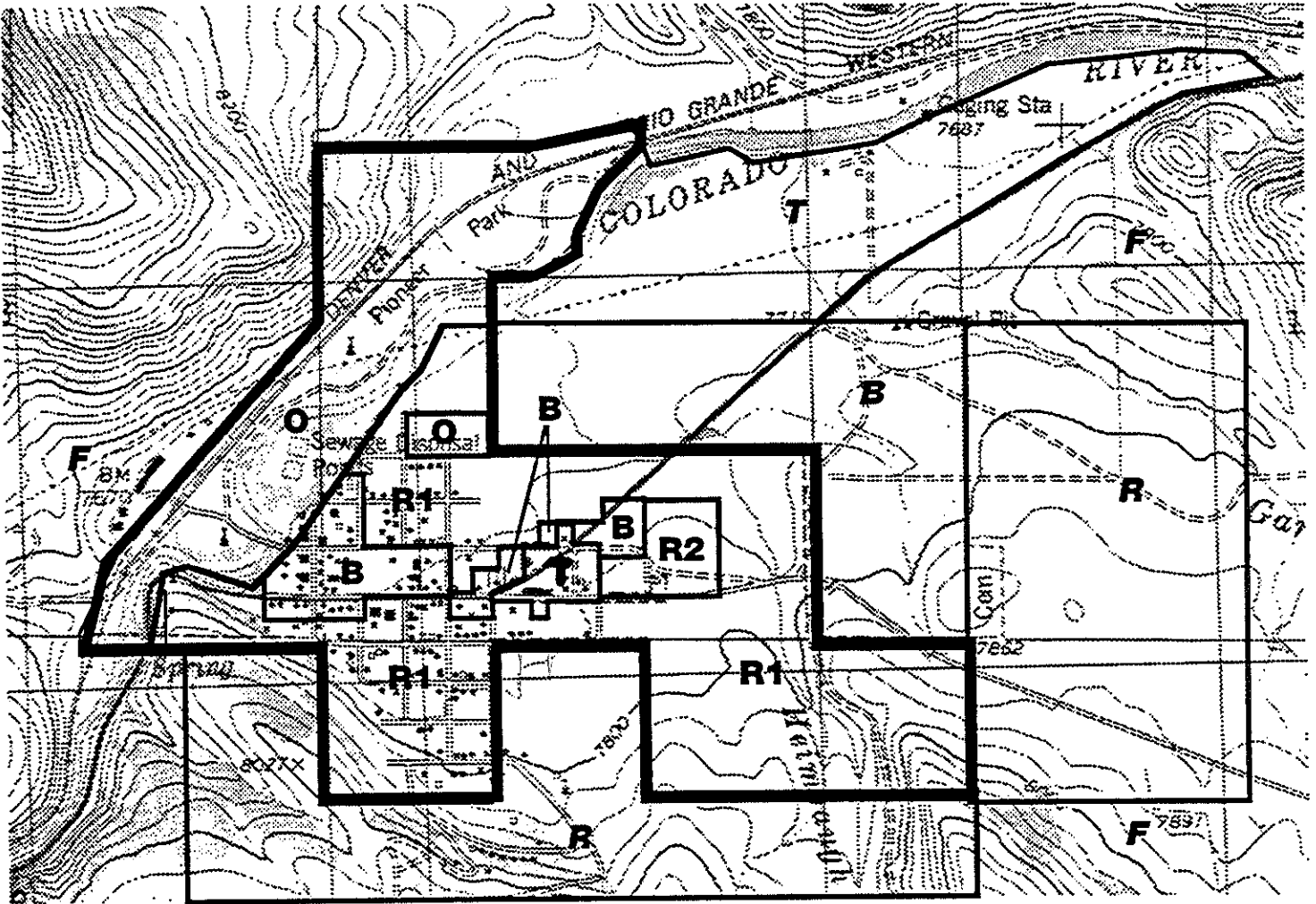






**HOT SULPHUR SPRINGS Community Master Plan and Three Mile Plan**





**EXISTING ZONING DISTRICTS**

**Town of Hot Sulphur Springs**

- O** Open
- R1** Residential
- R2** Residential
- B** Business

**Grand County**

- F** Forestry
- R** Residential
- T** Tourist
- B** Business

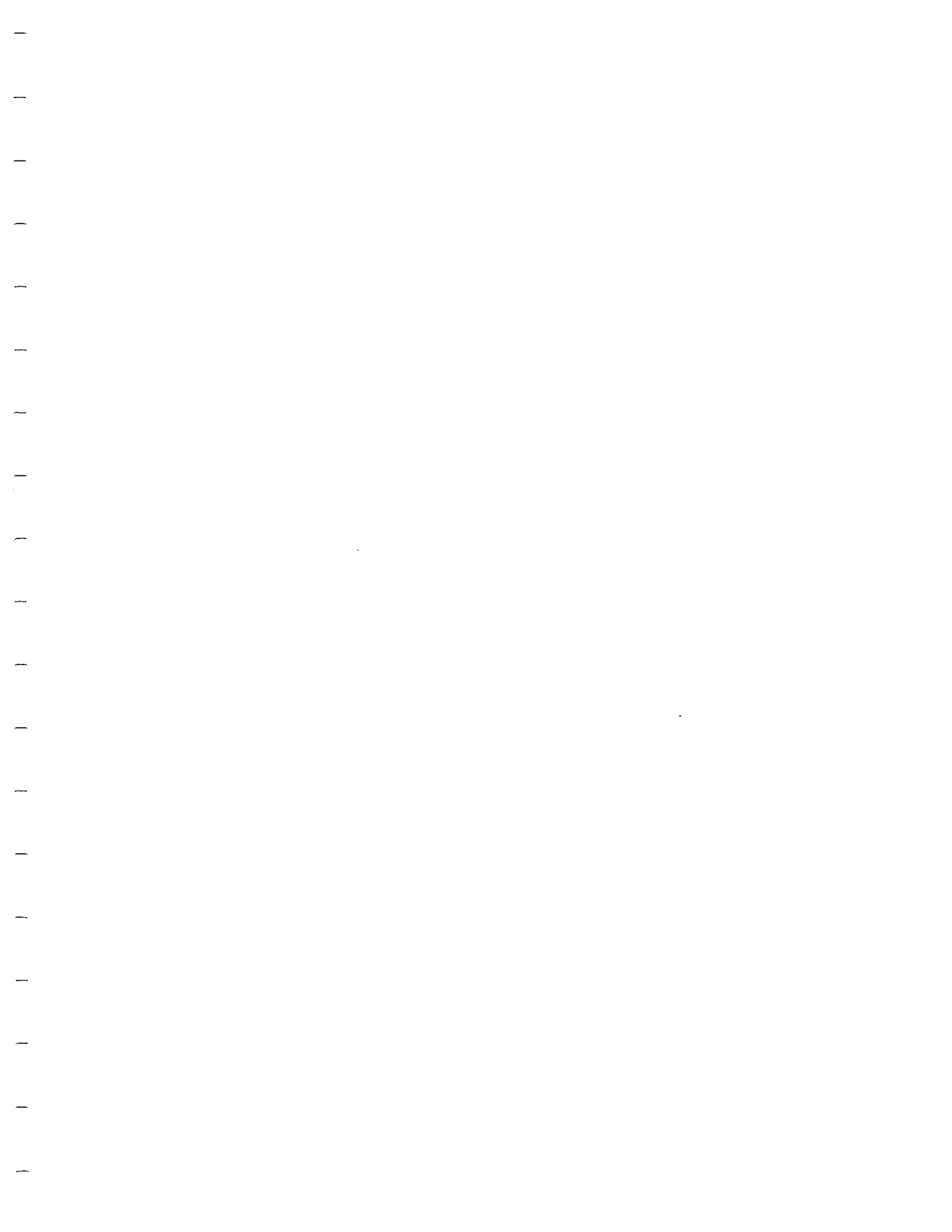
*An updated version of the  
Town Zoning Map is available  
for viewing at Town Hall.*

**HOT SULPHUR SPRINGS Community Master Plan**

prepared for: The Town of Hot Sulphur Springs, CO

prepared by: SHAPINS ASSOCIATES, Boulder, CO  
THE LINCOLN COMPANY, Littleton, CO





---

## CHAPTER II : COMMUNITY OPINION SURVEY

The purpose of the Hot Sulphur Springs Community Opinion Survey is to identify attitudes regarding a variety of possible growth and development visions in the Hot Sulphur Springs area. The findings of this survey has been used as a guide for the Trustees and the Planning Commission in formulating long range goals and policies for the Hot Sulphur Springs Community Master Plan.

The survey was distributed by first class mail in the water/sewer bill to approximately 190 households within Hot Sulphur Springs. 33 completed surveys were returned, which was a response rate of 17% of all the households in Hot Sulphur Springs.

### 1. OVERALL SURVEY RESULTS

#### Growth and Development

1. The community should encourage a more stable year round economy.

	<u>Count</u>	<u>%</u>
Strongly Agree	13	39
Agree	14	42
Disagree	3	9
Strongly Disagree	2	6
No Opinion	1	3

2. The community should encourage more tourism development.

	<u>Count</u>	<u>%</u>
Strongly Agree	9	27
Agree	16	48
Disagree	5	15
Strongly Disagree	2	6
No Opinion	1	3

3. The community should encourage more commercial and office development.

	<u>Count</u>	<u>%</u>
Strongly Agree	5	15
Agree	11	33
Disagree	9	27
Strongly Disagree	3	9
No Opinion	5	15

4. The community should encourage more industrial development.

	<u>Count</u>	<u>%</u>
Strongly Agree	4	12
Agree	6	18
Disagree	12	36
Strongly Disagree	10	30
No Opinion	1	3

5. There should be more year round housing opportunities provided in Hot Sulphur Springs

	<u>Count</u>	<u>%</u>
Strongly Agree	3	9
Agree	14	42
Disagree	5	15
Strongly Disagree	3	9
No Opinion	7	21
Did Not Answer	1	3

6. The Town should aspire to become a year round destination resort whose economy relies on a combination of tourism, recreation, ranching, county offices, and general business.

	<u>Count</u>	<u>%</u>
Strongly Agree	5	15
Agree	18	55
Disagree	5	15
Strongly Disagree	2	6
No Opinion	3	9

### **Town Identity**

7. Hot Sulphur Springs should maintain and enhance its rural and country character

	<u>Count</u>	<u>%</u>
Strongly Agree	17	51
Agree	12	36
Disagree	3	9
Strongly Disagree		
No Opinion		
Did Not Answer	1	3

8. Hot Sulphur Springs should protect its natural areas( green space, floodplain,steep slopes, wildlife habitat,etc.)

	<u>Count</u>	<u>%</u>
Strongly Agree	17	51
Agree	15	45
Disagree	1	3
Strongly Disagree		
No Opinion		

9. Hot Sulphur Springs should protect views to surrounding open lands, ranches, meadows, and hillsides

	<u>Count</u>	<u>%</u>
Strongly Agree	11	33
Agree	18	55
Disagree	1	3
Strongly Disagree		
No Opinion		
Did Not Answer	3	9



---

10. Hot Sulphur Springs should protect designated historic buildings and resources, particularly in the older Town Core area.

	<u>Count</u>	<u>%</u>
Strongly Agree	10	30
Agree	12	36
Disagree	5	15
Strongly Disagree	2	6
No Opinion	2	6
Did Not Answer	2	6

11. The Town should consider annexation of County lands surrounding the Town limits to control and guide development in these areas.

	<u>Count</u>	<u>%</u>
Strongly Agree	7	21
Agree	13	39
Disagree	5	15
Strongly Disagree	5	15
No Opinion	2	6
Did Not Answer	1	3

12. New development within the Town Zoning jurisdiction should be subject to development controls and design guidelines.

	<u>Count</u>	<u>%</u>
Strongly Agree	15	45
Agree	11	33
Disagree	2	6
Strongly Disagree	4	12
No Opinion	1	3

13. Hot Sulphur Springs should more strictly control junkyards and signs throughout its zoning jurisdiction.

	<u>Count</u>	<u>%</u>
Strongly Agree	19	58
Agree	10	30
Disagree	2	6
Strongly Disagree	1	3
No Opinion	1	3

### **Community Development**

14. The Town Hall should be expanded to provide additional community and visitor hospitality services.

	<u>Count</u>	<u>%</u>
Strongly Agree	6	18
Agree	10	30
Disagree	8	24
Strongly Disagree	5	15
No Opinion	4	12

15. Town streets and sidewalks should be improved.

	<u>Count</u>	<u>%</u>
Strongly Agree	15	45
Agree	15	45
Disagree	2	6
Strongly Disagree	1	3
No Opinion		

16. Hiway 40 should be improved as a safer and more attractive roadway.

	<u>Count</u>	<u>%</u>
Strongly Agree	13	39
Agree	11	33
Disagree	3	9
Strongly Disagree	1	3
No Opinion	4	12
Did Not Answer	1	3

17. The Town Core area should be redeveloped with a mix of civic, business, recreational and residential uses to be an active center for local and regional activities.

	<u>Count</u>	<u>%</u>
Strongly Agree	4	12
Agree	18	55
Disagree	3	9
Strongly Disagree	2	6
No Opinion	3	9
Did Not Answer	3	9

18. Access to the Town Core from Hiway 40 should be improved with signage, street alignment, and paving

	<u>Count</u>	<u>%</u>
Strongly Agree	5	15
Agree	16	48
Disagree	6	18
Strongly Disagree	3	9
No Opinion	2	6
Did Not Answer	1	3

19. Some additional business development and growth should be located along Hiway 40 as long as it does not negatively impact the Town Core and the overall appearance of Hot Sulphur Springs.

	<u>Count</u>	<u>%</u>
Strongly Agree	5	15
Agree	18	55
Disagree	4	12
Strongly Disagree		
No Opinion	4	12
Did Not Answer	2	6

---

20. Public water and sewer service should be extended to all Town properties within the Town limits before extending service beyond Town limits.

	<u>Count</u>	<u>%</u>
Strongly Agree	14	42
Agree	13	39
Disagree	3	9
Strongly Disagree	2	6
No Opinion	1	3

### **Parks and Open Space**

21. Hot Sulphur Springs has adequate park and recreation facilities.

	<u>Count</u>	<u>%</u>
Strongly Agree	5	15
Agree	19	58
Disagree	6	18
Strongly Disagree	3	9
No Opinion		

22. Hot Sulphur Springs should control and manage Pioneer Park for the benefits of both residents and tourists.

	<u>Count</u>	<u>%</u>
Strongly Agree	12	36
Agree	14	42
Disagree	3	9
Strongly Disagree	3	9
No Opinion		
Did Not Answer	1	3

23. Pioneer Park should be carefully redeveloped and expanded to enhance its recreational opportunities and to protect its sensitive resources.

	<u>Count</u>	<u>%</u>
Strongly Agree	13	39
Agree	13	39
Disagree	2	6
Strongly Disagree	5	15
No Opinion		

24. A biking and hiking trail should be developed along the Colorado River in Hot Sulphur Springs and the surrounding area.

	<u>Count</u>	<u>%</u>
Strongly Agree	13	39
Agree	11	33
Disagree	3	9
Strongly Disagree	4	12
No Opinion	2	6

25. The Town Park should be expanded to connect to the Colorado River and Pioneer Park, and to provide additional park facilities.

	<u>Count</u>	<u>%</u>
Strongly Agree	10	30
Agree	9	27
Disagree	4	12
Strongly Disagree	4	12
No Opinion	6	18

26. The Town should assume bonded indebtedness in order to acquire additional community and recreational amenities at Pioneer Park, Town Park, and the Hot Springs

	<u>Count</u>	<u>%</u>
Strongly Agree	4	12
Agree	9	27
Disagree	4	12
Strongly Disagree	12	36
No Opinion	2	6
Did Not Answer	2	6

27. Please indicate where you live, if you own or rent, and if you reside seasonal or year round:

		<u>Count</u>	<u>%</u>
Hot Sulphur Springs	Year Round Owner*	24	73
	Seasonal Owner	5	15
	Seasonal Renter	1	3
Grand County	Year Round Owner	3	9

\* 3 HSS respondents also own property in Grand County

### **Comments**

1. "First priority should be streets."
2. "All electric, power, phone, CATV lines should be underground. "
3. "Like for the Town to buy and develop the Hot Springs into a year round attractive facility."
4. "Give Harm's some land off Highway 40 for his business and remove clutter"
5. "Property within city limits should not be allowed agricultural assessments for tax purposes"
6. "Pioneer Park should be developed to help benefit the Town."
7. "Streets yes, sidewalks no"

- 
8. "Streets should be top priority, then water and sewer service and quality. Leave Pioneer Park as is. Try to hold down number of Town services and employees so that taxes won't increase."
  9. " The Hot Springs and Pioneer Park are vital to HSS although more industrial sites would provide better paying jobs than the tourism trade."
  10. " We like HSS pretty much as is. That's why we bought here. I would like to see a cable fence or some sort of fence in certain spots along the river so that people don't park right along the edge of the water. This would allow more walks up and down. Fishing and sanitary RV parking should be in designated areas. P.S. I'm a moss back anti progress status quo type so you don't need to take me seriously."
  11. " I like it the way it is. It would be wrong to bring in too much development but there are certain areas that need development and improvements."
  12. "Pioneer Park should be controlled and managed ONLY if HSS can do it for a profit. We should manage it only if it costs the taxpayers \$0. Not just for the benefit of a few businesses at the cost of all taxpayers."
  13. "This Town was a better place to live 20 years ago ( no stores and one filling station )."
  14. "Beautiful location for a Town. Need zoning/ordinances to "clean"it up."
  15. "Recreation/Tourism industry to include skeet, trap and sporting clays range. Develop cross country skiing on existing Forest Service roads and provide tour maps to those roads."
  16. "Bat House should be improved. Opening of indoor pool would benefit everyone. Children would have a place to go for fun and excersize."
  17. "Growth- Already too many houses for sale. The money spent for a master plan (grant money or otherwise) I feel is wasted-Future will show."
  18. "Would like to encourage Town to accept business enterprises and promote new business-better and cleaner food outlets."
  19. "The local community should be drawn to the Town Park for community functions. A community center should be developed there. An expansion of the town hall and visitor center should be on Hiway 40 (for example the old birite station) and then visitors could be directed to the core and amenities. By doing the same thing in the core ,it will not draw people off of the highway."

---

## **2. RANKING OF AGREEMENT BY %**

The following ranking was developed to summarize the survey results. The % number was developed by counting the total number of answers in the strongly agree, or agree column. A 76 indicates that 76 % of the answers strongly agreed or agreed with the statement in the survey.

### **High Level Of Agreement**

1. 96 Hot Sulphur Springs should protect its natural areas( green space, floodplain,steep slopes, wildlife habitat,etc.)
2. 90 Town streets and sidewalks should be improved.
3. 88 Hot Sulphur Springs should protect views to surrounding open lands, ranches, meadows, and hillsides.
4. 88 Hot Sulphur Springs should more strictly control junkyards and signs throughout its zoning jurisdiction.
5. 87 Hot Sulphur Springs should maintain and enhance its rural and country character.
6. 81. Public water and sewer service should be extended to all Town properties within the Town limits before extending service beyond Town limits.
7. 81. Hot Sulphur Springs should control and manage Pioneer Park for the benefits of both residents and tourists.
8. 81 The community should encourage a more stable year round economy.

### **Medium Level Of Agreement**

1. 78 New development within the Town Zoning jurisdiction should be subject to development controls and design guidelines.
2. 78 Pioneer Park should be carefully redeveloped and expanded to enhance its recreational opportunities and to protect its sensitive resources.
3. 75 The community should encourage more tourism development.
4. 73. Hot Sulphur Springs has adequate park and recreation facilities.
5. 72 Hiway 40 should be improved as a safer and more attractive roadway.
6. 72 A biking and hiking trail should be developed along the Colorado River in Hot Sulphur Springs and the surrounding area.
7. 67. The Town Core area should be redeveloped with a mix of civic, business, recreational and residential uses to be an active center for local and regional activities.

- 
8. 66 Hot Sulphur Springs should protect designated historic buildings and resources, particularly in the older Town Core area.
  9. 63 Access to the Town Core from Highway 40 should be improved with signage, street alignment, and paving.

#### **Low- Medium Level Of Agreement**

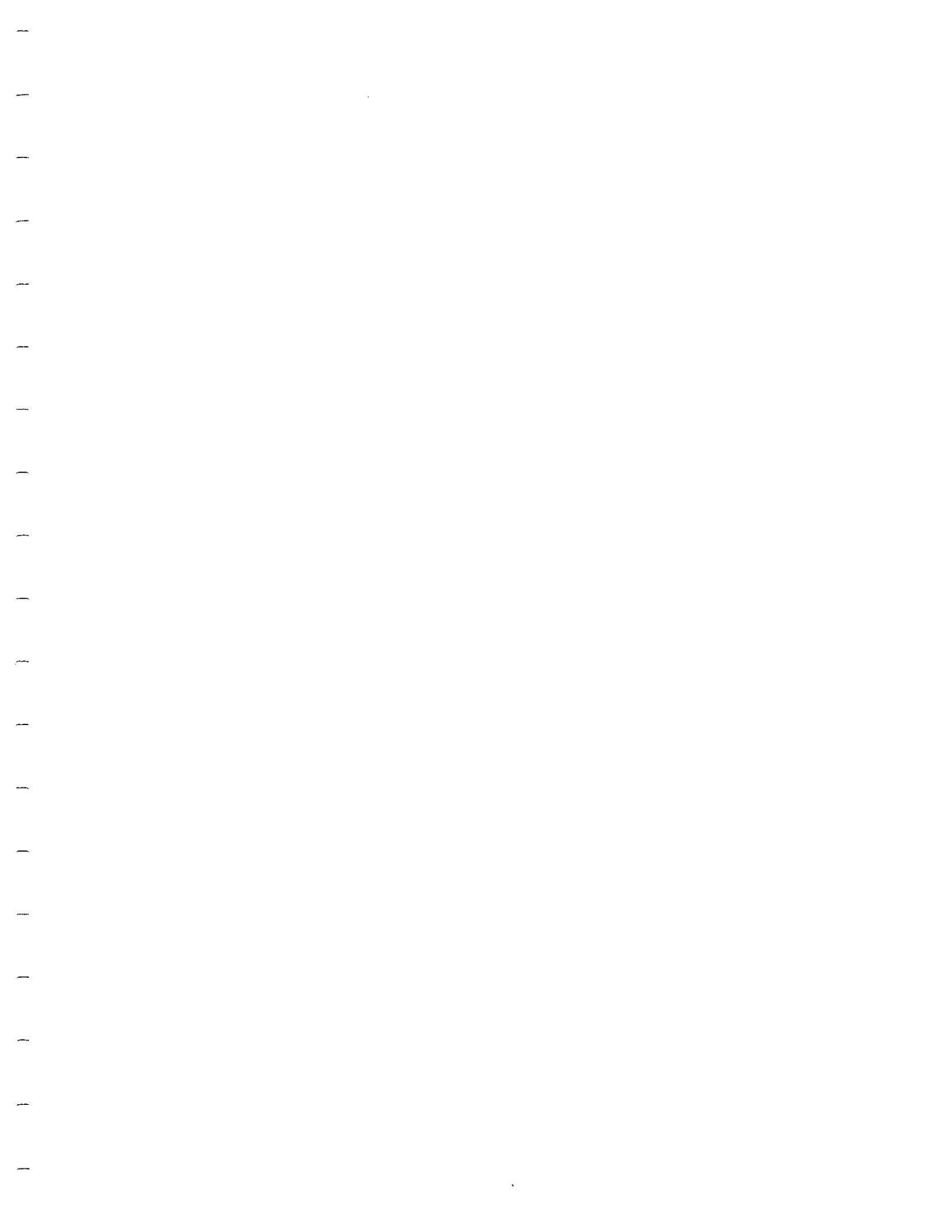
1. 60 The Town should aspire to become a year round destination resort whose economy relies on a combination of tourism, recreation, ranching, county offices, and general business
2. 60 The Town should consider annexation of County lands surrounding the Town limits to control and guide development in these areas.
3. 60 Some additional business development and growth should be located along Highway 40 as long as it does not negatively impact the Town Core and the overall appearance of Hot Sulphur Springs.
4. 57. The Town Park should be expanded to connect to the Colorado River and Pioneer Park, and to provide additional park facilities.
5. 51 There should be more year round housing opportunities provided in Hot Sulphur Springs.

#### **Low Level Of Agreement**

1. 48 The community should encourage more commercial and office development.
2. 48 The Town Hall should be expanded to provide additional community and visitor hospitality services.
3. 39 The Town should assume bonded indebtedness in order to acquire additional community and recreational amenities at Pioneer Park, Town Park, and the Hot Springs
4. 30 The community should encourage more industrial development.

### **3. Growth Plan Opinion Survey**

The original master plan was based upon community survey and community input obtained at several public meetings. In 1996 the Town participated in a joint planning effort with Grand County to develop a coordinated growth management plan. During this process, a community opinion survey was conducted and several community meetings were held. The modifications to the master plan included in this update are based upon the input in the survey, community meetings the county growth plan. The results of the latest survey and the county master plan are available for review at the Town hall.

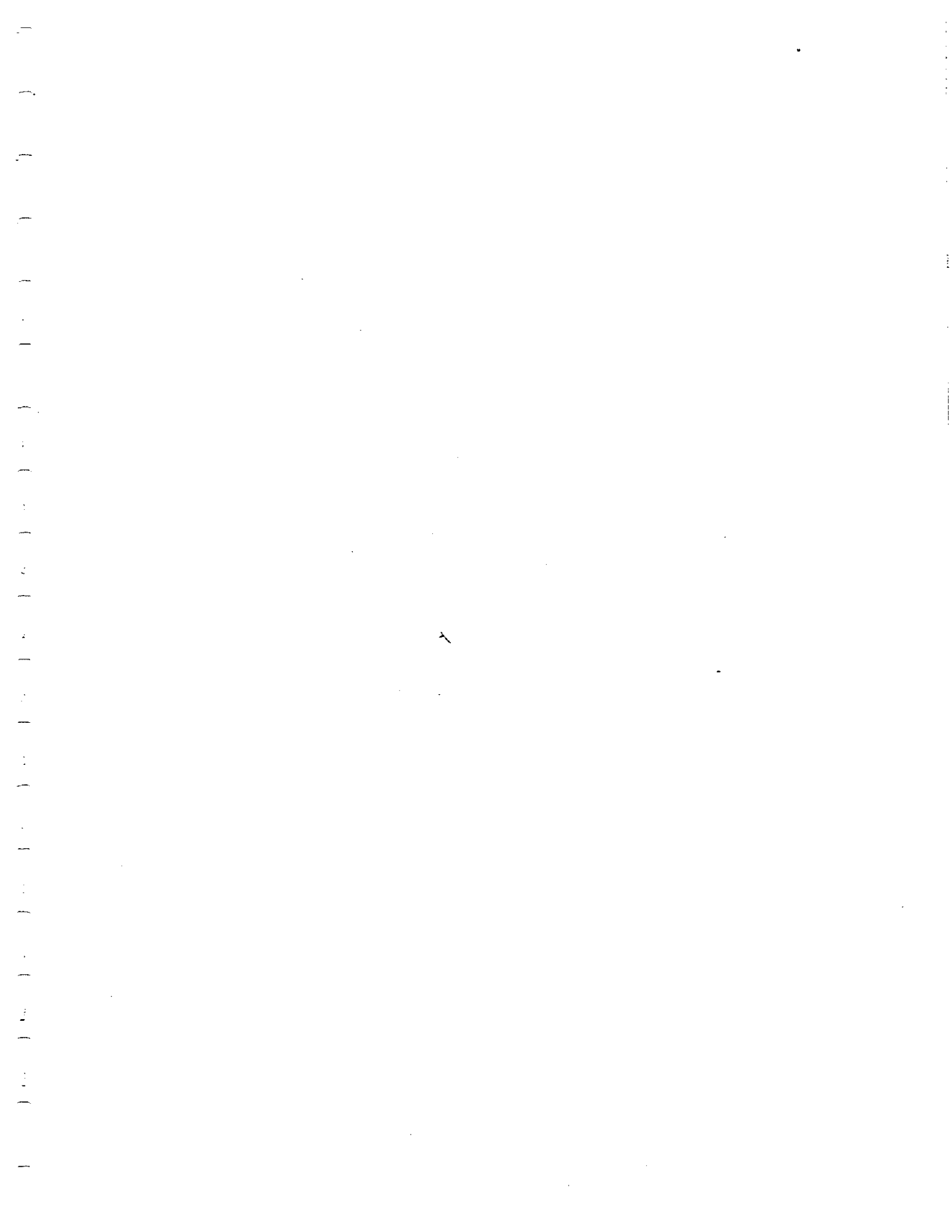




---

## **CHAPTER III : COMMUNITY DEVELOPMENT VISION**

*The illustrative plan and narrative on the following page represent an ideal image and community development goal of the future of Hot Sulphur Springs. These products were based upon input from community meetings and the work of a special task force.*



# Community Development Vision

- A** Hot Sulphur Springs Baths/Resort
- B** Pioneer Park Improvements
- C** Town Core Redevelopment
- D** Riverfront Visitor Center/Amenities
- E** Highway 40 Corridor Improvements
- F** Town Trail System

*The year is 2010. A visitor coming from the east into the Hot Sulphur Springs area will see a beautiful valley surrounded by mountains. On the south of Highway 40, the western flavor of this community has been preserved in small, fenced tracts housing mini farm/ranches with animals and barns. The equestrian center offers horseback rides away from town into the mountains.*

*Surrounding the Hot Sulphur Springs Baths is a well planned and landscaped, multi-recreational trail system interspersed with widely spaced camping spots. A special attraction to the town is the authentic and tastefully refurbished Hot Springs Resort.*

*Pioneer Park, along the Colorado River, is controlled by the Town of Hot Sulphur Springs and is a popular recreational draw for all sorts of outdoor enthusiasts. The recreational opportunities available include camping, fishing, hiking, biking, skiing, snowmobiling, tubing, exploring, relaxing, and enjoying the abundant and diverse wildlife.*

*Beside the river bank at the west entrance to the town is an inviting visitor center enhanced with shade trees and native wildflowers. From the visitor center looking south toward the hillside, you can, on occasion, see elk and deer along the ridge. The steep slope offers a natural background boundary as well as being a visible green belt.*

*Most vacant lots have been purchased and built with attractive, single family homes, causing property values to gradually, but steadily, increase. The streets, water, and sewer systems are well-maintained and adequate to attract as well as support the infill.*

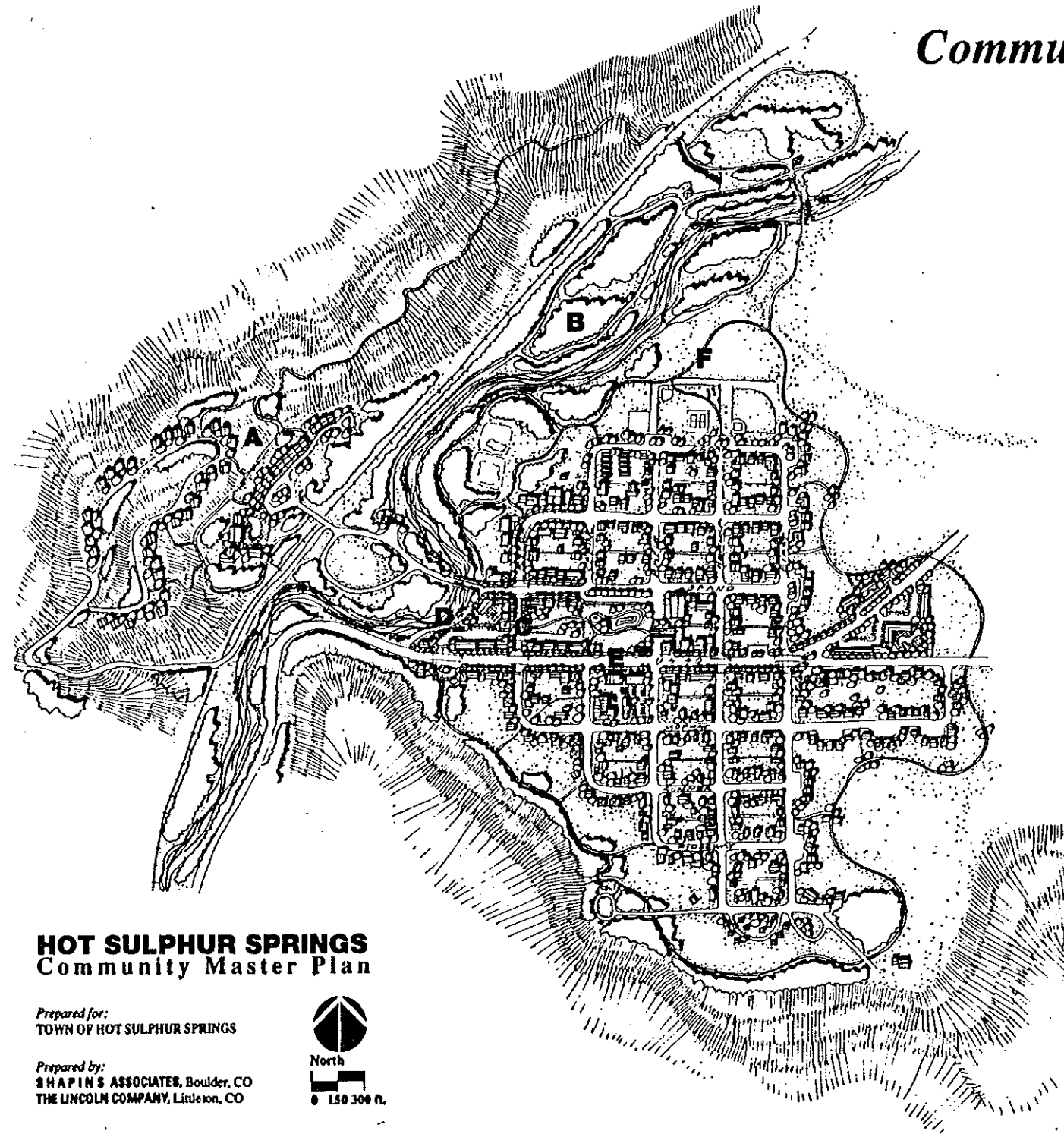
*The Highway 40 corridor, as well as the town core area, offers lodging, food, gas, and shopping opportunities for both visitors and locals alike.*

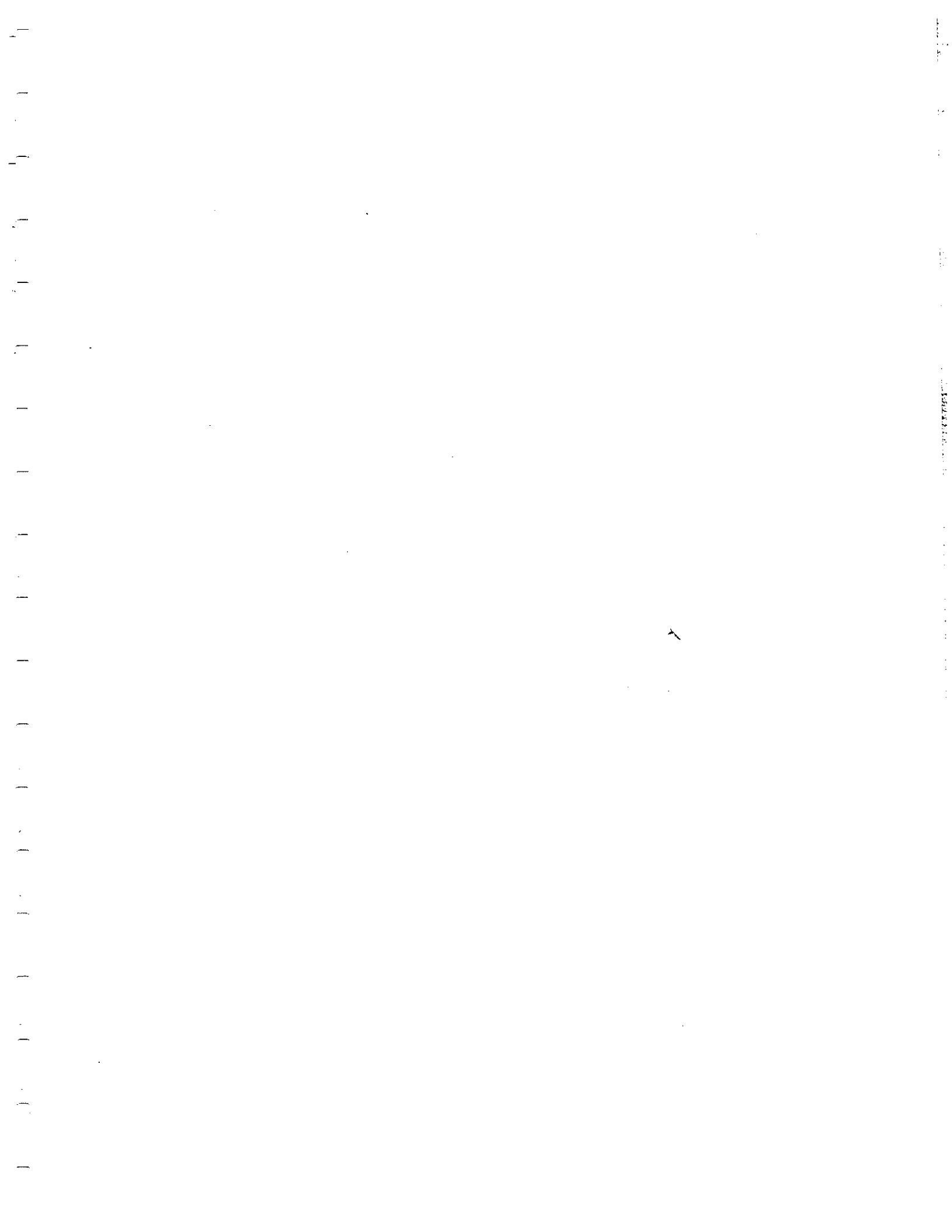
*The original plat of the Town of Hot Sulphur Springs still has many, older, well kept homes. The neighborhood values of the years gone by are alive and prosperous. Hot Sulphur Springs is a great place to live!*

## HOT SULPHUR SPRINGS Community Master Plan

Prepared for:  
TOWN OF HOT SULPHUR SPRINGS

Prepared by:  
SHAPINS ASSOCIATES, Boulder, CO  
THE LINCOLN COMPANY, Littleton, CO





---

## CHAPTER IV: GOALS AND POLICIES

The Town of Hot Sulphur Springs is at a critical juncture in its development. Due to growing tourism pressures in the region, and potential development projects on the periphery of the Town, and finite public resources to respond, careful attention needs to be given to the location and quality of future development within all areas of the community. The following Goals and Policies have been developed to provide a framework for planning for future growth and development within and surrounding the Town of Hot Sulphur Springs. The Goals and Policies state the *basic philosophies* of long range local government planning, and provide the policy framework for growth area recommendations in Chapter V.

### 1. RESOURCE PRESERVATION

Preserve and regulate sensitive natural resources, wildlife habitats, drainage ways, and scenic resources

- 1.1 The Town should preserve sensitive natural resources such as wooded areas, drainageways and streams, wetlands, wildlife habitats, steep slopes, and unique geologic features
- 1.2 The Town shall discourage and reserve the right to disapprove development on lands having excessive slopes(25% and over), documented geologic hazards, and or lands within a 100 year floodplain or in flood prone areas to protect the health, safety, and welfare of Town residents
- 1.3 The Town should require measures to prevent air pollution, non-point water pollution, and ground water pollution
- 1.4 The Town should protect, preserve and enhance natural wildlife areas and vegetation habitats along the Colorado River.
- 1.5 Scenic vistas in and around Hot Sulphur Springs should be protected by zoning measures, property acquisition, easements, or other viable measures to assure long term protection.
- 1.6 The Town should promote and reinforce land stewardship in Hot Sulphur Springs through the support of environmental education and achievement programs, and the development and enforcement of environmentally oriented site planning standards
- 1.7 The Town should identify critical open space purchases for environmental preservation, and develop an acquisition program with Grand County or other groups to assure their purchase
- 1.8 The Town shall guide new development to occur on lands having moderate, minor, or no environmental constraints.
- 1.9 The Town shall require a site specific review and evaluation of all geologic and other environmental constraints to development to be submitted to the Town by all proposed subdivisions, PUD,s, or special uses where necessary. Such evaluations shall be conducted by a

---

professional practitioner with expertise in the subject matter. The Town may require that this evaluation contain recommendations on how to mitigate or avoid any geologic or other environmental constraints which may be present on the site.

- 1.10 The Town shall conduct a site specific review of all proposed developments to ensure that the site is suitable for development.
- 1.11 The Town should require new developments having river frontage to dedicate open space along the river to preserve fragile wetlands, valuable natural areas, and to preserve flood plain areas from development.

## **2. COMMUNITY APPEARANCE AND DESIGN**

### **Protect and enhance Hot Sulphur Spring's historic identity, walkable environment, and rural country character**

- 2.1 The community of Hot Sulphur Springs should be maintained to keep and enhance a walkable and personal environment which is limited in size, has a focused center, and has distinct edges
- 2.2 Streets should be designed to accommodate automobiles, pedestrians, and bicyclists
- 2.3 Neighborhood parks should be provided to be within 1/4 mile radius of users to ensure walkability
- 2.4 The Town core should be designated as a community focal place that is public and inviting. At the Town Hall, public facilities and amenities should be planned. The Town should encourage redevelopment and adaptive reuse of the historic town core. A rural "Main Street" image should be developed and the area should become a focus of activity by encouraging private mixed use redevelopment and the development of civic and institutional activities in the downtown area.
- 2.5 The town should promote a consistent building design theme for the town core area by establishing historic area design guidelines and review procedures.
- 2.6 The Town should protect, preserve and enhance rural features, historical buildings, archeological sites, and historic transportation routes .
- 2.7 The Town should encourage compatible building design and site development which promote methods and materials of construction that are specific to the region, exhibiting continuity of history and culture and compatibility . This will enhance the area's local character and community identity
- 2.8 The Town should permanently protect and enhance its distinct community edge by protecting the open spaces, steep slopes, and river corridors which surround the community. These boundaries generally include the Colorado River Corridor and hillsides to the north and west, open farmland on the east, and hillsides to the south.

- 
- 2.9 Those lands within the Town Planning area which are considered to be of scenic value or unique to the character of Hot Sulphur Springs shall be protected from negative effects caused by development. In such cases, special site design shall be required which minimizes and mitigates disturbance of natural vegetation, clearing and grading, blockage of views, loss of historic resources, and incompatibilities with the general character of the area.
  - 2.10 The Town should develop and adopt effective sign and trash control regulations throughout the Town.
  - 2.11 The Town should adopt a new development and subdivision code which includes a formal planning/review process, land development goals, resource preservation goals, acceptable site disturbance, and the location and design of buildings, roadways, sidewalks, parking lots, open space features, and other planned facilities.
  - 2.12 The Town should develop, adopt and enforce a local historic preservation ordinance which establishes development review and guidelines and criteria for designated historic resources
  - 2.13 Each property owner should be held responsible for keeping their lands clear and maintained
  - 2.14 New residential development should employ creative site planning and design principles including special attention to traditional lot patterns and setbacks, landscaping, provision of front porches, use of appropriate building materials, appropriate building and garage locations
  - 2.15 The Town should develop attractive Town identification signs at the east and west gateways to Town.

### **3. GROWTH AND DEVELOPMENT**

**Future growth and development should occur in an orderly manner that supports and is in the best interests of the community.**

- 3.1 New development should be encouraged to pay its own way through a system of equitable fees based upon the impacts of the development upon the services of the town.
- 3.2 The town should maintain a small-town atmosphere while encouraging modest growth in population that will support a diversity of employment, retail, recreational, and community activities.
- 3.3 All future growth should occur in logical phases in accordance with the town's ability to maintain or expand its services.
- 3.4 The areas with the highest priority for development should be those areas that have the least natural or physical constraints and can be most easily served by existing utilities and other services.

- 
- 3.5 New development should be contiguous to the existing community to avoid scattered development that may increase public service costs to the community.
  - 3.6 Hot Sulphur Springs should encourage compatibility between different types of land use activities through good development and design practices
  - 3.7 Development should be discouraged from areas that may be hazardous to public safety including "floodways" as defined by the Federal Emergency Management Agency (FEMA), geologically unstable areas, and areas with slopes greater than 25%.
  - 3.8 Development standards should be formulated to provide consistent planning and engineering standards that will be provided to developers and be used for all developments and be consistently enforced.
  - 3.9 The town's zoning and subdivision regulations should provide incentives for quality design and energy efficient site planning, yet allow for affordable development.
  - 3.10 Hot Sulphur Springs should develop land use policies and plans for areas that are inside the town limits, and be a lead agency for plans and policies within the planning influence area outside the town limits. The future development areas outside the town's jurisdiction may have significant impact upon Hot Sulphur Springs.
  - 3.11 New developments shall be expected to build-out within a 5 year time period.
  - 3.12 Development should be encouraged within the Town of Hot Sulphur Springs at vacant infill sites, and through rehabilitation and redevelopment of existing properties.
  - 3.13 The Town should require that new land development is located on contiguous parcels that will efficiently utilize Town services and facilities

#### **4. RESIDENTIAL LAND USE**

**The small town rural character of Hot Sulphur Springs should be preserved and enhanced through high quality and controlled residential development**

- 4.1 The single family residential character of the existing neighborhoods in Hot Sulphur Springs should be preserved.
- 4.2 The town should encourage the provision of medium to higher density housing (multiple family and rental units) in the town core area in order to provide a diversity of housing opportunities for existing and new residences.
- 4.3 Multiple family housing should be provided but, be scaled to fit into the character of the area, and designed to be compatible with existing uses



- 
- 4.4 The planned unit development approach should be encouraged where appropriate to allow for innovative design and planning concepts.
  - 4.5 All price ranges of housing should be represented so there is a balance of housing opportunities for low, moderate and higher income families.
  - 4.6 The integrity and character of existing residential areas should be preserved and protected from incompatible uses.
  - 4.7 The Town should adopt a subdivision control ordinance to provide minimum standards for the design and character of subdivisions.

## **5. COMMERCIAL LAND USE AND DEVELOPEMNT**

**Plan commercial development to discourage strip development, enhance pedestrian access, and protect scenic areas and Town gateways.**

- 5.1 Commercial development should be encouraged in a concentrated or clustered pattern.
- 5.2 Newly developed commercial areas should be landscaped, have attractive buildings, and be pedestrian accessible.
- 5.3 New commercial development should be encouraged that provides services and goods such as grocery stores, drugstores, clothing stores, and professional offices.
- 5.4 New commercial buildings should be developed to be compatible in appearance with the historical character of Hot Sulphur Springs.
- 5.5 The town should centralize commercial activity in the downtown area, provide adequate and rational zoning for commercial uses and encourage the revitalization and beautification of the downtown area.
- 5.6 The Town should establish incentives which encourage existing business owners to improve their properties and become involved in overall improvements to the downtown area.
- 5.7 Land uses permitted in the downtown area should be planned to attract people to this area for shopping, entertainment, and services.
- 5.8 The downtown should be promoted as a place for people to walk, shop and meet with each other.
- 5.9 Zoning regulations should differentiate between the types of commercial areas.
- 5.10 The Town should regulate commercial development along Highway 40 to promote well designed clustering with safe access, attractive buildings and site development which fit into the town's character and discourage strip development

- 
- 5.11 Scenic vistas and historic areas along Highway 40 should be protected by zoning measures, property acquisition, scenic easements, or other viable measures to assure long term protection.
- 5.12 Commercial, office or industrial uses should be planned to:
- minimize access points
  - encourage shared parking and signs
  - be appropriately landscaped along the road frontage.
  - incorporate architectural features which are compatible with town attributes

---

## **6. BALANCED ECONOMY AND FISCAL MANAGEMENT**

**Strive for a balanced economy providing year around, as well as seasonal industries**

- 6.1 The Town should encourage the development of commercial activities which serve local residents
- 6.2 The Town should encourage tourism related improvements and economic development efforts that can take advantage of the unique character and uses of Hot Sulphur Springs and surrounding areas, and be in scale with the Town character.
- 6.3 The Town should encourage small beginning or "incubator" industries that relate to local recreational and community resources.
- 6.4 The Town should develop an annexation policy that expands and diversifies the tax base, helps to manage growth, and that requires an assessment of the economic effects of annexation
- 6.5 The Town should maintain and enhance its relationship with major employers for the mutual benefits of the employers and the community
- 6.6 Developers should prove that their project provides an economic benefit to the town and is cost effective for the town.
- 6.7 The Town should monitor the benefits and costs of land development projects.
- 6.8 Hot Sulphur Springs should work with Grand County and other municipalities to develop a marketing program to publicize unique resources and historical attractions.
- 6.9 Tourist traffic should be encouraged to stop in Hot Sulphur Springs by developing services for tourists and by creating a more attractive image for the downtown area .
- 6.10 The Town should pursue state, federal or local programs that will help the town offer incentives for new and compatible business that could enhance the local tax base.

## **7. PARKS, RECREATION AND TRAILS**

**Plan for a system of parks, trails and open spaces that enhance the local quality of life, and contribute towards the preservation of natural and cultural resources**

- 7.1 Hot Sulphur Springs should provide adequate, attractive and usable parks and recreation facilities, programs and opportunities for all its residents and visitors to the community.
- 7.2 Hot Sulphur Springs should provide and encourage the development of an open space system within and around the community for active and passive recreation pursuits.

- 
- 7.3 The town and the school district should cooperate in providing joint use of recreational facilities.
  - 7.4 Hot Sulphur Springs should develop a policy of requiring land dedication and park development fees from new development so the town will be able to provide new parks for increased population. Lands dedicated should include areas suitable for a variety of active and passive recreation development.
  - 7.5 Public recreation areas should be within walking distance from all residential neighborhood areas.
  - 7.6 All land proposed for new parkland must be evaluated with respect to acceptable location, size, shape, topography and other physical characteristics.
  - 7.7 The Town should ensure that new parks and open spaces are integrated and linked to neighborhoods, and that they meet the needs of existing and future residents of Hot Sulphur Springs.
  - 7.8 The Town should develop a multipurpose trail and greenway system to link parks, open spaces, recreation facilities, compatible land uses, and activity centers. This system should provide safe trails and pathways from all parts of Town to the Town Park, Pioneer Park and the historic town core.
  - 7.9 The Town should develop standards, design guidelines, and priorities for acquisition, development and maintenance of trails, greenways, and open spaces.
  - 7.10 The Town should incorporate environmental preservation objectives with its trail, greenway, and open space program
  - 7.11 The Town should use, where possible, railroad corridors, utility rights of way, and drainage corridors to locate trail and greenway corridors.
  - 7.12 The Town and other agencies should establish the Colorado River Corridor as a linear greenway system with biking and hiking trails developed along the Colorado River in Hot Sulphur Springs and the surrounding area. Pursue Town acquisition of private lands in the Greenway, including Pioneer Park, and work with area agencies to coordinate preservation and development efforts in the corridor.
  - 7.13 Hot Sulphur Springs should control and manage Pioneer Park for the benefits of both residents and tourists. The Town should pursue public private partnerships with local agencies and land owners to develop an organized approach to management and development.
  - 7.14 Pioneer Park should be carefully redeveloped and expanded to enhance its recreational opportunities and to protect its sensitive resources. Promote low impact recreational activities such as fishing, biking, walking, cross country skiing, and low impact walk-in tent camping.

- 
- 7.15 The Town Park should be expanded to connect to the Colorado River and Pioneer Park, and to provide additional park facilities.

## **8. STREET, TRAFFIC, AND TRANSPORTATION**

### **Streets, Pedestrian Paths, and Bike Paths should contribute to a system of fully connected and interesting routes to all destinations**

- 8.1 Sidewalks, lighting and other safe pedestrian facilities should be provided along Highway 40 to provide for safe pedestrian access between residential and institutional uses and the town core.
- 8.2 The intersections along Highway 40 should be improved to ensure safe egress and access for vehicles, bicyclists, and pedestrians.
- 8.3 The Town should work closely with the Colorado Department of Transportation, USFS, Grand County and other agencies to ensure that future road improvements and high traffic generating regional uses do not negatively impact the Town
- 8.4 The design of streets in Hot Sulphur Springs should discourage high speed traffic, be spatially defined by buildings and landscaping, and encourage pedestrian and bicycle usage.
- 8.5 A traditional grid pattern of streets should be maintained
- 8.6 The Town should pursue opportunities for regional transit, and provide centrally located transit stops to encourage their usage.
- 8.7 The Town should pursue opportunities to develop a passenger train line along the Denver and Rio Grande Railroad to promote regional tourism and to provide transit for residents
- 8.8 Existing residential areas should be protected from major intrusions from high volume traffic.
- 8.9 Developments adjacent to Highway 40 will be required to dedicate adequate right of ways and be designed to avoid adverse impacts from traffic or future improvements.
- 8.10 Street improvements for a particular development shall be paid by those persons benefiting by the street improvement. Town participation may be provided for improving major streets when the proposed improvements are in phase with the towns' capital improvements program and major street plan.
- 8.11 Bicycle and pedestrian access should be provided between and within the residential, commercial and recreational centers in the town.
- 8.12 The Town should work with the County to develop private sign controls along Highway 40 between the twin bridges and the Town boundary.

- 
- 8.13 The town should investigate potential funding resources to help finance paving, street beautification, pedestrian and bike facility improvements to the existing streets in the town.

## **9. PUBLIC SERVICES/UTILITIES**

### **Provide and manage quality public services in an efficient and cost effective manner**

- 9.1 Utility master planning should follow the growth and development policies of the Community Master Plan.
- 9.2 Development should occur in those areas that presently have utilities available or adjacent to them, rather than in those areas that require major line extensions or special development costs.
- 9.3 The cost of any utility extensions, new streets, or other services for new development should not unfairly burden the existing taxpayers of Hot Sulphur Springs.
- 9.4 The Town should maintain and enhance the Town infrastructure through an adopted annual Capital Improvements Program for street and sidewalk maintenance, replacement and expansion.
- 9.5 All major public improvements should be in accordance with the Town's Capital Improvements Program.
- 9.6 Utilities management should be based upon specific, well-defined procedures, including standard provisions for oversizing and extensions, refunding agreements, and subdivision improvements.
- 9.7 The town should provide utility services at a cost that is fair to the consumer as well as to the town in general.
- 9.8 The Town should improve the efficiency, quality, and availability of the existing and future public water and sewer system.
- 9.9 The Town should develop specific criteria for the extension of Town services and ensure that utility extensions to new development areas are functionally and cost effective before being approved.
- 9.10 The Town should use service extensions as a method to implement and direct growth management
- 9.11 The Town should develop a cash-in-lieu system and/or development impact fees to offset the fiscal impacts of development. These should include water, sewer, roads, schools, fire, and police/sheriff services.
- 9.12 The town should develop a system of drainage policies which promote safe and adequate storm water management for existing as well as newly developing areas.
- 9.13 The Town should continue to seek efficiencies and savings that could be achieved through joint provisions of services with other units of government or organizations.

- 
- 9.14 The Town should explore options for environmentally sound methods of solid waste management and community recycling.
  - 9.15 The Town should regularly monitor the needs of Town residents to ensure that the provision of Town services meets the changing needs of current and future Town residents.

## **10. ANNEXATION**

### **Annexation of lands to Hot Sulphur Springs should strengthen the economic, social and physical fabric of the Town**

- 10.1 The Hot Sulphur Springs Community Master Plan should serve as a guide indicating areas proposed for future annexation.
- 10.2 The Town of Hot Sulphur Springs should work jointly with Grand County to encourage sound land use planning. Such planning should extend to issues which include, but are not limited to the proper layout of streets, minimizing the visual impacts of development to surrounding land uses and Town character, assurance that the development enhances the visual character of the area, assurance that on site septic systems have adequate soils and buffers, and the assurance of proper storm water management which prevents soil erosion and excessive runoff.
- 10.3 No annexation should be approved by the Town until a thorough review has been made to determine the feasibility and methods to provide public services.
- 10.4 The Town should annex lands to:
  - control and manage the location and character of future growth and development
  - ensure that new land uses and transportation improvements are compatible with adjacent and existing uses
  - make the Town boundaries more cohesive, organized, and logical.
  - achieve economic development goals and to be consistent with utility service agreements
  - protect and control the environment of the Town and its perimeter

---

## **11. GOVERNANCE**

**To more proactively implement the needs of town residents, the Town should take an active role in administering town services**

- 11.1 The Town should regularly meet with public agencies( Division of Wildlife, Grand County,State DLG) to lobby for and ensure community sensitive growth
- 11.2 The Town should establish partnerships and networks with local agencies, property owners, developers, businesspeople, and citizen groups to implement community development projects and to utilize local resources.
- 11.3 The Town should engage local citizenry in all phases of community planning and development by encouraging and supporting neighborhood and community associations, planning review, and organized neighborhood planning .
- 11.4 The Town should develop the means to refine, update, and enhance the Master Plan through a regular updating process that involves local citizens and boards. This should occur at least every 5 years.
- 11.5 The Town should coordinate and direct volunteer efforts to sustain and enrich community and neighborhood pride, and to initiate various projects in the plan. A Historic Preservation Committee, A Parks Committee, etc.
- 11.6 Community festivals and events should be encouraged.
- 11.7 The town should develop ways to increase communication between the citizens and the town officials.



---

## CHAPTER V: GROWTH MANAGEMENT RECOMMENDATIONS

### 1. BACKGROUND

#### 1.1 Introduction

The following chapter describes recommendations for future growth and development based upon the goals and policies. These recommendations are intended to provide Hot Sulphur Springs with a framework for reviewing future development proposals and creating updated development codes.

The recommendations were developed by establishing “growth boundaries” which spatially defined 6 broad “growth areas.” Qualities and issues, general policies and recommendations for growth and development are provided for each area.

The following chart summarizes the organization of the recommendations in this chapter

<u>Area</u>	<u>Growth Policy</u>	<u>Subarea Recommendations</u>
I	Town Growth Boundary	
	1. Primary Growth/Infill Redevelopment	1.1 Upper Hot Sulphur 1.2 Lower Hot Sulphur 1.3 Town Core 1.4 Mixed Use Highway 40
	2. Near Term Growth	2.1 Hot Springs Tract “A” 2.2 Moffat / Area 2.3 Longview
	3. Longer Term Growth	3.1 Heimbaugh Creek
	4. Resource Preservation/Parks	4.1 Colorado River /Pioneer Park 4.2 Hillside
II.	Area of Influence	
	5. Fringe Area	5.1 North Highway 40/Eastern Fringe 5.2 South Highway 40/Eastern Fringe
	6. IGA Boundary	6.0 Intergovernmental Agreement Boundary

#### 1.2 Issues Summary

The Town of Hot Sulphur Springs, as a beautiful hamlet situated along the Colorado River, is faced with growth management issues that could accompany unmanaged growth in the town.

These issues include:

- despoliation of the towns natural and rural environment
- loss of the town’s rural and historic character and quality of life
- destruction of scenic beauty
- hazards related to geology and flooding
- negative fiscal impacts on the provision of municipal services
- traffic congestion

---

A major source of concern are the 130 acres of vacant land located east of Highway 40 within the town boundaries, and lands within the County jurisdiction which surround the immediate area of Hot Sulphur Springs. Currently unbuilt or serviced, these lands, if developed improperly, could have dramatic impacts to the established neighborhoods and character of Hot Sulphur Springs. The following section describes the use of "growth boundaries" and associated growth policies and subarea recommendations which would discourage sprawled growth in this area, and encourage future *compact* growth to occur where public services currently exist. Compact development in the established portions of Hot Sulphur Springs can accommodate an expanding population in a cost effective manner with minimal affects on existing neighborhoods. Critical to the successful accomplishment of this goal are an update of the existing town code to establish appropriate development guidelines and regulations and an intergovernmental agreement with the county. These would help ensure that new growth is compatible with traditional development patterns in Hot Sulphur Springs and that urban development does not occur in the areas surrounding the town.

### 1.3 Projected Growth

Grand County is expected to grow by an average of 2.5 % per year during the next 20 years, with the majority of this growth occurring in the eastern portions of the county. This growth has and will continue to put pressure on Hot Sulphur Springs. Given an existing population of 387, and *without growth management controls*, at the 3.4% average growth rate of the County the Town population could nearly double to 755 during next twenty years, adding approximately 314 new households. This new growth can be accommodated within a compact growth pattern within the community and immediately adjacent areas suitable for development.

**1.4 Growth Boundaries** Two major growth boundaries are defined in this plan.

- **The Town Growth Boundary** contains the existing development and those areas immediately surrounding the developed area. The town growth boundary is further divided into several subareas which are used to manage growth more specifically.
- **The Intergovernmental Agreement Boundary** was defined in the Coordinated Growth Management Plan of Grand County. This Boundary is generally the area of influence of the Town and serves as the extent of the town's three mile plan.

The areas within the growth boundaries are described in detail along with growth management recommendations for each in the following sections.

---

## 2. GROWTH AND DEVELOPMENT RECOMMENDATIONS

### 2.1 Growth Boundaries

The purpose of the *growth boundaries* are to identify the most logical *growth areas* for the town to expand as development pressures increase. In this manner, the town can anticipate where development should occur and can more effectively anticipate potential costs and capital improvements that will be necessary to accommodate the growth. The growth boundary concept as proposed in this plan also considers that Hot Sulphur Springs may be impacted by developments that are outside the town boundaries. Therefore, the town should be represented and present recommendations to Grand County for proposals that are within the overall planning area of this study that also includes Grand County

The overall planning area of Hot Sulphur Springs includes the existing annexed town area and approximately 455 acres of land in areas surrounding the existing Town Boundaries. This surrounding area is critical to the maintainance and enhancement of the small town and rural chracter of Hot Sulphur Springs, and should be part of all Town planning efforts. While the town's existing utilities cannot serve this entire area, the town of Hot Sulphur Springs *will* consider viable proposals for annexation and development in the area. By designating this area, it is *not intended* that the Town of Hot Sulphur Springs is committed to providing utility services or annexing this entire area or any part of the area. Each development proposal will be evaluated on it's own merits to determine if the development proposal is consistent with the policies of the Community Master Plan, including the Goals and Policies, Growth Area Policies and Subarea Recommendations, and the Ordinances of the Town.

By-designating Growth Boundaries , it is not intended to imply that these lands will be developed or that additional properties could not be considered. However, the designation of these areas in the Community Master Plan does indicate that the Town , in cooperation with the County, wants to manage growth in these areas to be consistent with the objectives of the town and county

Growth boundaries describe specific growth management areas and the preferred *location* of development based upon the management policy for that area. Growth boundaries are mapped as "tiers of growth" which divide Hot Sulphur Springs into different "planning areas" designed to promote growth in the established areas of town, while staging growth in outlying areas. A growth boundary defines a specific *growth management area* which has similar growth management issues to resolve. Within this larger boundary are *subareas* which have several unique attributes and issues which separate them from one another. In this chapter, a policy is first written for the overall growth management area (see map 3), then more specific recommendations are written for the subareas (see map 4) within the overall growth management areas.

Growth boundaries will enable Hot Sulphur Springs to direct growth to areas with existing and available public services, and to discourage development in areas without public services. Growth boundaries are drawn in large part to reflect the availability of public services and twenty year buildout projections.

Growth boundaries should be reviewed at least every five years, and should be flexible to changes from unexpected situations.

The delineating of the growth boundaries are based upon common property ownership boundaries, natural features, streets, waterways, and other logical divisions.

---

## 2.2 Growth Management Area Policies and Subarea Recommendations

The following section describes growth management policies and subarea development recommendations for the planning influence area.

For each designated Growth Management Area (map 3), the following are provided:

- overall *growth policies* which generally describes the overall intent for future growth and development.
- *issues/attributes and development recommendations per specific subareas* (map 4) within the overall growth area defined by growth boundaries.

Specific recommendations are described for specific subareas in Town. For each area key issues and attributes are described, and a tabular summary is provided to describe development characteristics which influence future planning decisions. Each Area has different recommendations to respond to that areas particular issues, conditions and spatial context

To arrive at the development recommendations for each specific area , key questions were asked:

1. Is the land buildable in terms of existing conditions?
2. Is the Area serviceable for sewer and water without extensive expansions or additions being required?
3. Is the area accessible by a safe roadway system?
4. Are community facilities accessible or near the area?
5. What direction should growth take to ensure functional, fiscally sound and attractive development ?

---

## I TOWN GROWTH BOUNDARY

### Area 1 Policy : Primary Growth, Infill and Redevelopment

**Area 1 is that area within the Town of Hot Sulphur Springs which has adequate public facilities, services and land required to accommodate a portion of growth and development anticipated during the next twelve years. Except for special annexations, most of the new growth should occur within these boundaries until they are nearly built-out. The majority of growth will be infill and redevelopment of parcels within established neighborhoods. Some of this new growth in the eastern portion of the area will be in new subdivisions. All development should conform to the character, street patterns, scale and approximate density of the existing neighborhoods.**

### Subarea Recommendations

#### Area 1.1 Upper Hot Sulphur

##### Issues and Attributes

- Highway 40 is a barrier for pedestrians.
- There is a lack of accessible and developed park land.
- Trucking impacts occur from local haul roads.
- Adjacent to potential annexation along Moffat, wooded hillsides/summer homes on south.
- The existing R 1 Zone allows 6250 S.F. lots/4 du/acre.

##### Tabular Data

- total acres: 66 acres
- existing uses: residential
- dominant zoning: R1
- existing homes: 50
- existing density: 1 dwelling unit per 1.32 acres
- platted lots: 220 lots (25x150)
- possible SF new growth: 50-75 homes
- possible new gross density: 131 units/ 66 acres; 2 du per acre

##### Recommendations

1. Encourage infill development.
2. Develop guidelines and standards for traditional infill development architecture, site development, and landscaping.
3. Develop trail and sidewalk links to the town core, river front, and the town park .
4. Work with the Colorado Department of Highways to develop pedestrian crosswalks and other Highway 40 improvements.
5. Prevent new business development in residential areas.
6. Upgrade utilities through a combination of impact fees and improvement districts.
7. Require appropriate development impact fees of all new growth.
8. Consider high net density allowed by existing zoning if all lots are built upon.

---

## Area 1.2 Lower Hot Sulphur

### Issues and Attributes

- This area is located between Aspen, Cedar and Highway 40.
- Wetlands at Spring street constrain development and are park/open space opportunities.
- Mobile homes are in this subarea.
- Isolated multifamily buildings are in this subarea.
- Visual, noise and traffic impacts from Highway 40 business development could be an issue.
- There are vacant lands east of First street.
- This area is adjacent to open county lands/ Colorado river floodplain, and Pioneer Park.

### Tabular Data

- total acres: 41 acres
- existing uses: residential
- dominant zoning: R1
- existing homes: 61 SFD units
- existing density: 1.48 du/acre
- platted lots: 220
- possible SFD new growth
  - west of first: 14 units
  - east of first: 50 units
- possible gross density: 125 units per 41 acres; 3.04 du/acre

### Recommendations

1. Develop 3-4 du/acre infill residential development east of First prior to extending services south of Highway 40.
2. Develop guidelines and standards for infill and new area development; consider guidelines for house size and building envelope in addition to site development, landscaping, buildings, parking, etc.
3. Update the mobile home development standards.
4. Work with Grand County regarding view protection and compatibility standards north of Cedar.
5. Prohibit commercial or business uses in residential areas.
6. Require open space easements along Highway 40 east of the developed areas.
7. Protect and manage for an open space gateway along Highway 40.
8. Consider development impact fees for service extensions, or require that developer to extend services
9. Develop subdivision regulations to control eastern development on Longview lands.

---

## Area 1.3 Town Core

### Issues and Attributes

- In the historic Town Core there are opportunities for preservation/redevelopment of historic buildings and landmarks.
- This area ( near Aspen, Grand, Riverfront) is a critical gateway to Colorado River, Hot Springs, and Pioneer Park.
- There are opportunities for enhanced tax revenues from modest commercial development.
- Compact development here will preclude strip development along Highway 40.
- Significant historic buildings are located in this area.
- The Town Core Can be a focus of community activities and facilities.
- Development along Aspen can link Highway 40 to Grand Avenue.
- There are vacant lands, haphazard uses, and development now .
- Business uses here include 3 restaurants, 2 general service stores, offices, the post office, the Town Hall, 3 hotel/lodging establishments, a liquor store, and a bar.

### Tabular Data

- total acres: 15 acres
- existing uses: retail businesses, offices, post office, Town Hall, hotel/lodging
- dominant zoning: B, R1

### Recommendations

1. Develop incentives to promote compact commercial development
2. Concentrate development along Aspen, Grand and Highway 40
3. Develop riverfront facilities including walkways, parking, and signs
4. Develop trail links to the Colorado River and to residential areas
5. Develop a historic preservation program with incentives for building preservation and enhancement.
6. Organize landowners, citizens, staff and agencies to focus on Town Core redevelopment and preservation activities
7. Promote the town core as a focus of activity
8. Consider a new Historic Area Overlay Zone with development regulations. Develop architectural character/preservation guidelines to ensure high quality design for all buildings
9. Develop a town entry sign , landscaping, and facilities
10. Develop guidelines and standards for commercial site development
11. Update the mobile home standards with incentives for building improvements

---

## Area 1.4. Mixed Use Highway 40

### Issues and Attributes

- This area is located along Highway 40, East of Aspen.
- The corridor has a positive mixed use character and image. Uses include offices, the county seat, a few residential units, 2 motels , limited commercial.
- Area has very high visibility to visitors.
- Future roadside development could detract from town character and walkability
- There are potential highway traffic impacts to residential uses.
- Existing B zoning allows manufacturing, light industrial by special review

### Tabular Data

- total acres: 25 acres
- current uses: offices, county seat, residential , motels , commercial, industrial
- dominant zoning: B, I

### Recommendations

1. Encourage carefully planned development of office and highway commercial uses for enhanced tax revenues.
2. Develop rigorous guidelines and standards for mixed use roadside development:
  - parking lot and building locations, setbacks
  - signs
  - landscaping/buffers
  - pedestrian access
  - curb cuts/access
  - building character
  - compatibility
3. Work with the Colorado Department of Highways to develop pedestrian crosswalks and Highway improvements. (ISTEA Project).
4. Prohibit roadside manufacturing/industrial uses.
5. Discourage new roadside development which would place an unnecessary burden on the Town's general fund.
6. Develop Town identification signs with a landscaped settings at the Town's edges.
7. Consider development impact fees which would help pay for Town infrastructure improvements.



---

## **Area 2 Policy : Future Growth and Annexation**

***Area 2 is planned to accommodate new growth concurrent with the availability of adequate public facilities and services. This area is expected to receive growth with the Hot Springs Tract "A" lands preferred for short term redevelopment. The Town will make public facilities and services available to Area 2 within the planning period pursuant to the Town's Annexation policies and Capital Improvements Programs.***

### **Subarea Recommendations**

#### **Area 2.1 Hot Springs Tract "A"**

##### **Issues/Attributes**

- This area is located adjacent to the Town and to Pioneer Park
- Existing facilities include motel, hot springs, baths, and pools.
- 1300 acres Tract "B", platted in Grand County, are adjacent to Tract "A"
- The lower area is buildable, serviceable and generally accessible property
- This area has a high visibility and strategic relationship to Pioneer Park and the Town Core
- Potential traffic and visual impacts to Town Core from future development

##### **Tabular Data**

- total acres: 80 + acres
- current uses: bathing complex and hotel

##### **Recommendations**

1. Encourage the development of a retreat type of facility for year round use that complements recreational resources in the region. Require land dedication for a trail corridor. This land offers a great opportunity for the development of a small scale and personal destination resort facility.
2. Coordinate any development with the Pioneer Park recommendations.
3. Use the Town of Ouray as a model for a public pool in a small town.

#### **Area 2.2 Moffat Area**

##### **Issues/Attributes**

- This vacant area is located southeast of First/Moffat.
- This area is surrounded on three sides by Town property, making it an ideal candidate for annexation.

- These lands are Zoned R in Grand County which allows for:
  - 7000 s.f. lots with subdivision/services
  - 30,000 s.f. lots subdivision/no services
  - 2 acre lots no subdivision or services
- Drainage comes off of mountains to south, and flows through this area. This environmental constraint should be addressed during any development.
- This area is the location of the Greek church/retreat center
- County Road 559 provides regional access to this area
- This area is closer to town services than the Longview addition

### **Tabular Data**

- total acres: 30 acres
- existing uses: residential and vacant
- existing homes: 3 SFD unit
- existing density: 3 du/30 acre
- platted lots: 0
- possible SFD new growth with Town services: 60-90 units
- possible gross density: 60-90 units per 30 acres; 2-3. du/acre

### **Recommendations**

1. Encourage planned single family detached residential development extending roads/ services in Longview addition to the east; consider affordable well designed homes at a density of 2-3 du per acre.
2. Work with landowners and Grand County regarding possible annexation to make the town boundaries more cohesive and to control the character of growth in this area.
3. Develop guidelines and standards for new area development; coordinate development with the Longview addition.
4. Require development impact fees to pay for all capital improvements and services.
5. Do not allow commercial or business uses unless they are small scale and neighborhood oriented.
6. Require open space easement and trails along the drainage corridors.
7. Require neighborhood park dedication along First to serve Upper Hot Sulphur area .
8. Prohibit development on slopes greater than 25%.
9. Require annexation to receive town services and Incorporate these recommendations in intergovernmental agreement with Grand County.

---

## Area 2.3 Longview

This area contains lands generally east of 3rd street, under town jurisdiction, planned to accommodate new growth concurrent with the availability of adequate public facilities and services, and not otherwise.

### Issues/Attributes

- Approximately 60 acres is platted in Longview addition.
- This area includes extensive vacant lands within town limits and can absorb
- The area is mostly buildable

### Tabular Data

- total acres: 65 acres
- existing uses: ranching
- zoning: R1
- existing homes: 0
- platted lots: 350 lots (25x150)

### Recommendations

1. Provide public service extensions only if development fees pay for impacts of growth.
2. Develop strict guidelines and standards for new area development. Guidelines and standards to include lot , road, building siting, environmental preservation, landscaping, architectural character. Extend existing street patterns into this area.
4. Prohibit commercial or business uses unless small scale and compatible to rural residential areas.
5. Require open space easement/trails along drainage corridors.
6. Platted lots and streets should conform to existing patterns and alignments as much as possible.

---

## Area 3 Policy : Longer Term Growth

***Area 3 are lands generally east of 3rd street, under town jurisdiction, planned to accommodate new development concurrent with the availability of adequate public facilities and services, and not otherwise. This area is expected to receive growth beyond in the 10 – 15 year planning period.***

### Subarea Recommendations

#### Area 3.1 Heimbaugh Creek

##### Issues/Attributes

- This area includes extensive vacant lands within town limits
- Heimbaugh Creek and steep Hillsides are environmental constraints and there could be major visual impacts.
- If area is developed without careful site planning and design, there will be major visual impacts to rural quality of the Town
- There are also potential negative fiscal impacts from growth because of inefficient service extensions.
- Area is along road to cottonwood pass
- There is a dirt road to public recreation lands along Heimbaugh creek

##### Tabular Data

- total acres: 70 acres
- existing uses: ranching
- zoning: R1
- existing homes: 0
- platted lots: 350 lots (25x150)
- possible SFD new growth :130 acres @ 1 du/per acre= 130 units

##### Recommendations

1. Provide public service extensions only if development fees to pay for impacts of growth.
2. Work with Grand County regarding surrounding downzoning to low density residential and agricultural zoning.
3. Develop strict guidelines and standards for new area development. Guidelines and standards to include lot, road, building siting, environmental preservation, landscaping, architectural character. Minimize roadway, visual, and environmental impacts. Mandate Clustering of homes to preserve open space.
4. Prohibit commercial or business uses.
5. Require open space easement/trails along drainage corridors.
6. Require neighborhood park dedication/cash-in-lieu for acquisition and development.
7. Prohibit development on slopes greater than 25%.
8. Develop a new rural development zone for this area.

---

## Area 4 Policy : Resource Preservation

***Area 4 are those lands in the Town that are sensitive to growth and development because of the presence of geologic, flood plain and natural constraints. Growth and development will be discouraged in these areas unless acceptable mitigation can be provided per town policies***

### Subarea Recommendations

#### Area 4.1 Colorado River Corridor /Pioneer Park

##### Issues/Attributes

- Pioneer Park
  - Undefined management policy and responsibilities limit opportunities for improvement.
  - Extensive natural resources require more sensitive management policy
  - Park is a potential tourist and economic resource
  - Improved infrastructure and better maintenance needed in Park
  - Very strong relationship to Town Core and Hot Springs bathing complex which could have very positive or negative impact to these other areas.
  - Very interested agencies who can help: Grand County and Division of Wildlife
- Floodplain hazards along Colorado River.
- Town Park: opportunity for future expansion and link to Pioneer Park. Extensive and well used facilities here.
- Location and links to regional trails and town trails.
- Sewage Plant expansion and compatibility with recreation uses.
- Grand County is developing regional trails plan which includes this corridor.
- There are many grant and funding opportunities for this area.

##### Tabular Data

- Total Acres: 50
- Zoning: O

---

## Recommendations

1. Develop management policies for resource management, visitor use and park operations
2. Provide Pioneer Park improvements and facilities that will
  - preserve, protect and restore ecological, scenic and cultural resources
  - enhance management and maintenance functions
  - be economically viable
3. Develop 3 primary use zones in Pioneer Park:
  - A. Day Use Area: Day Use Picnicking with major facilities, Shoreline Recreation / Fishing, Visitor Center River Overlook
  - B. Moderate Impact Uses: Vehicular Camping Area, Parking, Nature Center/ Trailhead, Bridge to Town Park
  - C. Low Impact Uses: Hike in Camping, Primitive Uses, Natural Areas
4. Develop hillside and south shore loop trail to ensure compatibility with Pioneer Park uses. Keep separate from Pioneer Park to ensure compatibility. Link to downtown, town park, hot springs and regional trails.
5. Work with Division of Wildlife, Town Residents and Hot Springs ownership to formulate a Development Master Plan and Management Philosophy that identifies specific needs, uses, facilities and infrastructure improvements and guidelines.
6. Develop signs and facilities to assist park visitors in understanding, enjoying and contributing to the preservation of the natural, cultural and scenic resources of Pioneer Park.
7. Establish setbacks from wetlands, rivers and streams. Limit development in flood prone areas.

### Area 4.2 Hillides

#### Issues/Attributes

- Over 25% slopes
- Unsuitable for development
- Visual Amenity

#### Tabular Data

- Total Acres: 50
- Zoning: O/R-1

---

## Recommendations

1. Acquire lands /fee simple acquisition
2. Manage as open space/trails
3. Prohibit development on slopes greater than 25%
4. Adopt hillside development standards, coordinated with county policies

## II AREA OF INFLUENCE

These areas are outside the city limits and planned growth areas but influence and are influenced by the Town. They require close coordination and an intergovernmental agreement with the county for implementation of recommendations.

### Area 5 Policy: Fringe Area Growth Management

*Area 5, is primarily a rural and agricultural area. Its character should be preserved and protected. Since the land is under County jurisdiction, but within the area of influence of the Town, coordinated planning is required with the County to maintain the rural character and to prevent urban sprawl development. The area should not be developed to urban standards. Adequate facilities and services are not available and extensions of Town facilities and services are not anticipated in this area until the Town growth boundary nears full development.*

### Subarea Recommendations

#### Area 5.1 North Highway 40 Eastern Fringe Area and

##### Issues/Attributes

- Location: North of Highway 40 to river; between twin bridges and town boundary
- Significant floodplain hazards and constraints are in the area
- Wetland areas should not be developed
- This area is a visual resource that enhances “rural character” for town
- Current county zoning is business and tourist. This type of development could change the character of the town.

##### Tabular Data

- Approximate Total Acres: 200
- Existing Uses: Ranching
- Existing Zoning: B,T

---

## **Recommendations**

1. Develop intergovernmental agreement with County to establish coordinated land use and service policies including joint review of any proposed development that gives Town greater say over development. Encourage Grand County to downzone the area to continue rural, recreational and agricultural uses.
2. Ensure that development remains rural in character and does not create a negative impact to the entry to Hot Sulphur Springs
3. Work with county to develop a special rural area overlay zone with site development and design standards to preserve rural character and intensity. Standards should address lot coverage, setbacks, building heights, environmental impacts, character of landscaping and structures, traffic.
4. Establish setbacks from wetlands and streams to prevent any encroachment.
5. Requiring annexation for extension of services: Prevent formation of special improvement districts. Require any development needing urban services like water and sewer to be annexed to the town.
6. Work with county to apply their 1041 powers to this area and develop policies that address floodplain, slopes, geological hazards, and wildlife habitat preservation.
7. Encourage the preservation of open space through clustering and low intensity development patterns. Create an overlay district or new zoning districts that will allow only limited development in this area.

## **Area 5.2 South Highway 40 Eastern Fringe Area**

### **Issues/Attributes**

- Location: South of Highway 40 to ridgeline and visible areas from road
- Potential drainage hazards and constraints
- Visual resource that enhances "rural character" for town
- Cemetery
- Area is adjacent to Cottonwood Pass road

### **Tabular Data**

- Approximate Total Acres: 200
- Existing Uses: Ranching
- Existing Zoning: B,T,F,R

### **Recommendations**

1. Same as recommendations for area 5.1



---

## **Area 6 Policy : Intergovernmental Agreement Boundary**

***Area 6, is the contained outside the Town growth boundary and within the Intergovernmental agreement boundary established in the Grand County Growth Management Plan. This boundary represents the area of influence of the Town and the extent of its three-mile annexation plan. Steps should be taken in, conjunction with the County through an intergovernmental agreement to ensure that this area does not experience urban levels of development until the area with the Town growth boundary is nearly built out. At that time, this plan should be amended to address appropriate development of this area. Adequate facilities and services are not available and extensions of Town facilities and services are not anticipated until the town growth boundary nears full development.***

### **Issues/Attributes**

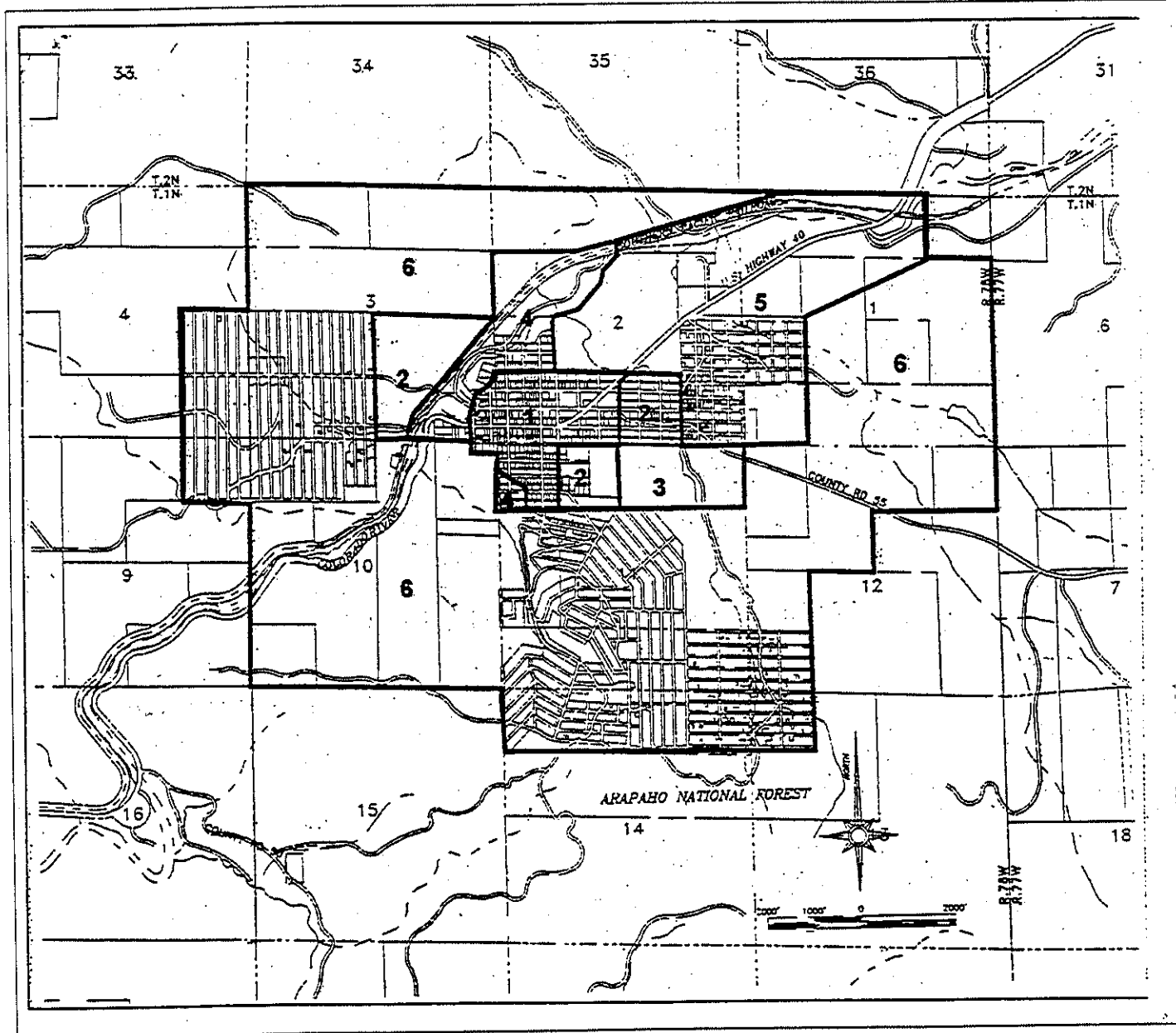
- The area contains two large subdivisions, “Pine Air” and “The Camps” which are old impractical plats.
- It does not have adequate facilities and the extension of services would be costly and lengthy and would contribute to inefficient sprawl development. It is not projected that the Town will provide facilities and services in this area within the planning period.
- No facilities and service agency comparable to the Town is expected, nor should any be allowed to be formed in this area.
- It is a primarily rural and agricultural area and its character should be preserved and protected by county polices and zoning.
- Although it contains plated subdivisions, these are antiquated and the County should act proactively to abandon them. Adjacent parcels under the same or similar ownership should be combined into one lot and all unnecessary street right-of-ways and easements should be abandoned.

### **Recommendations**

1. Continue rural and agricultural uses.
2. Control growth impacts through service extension policies in coordination with county.
3. Develop intergovernmental agreement with Grand County to oversee the preservation of this area and to ensure that development remains rural in character without commercial uses or urban level residential development in any portion of this area surrounding the Town. The agreement should:
  - ensure that the existing plats will not be allowed to be developed abandon streets and combine existing lots under common ownership to the greatest extent possible.
  - establish coordinated land use and service policies.
  - down zone area and develop a special rural area overlay zone with special rural site development and design standards.

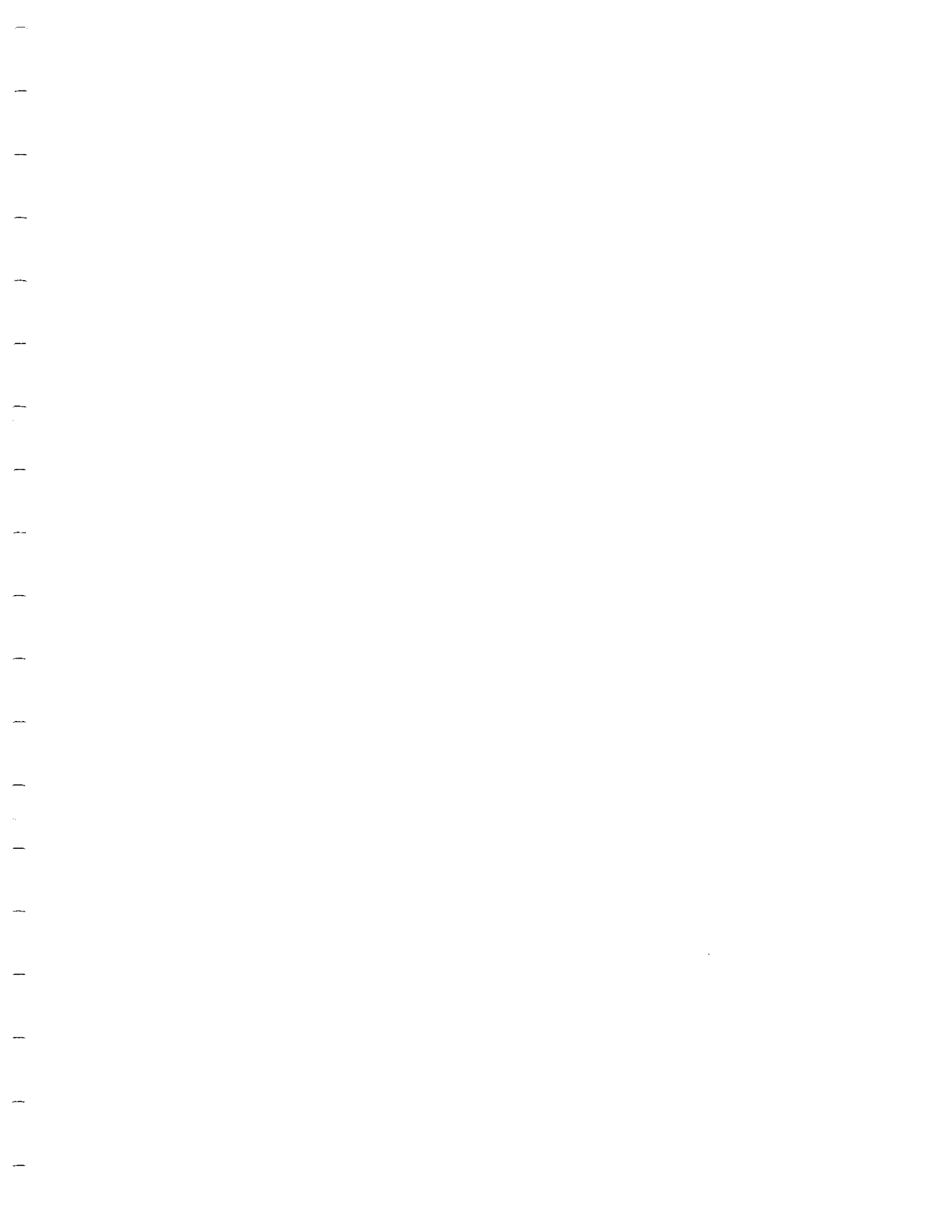


# GROWTH AREA MAP

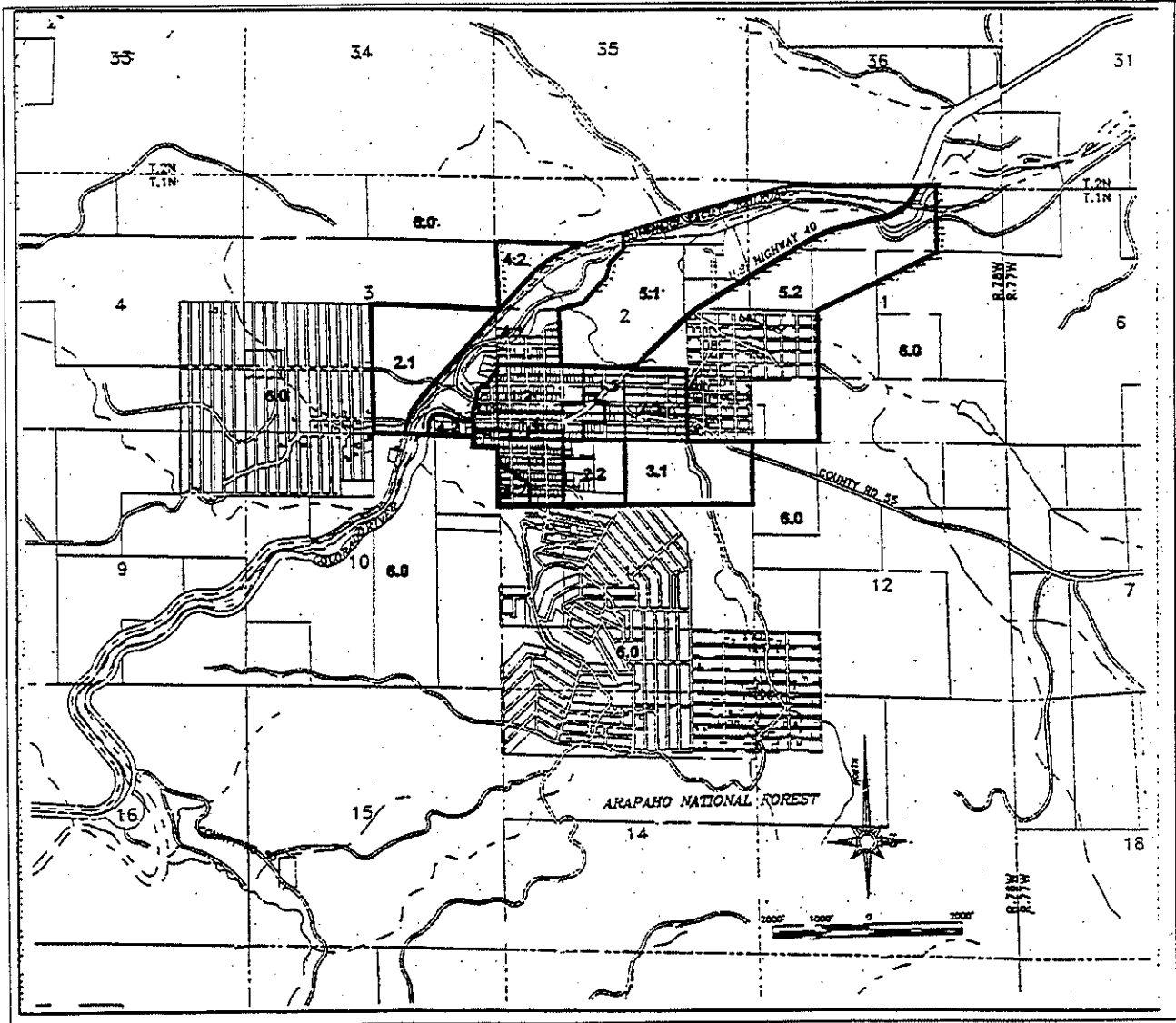


## GROWTH AREAS

- AREA 1: Infill / Redevelopment
- AREA 2: Future Growth / Annexation
- AREA 3: Long Term Growth
- AREA 4: Resource Preservation
- AREA 5: Fringe Area Growth Management
- AREA 6: IGA / Fringe Area Growth Management

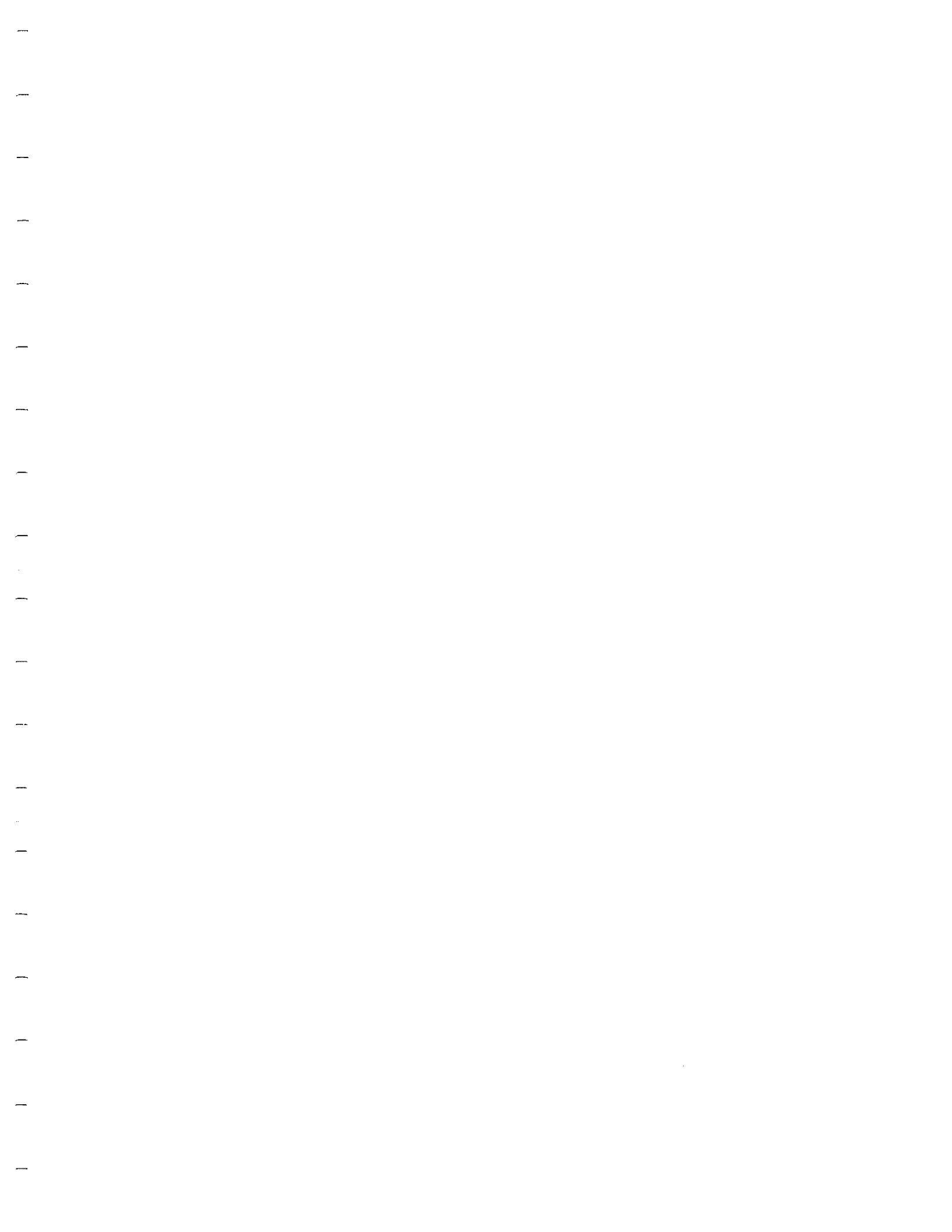


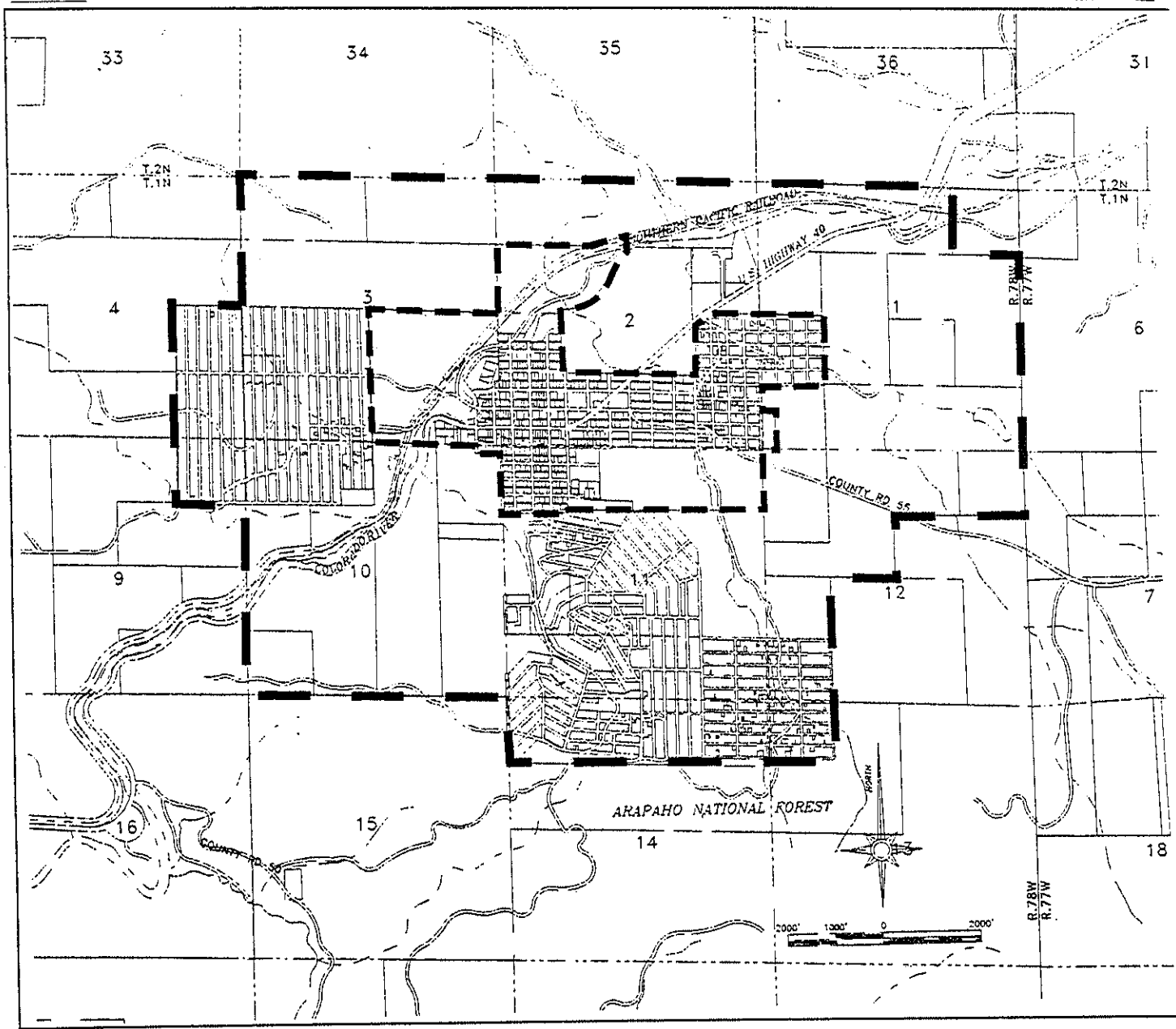
# CHARACTER DISTRICT MAP



## CHARACTER DISTRICTS

- |                           |   |
|---------------------------|---|
| 1.1 Upper Hot Sulphur     | 3.1 Heimbaugh                                 |
| 1.2 Lower Hot Sulphur     | 4.1 Colorado River / Pioneer Park             |
| 1.3 Town Core             | 4.2 Hillsides                                 |
| 1.4 Mixed Use Highway 40  | 5.1 North Highway 40 Eastern Fringe           |
| 1.5 Vacant / East Gateway | 5.2 South Highway 40 Eastern Fringe           |
| 2.1 Hot Springs Tract A   | 6.0 Strong Intergovernmental Agreement Fringe |
| 1.2 Moffat Area           |   |
| 1.3 Longview              |   |



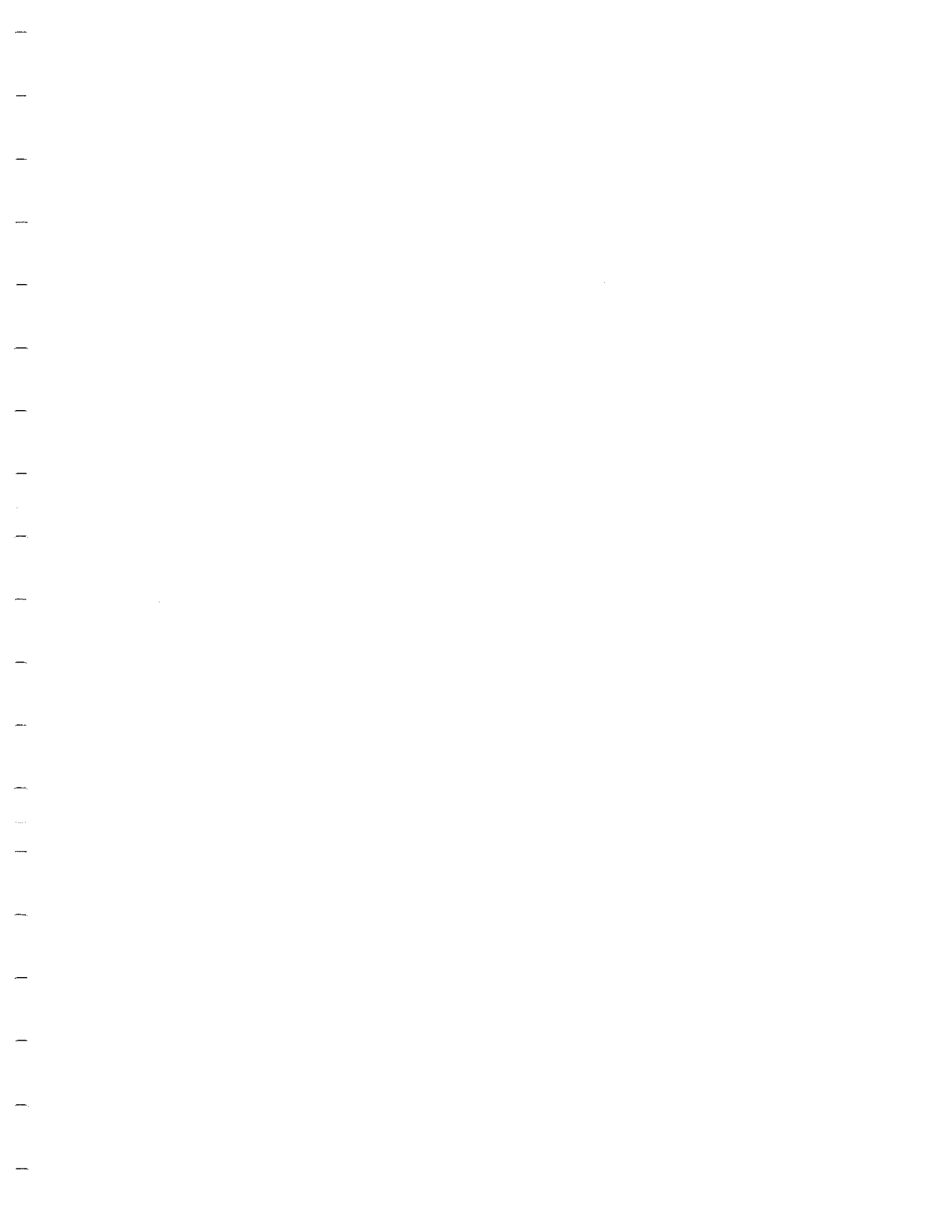


**GROWTH MANAGEMENT BOUNDARIES**

**--- Town Urban Growth Boundary**

**— City County Strong Intergovernmental Agreement Boundary**

**HOT SULPHUR SPRINGS Community Master Plan and Three Mile Plan**





---

## **CHAPTER VI: IMPLEMENTATION STRATEGIES**

The difference between a successful plan and one which sits on a shelf lies in the extent to which adopted policies and recommendations are translated into actual programs. This chapter offers concrete suggestions in various areas to assist in plan implementation. These suggestions are by no means the only avenues for fulfilling the Plan, but are suggested strategies which will enable the Town to implement the plan goals, policies and growth management recommendations.

This chapter is divided into three main sections and presents the following:

### **1. Strategies and Options:**

- opportunities to control and manage Pioneer Park
- growth management system strategies and options
- information for the development of annexation guidelines.
- an analysis of the Town's existing zoning map and ordinance, and recommendations for updating
- recommendations for developing a subdivision ordinance
- advantages of a Capital Improvements Program.

### **2. Action Program**

- recommended priorities for a Two Year Action Program.

### **3. Resources**

- a listing of possible resources to assist the Town in implementing various projects

---

## **1. STRATEGIES AND OPTIONS**

### **1.1 Pioneer Park**

#### **Introduction**

Pioneer Park is used throughout the year by residents and visitors to the area, and is strategic towards preserving the future livability and rural character of Hot Sulphur Springs. Over the years, the Town has leased the ground from the Denver and Rio Grande Railroad, and in turn has enlisted the help of the State Division of Wildlife to manage this precious resource. Currently, there is no agreement for the management of the park.

The approximately 50 acre site, which primarily lies in the 100 year flood plain with the rail corridor running through it, is critical to the community plans for environmental preservation, recreation and downtown development.

#### **Land Purchase**

To protect its own destiny and to facilitate short and long term improvements, the town should consider obtaining full control of this property through a long term lease and or outright purchase of the property. This would enable the town to coordinate a management and improvement plan for the facility, gain funding for required improvements, and to implement other downtown and community development efforts adjacent to Pioneer Park.

The Real Estate Department of the Denver and Rio Grande railroad has informally indicated that it would consider selling the property to the town. It would require a current appraisal of the property prior to accepting an offer. The offer by the town would have to clearly describe the justification for purchase.

To obtain funding for this action, the town should consider energy impact or conservation trust fund moneys administered by the Colorado State Division of Local Government, Department of Local Affairs.

#### **Management and Facility Planning**

As negotiations for purchase are being resolved and the necessary funding is being secured, the Town should work closely with local citizens, Grand County, and the State Division of Wildlife to develop a specific management plan for the property.

This effort should accomplish the following objectives:

1. Complete an assessment of existing conditions and visitor use. Analyze market potential. Develop an accurate base map and complete a wetlands inventory. Obtain a State Wetlands Protection Grant to map the wetlands.
2. Develop policies for resource management, visitor use, and park operations.

3. Develop a phased facility improvement plan that would describe possible visitor and recreation facilities, trails, stream and bank improvements, maintenance facilities etc.
4. Develop guidelines for facility improvements and adjacent development to ensure continuity in design
5. Develop a financial strategy which describes available funding for improvements, operations, and management. (see resources section)
6. Develop a long term maintenance strategy that ensures that the property will be well cared for in the future.

## **1.2 Growth Management**

### **Introduction**

A growth management system, as defined by *Brower et al* in *Managing Development in Small Towns* is a "government program designed to influence the characteristics of growth and to achieve community goals objectives and policies". It can encourage high quality development in established areas, and can discourage development in outlying areas until services are available. The following section describes background issues and possible options for Hot Sulphur Springs to manage future growth and development.

### **A Management Approach to Planning**

The recommended growth management approach to plan for and regulate new development is based upon the philosophy of *evaluating development based upon its impacts and contributions to Hot Sulphur Springs rather than solely comparing it to specific uses delineated on a future land use map. This approach requires that the Town of Hot Sulphur Springs define the conditions necessary for future growth and development.* These conditions may include:

- The location of development
- The timing or rate of development
- The costs of development
- The quantity of development
- The quality and character of development
- The type of development

The major advantages of this approach over traditional land use planning are :

- the ability to focus on development timing
- flexibility to market conditions
- encourages development in and around existing urban areas in a way that uses land and public services efficiently and economically
- ability to focus on community character and preservation issues

### **Adequate Public Facilities: "Concurrency" Management and Development Timing**

Concurrency means that public facilities and services required for local standards are available simultaneous to, or within a reasonable period of time after development approval or construction. In other words public facilities must:

- be available within a reasonable period of time after development(0-5 years)
- be available concurrent with the impacts of development

Concurrency is legally acceptable as a municipal powers to provide public facilities and to regulate new and existing development.

Local government has the power to regulate the type, density, location, timing/sequencing of development commensurate with the availability and capacity of public facilities. Concurrency management goals and objectives can be implemented by a "Adequate Public facilities Ordinance".

Concurrency management can address the balance between capital facilities capacity and demand by timing and sequencing new development and capital facilities, thereby bridging the gap between short term needs and long range planning.

Traditional land use controls are designed to regulate the type, intensity and location of new development; a concurrency mandate also requires that new development be *timed and sequenced* in accordance with capital facilities/infrastructure.

## Growth Management Tools

The following section describes a few of the *specific* tools which may be appropriate for the Town to develop, given its resources, unique issues, and relative slow growth economy. Zoning and regulatory tools are included in the next section

### 1. Growth Boundaries ( see Chapter V)

**2. Adequate Public Facilities Ordinance (APFO)** Complementing the designation of growth boundaries and associated policies, the Town should consider developing a specific and legally defensible policy and ordinance which implements the concurrency concept previously described. The APFO would create procedures, standards and enforcement mechanisms to ensure that construction does not proceed where the impact of new development would cause a *reduction in adopted level of service standards., or be unduly costly to the town.* This tool would require that certain public facilities, mainly utilities and roads, must be in place, planned for, or provided as a precondition of development approval

**3. Access to Public Facilities** This tool would enable Hot Sulphur Springs to control development by controlling access to public facilities and infrastructure extensions and hook-ups. The tool functions as a timing control by regulating access to sewer or water lines, or by limiting curb cuts to a road. Access controls are frequently tied to the programmed capacity of treatment facilities.

**4. Critical Areas Protection/ Environmental Overlay Zone:** The development of specific policies and ordinances to control development in environmentally sensitive areas such as steep slopes, flood plains, wetlands, and wildlife habitat areas. The ordinance would define required environmental impact mitigation measures and techniques for critical areas. This could be considered for planning area 4 and steep slope areas in area 3.

**5. Downzoning :** Changing the Zoning classification from a more intensive use to a less intense use. This could be considered an option for Areas 3, 4 and 5.

---

**6. Impact fees:** This is a fee or tax imposed on developers to pay for the cost to the community of providing services to new development. This should be considered for Areas 2, 3 and 5.

**7. Subdivision Control Ordinance:** Subdivision ordinances regulate the conversion of raw land into building lots for residential or other purposes. These regulations establish specific requirements for streets, utilities, site design, and procedures for dedicating land for open space and other purposes to local government. They also prescribe fees in lieu of dedication, and prescribe procedures for plan review and payment of fees. Subdivision Regulations which govern the land conversion process, and zoning ordinances which establish permitted land uses, are local governments primary development and land use control tools

**8. Moratorium :** A temporary measure intended to retard development. A growth moratorium is a legally defensible means of managing the impacts of new development. It is most effective where there are fast growth impacts such as in the gambling communities in Colorado and where plans and regulations need to be developed to manage growth. The moratorium usually has a time limit and requires a legally defensible reason to impose. Given the slow growth economy and potential political issues associated with this tool, other tools are recommended instead

**9. Fee Simple Acquisition** This occurs when a Town makes an outright purchase of lands in order to preserve sensitive areas. This is recommended for Area 4.

**10. Zoning Controls** This is the standard means for regulating and managing development. In Hot Sulphur Springs, this is one of the most effective tools to regulate the character of development in established areas.

### **1.3 Annexation**

#### **Introduction**

Annexation can have far-reaching impacts on Hot Sulphur Springs. The political, fiscal, legal and service provision impacts should be considered prior to any annexation proposal. Existing or planned development adjacent to the Town's boundaries can often be controlled by the Town through the annexation process. Through annexation, potential impacts can be planned for and both the Town, Grand County and landowners can function on a common level of understanding.

In the past, Hot Sulphur Spring's annexation policies have generated tremendous positive and negative impacts to the Town. By annexing Longview and the Cochran Property, for example, the Town prematurely directed growth to these areas. Other annexations have created small pockets of unincorporated properties surrounded by the Town's boundaries. An often cited consequence of such enclaves and peninsulas is that the residents of these areas receive benefits of the incorporated area without contributing to the general fund through property taxes. Services such as police, fire and road maintenance and snow removal can be a free bonus for those who reside in areas adjacent to or even completely surrounded by Hot Sulphur Springs's corporate limits. It may often be more equitable to all Town residents to annex these properties in accordance with applicable State Statutes if the following considerations can be satisfied.

---

There are many factors which need to be considered in reviewing annexation proposals. These include the following:

**Political Issues** -- The degree to which directly affected property owners, adjoining owners, and the jurisdictions involved support an annexation proposal will be critical to its eventual implementation. Political considerations must be weighed by the public officials along with the other factors when a decision is to be made. The extent or absence of opposition has been a deciding factor in many cases.

**Legal Issues** -- According to State Law, the Town of Hot Sulphur Springs can only annex property if one of the following four conditions is met:

- 1) If in a Town-sponsored election, the annexation is approved by a majority vote of both the landowners and the registered voters in the area proposed for annexation, or
- 2) If a petition for annexation is signed by more than 50% of the landowners owning more than 50% of the land in the area proposed for annexation, or
- 3) If the area proposed for annexation has been entirely surrounded by the Town for at least three years, or
- 4) If the area is owned by the Town.

Prior to annexation, the Town is required to complete a 3 mile annexation plan which specifically identifies annexation policies and standards

**Fiscal Issues**-- The annexation of property, whether vacant or developed, can have a significant effect on the tax base, the Town budget and budgets of other entities such as school and sanitation and fire protection districts. The demand created by present and future residents of an annexed area may exceed the existing capacity of the Town to provide such facilities and services. If this occurs, new equipment, facilities and manpower will be required to accommodate the total demand. When annexations trigger the need for additional water, sewer, and road facilities as well as the increase provision of police, fire and social services, these costs must be taken into account.

The costs of these improvements, if any, should be compared to the revenue generated by the area or development to be annexed. These revenues are typically in the form of taxes, including property and sales taxes, as well as tap connection fees and user charges. Long range, as well as short range fiscal impacts should be considered.

Residential developments generate demands on roads, schools, utilities and services, while commercial and industrial uses may often generate less demand. In addition, revenues generated from residential developments, especially those of a low density, can often be less than revenues obtained from commercial and industrial developments. When sales taxes are included, commercial and industrial uses clearly become leading tax revenue bases.

Employment opportunities expected to be generated by industrial, commercial or residential developments should be considered in the decision-making process. The direct and indirect benefits associated with such opportunities should be considered since they have a significant impact on the local economy.

---

**Other Impacts** — As mentioned earlier, the corporate limits of Hot Sulphur Springs takes on compact configuration with some peninsulas and enclaves. Such locations include the enclave near the Ute Trail Motel and the area by the Greek Church south of Moffat Avenue.

Among the impacts of such arrangements is the potentially critical confusion which faces emergency service providers such as police and firefighters when responding to calls for assistance.

Critical to the vitality of Hot Sulphur Springs is a sense of “place” or community cohesiveness. Although difficult to define in exact terms, it is a feeling, like civic pride, which gives residents or visitors a sense of arriving or belonging to an identifiable community. Logical corporate boundaries enhance this sense of community.

In conclusion, annexation decisions can have a multiplicity of implications. It is recommended that formal criteria be developed so that each annexation request may be reviewed in light of previously stated impacts. It would also be advisable to encourage zone change requests to be submitted and acted upon at the same time annexations are considered. This would simplify the regulatory process and minimize uncertainty as to the eventual use of the property to be annexed.

### **3 Mile Annexation Plan**

This document is the three mile plan for The Town of Hot Sulphur Springs. The Town and Grand County should jointly adopt this plan to guide decisions within the three-mile area surrounding the Town limits. Polices within each jurisdiction should be adjusted to support the plan accordingly and an intergovernmental agreement formed to address pertinent issues and joint review of development proposals in areas outside the Town limits within the Intergovernmental Agreement Boundary around the town adopted in the county master plan.

The following criteria should be addressed prior to any annexation and development decision:

1. The area must be within the Urban Growth Boundary and be eligible for annexation as defined by Colorado State Statutes.
2. The annexation proposal includes a land use plan that is consistent with the recommendations of the Towns Master Plan and Three-Mile Plan and is compatible with existing and planned uses.
3. Designation of an area as located in the Growth Area does not imply that all the area is considered suitable for urban development. Portions of the areas may be unsuitable for development due to factors such as steep slopes, floodplain, wildlife habitat, and other limitations to development.
4. All street and utility improvements conform to town standards and are paid for by the developer. All utilities will be integrated into the town’s utility systems for operation and management.

- 
5. A fiscal impact analysis addressing long and short term capital and operating costs and revenues is prepared by the town at the expense of the applicant to enable the town to understand the long range and short term fiscal impacts on the community and a means to address these impacts developed before making a final decision.
  6. The proposal should be fully evaluated with respect to its social, economic, impacts on the community as well as impacts upon the traffic patterns, utilities, and environmental and visual character of the community.
  7. There are no unmitigated natural or man-made environmental hazards.
  8. It is the responsibility of the developer to prepare his application to demonstrate that these criteria are met and that the proposal is consistent with the other provisions of the Hot Sulphur Springs Community Master Plan.
  9. All decisions relating to the feasibility of annexation and approval of development proposals shall be made by the Town Board with consideration of the recommendations of the Planning Commission and the Staff and other agencies requested by the Town.

## 1.4 Zoning and Development Regulations

### Considerations

A review of the Town's current Zoning Regulations indicates that improvements are necessary to make the regulations more effective mechanisms for implementing the Community Master Plan. A revision of the Zoning Ordinance should be developed by the Town to provide an effective means of implementing the plan policies. The following considerations could be incorporated in the revisions:

- **Consolidation.** To increase their effectiveness and to facilitate their use, the zoning, subdivision, flood plain and other regulations should be in one consolidated document: "The Town of Hot Sulphur Springs Development Code." Engineering standards and other details, which must by their nature be lengthy and which are not needed by everyone can remain in separate documents and be specifically referenced in the consolidated code. This development code could eventually be integrated with other Town ordinances into the Town's unified code.
- **Design Standards.** Policies, codes and standards should all encourage development style and character similar to the traditional patterns established in the community; e.g. subdivision codes, extension of existing street patterns, zoning code height, setback and lot coverage standards, scale and mass of new structures, etc.



---

- **Procedural Simplification**

The consolidated code should be in the format of a procedural handbook, so anyone can quickly determine which parts of the code are applicable to their proposed project and what is the required review procedure.

Simplified submittal requirements and review procedures should be developed for minor projects, with more complex review requirements and procedures reserved for major developments.

Depending on the preference of the Town and enabling legislation, some decisions can be delegated to the Town staff. The appropriate board or commission would retain review authority over decisions by the staff.

- **Regulatory Consistency and Checklist**

The regulations should be in a format which makes it easy to check that all applicable criteria are adequately considered during the review of each project. Although this is always the intent of regulations, debate often hinges on one or two items, and it is difficult to keep all requirements in mind at all times. A regulatory checklist not only simplifies the review process, but also ensures that a consistent and common list of criteria is used by all who review proposed projects.

A simplified sample checklist is provided in the appendix as an indication of the type of site and project review the Hot Sulphur Springs Planning Commission and Town Trustees might undertake in evaluating development proposals and subdivisions. The checklist provides a standardized record of a Commission member's notes on a project, as well as a "memory jogger" for issues to be evaluated and specific requirements and design standards to be met or considered.

This type of checklist may be used with subdivision review, zone change review, planned development review, and in conjunction with the site plan review and design review. The actual conditions and issues involved in a specific site and development proposal will determine which sections of the checklist will be used in any given situation. Thus, not all sections or questions will apply to any one development application. However, it will aid in the thorough evaluation of development and subdivision proposals and ensure that important issues do not get overlooked. The checklist may, of course, take many forms, and its use and adoption is at the discretion of the Planning Commission and Town Council.

Setting forth the regulations in a checklist allows applicants to determine what they are likely to have to do in order to receive approval for their proposals. This is true for both objective and subjective review criteria.

- **Flexibility.**

The amount, timing, location and type of future development in Hot Sulphur Springs cannot be predicted exactly. A new regulatory system must therefore be responsive to those changes in the marketplace which affect the characteristics of future development. It must at the same time protect against site-by-site rezoning which can remove assurances of land use compatibility and gradually undermine the overall usefulness of the system. This can be accomplished by upgrading the present zoning districts and using specialty zones such as: Historic Overlay Zone,

---

Flood plain Overlay Zone, Rural Development Zone, Planned Unit Development (PUD) Zone, etc. A broad set of objective standards should also be incorporated in the Zoning Ordinance so that development review can be based on *desirable standards* rather than minimum standards. The resulting system would be flexible enough to deal with the changing marketplace while providing guidance and incentives for private enterprise to produce a development pattern which is in the public interest, as defined by the Town itself.

- **Responsiveness to the Distinctive Needs of the Town's Neighborhoods.**

Hot Sulphur Springs is not and will not be a homogenous community; it is composed of a few distinctive neighborhoods. The regulatory system should respond to this diversity. The system should include distinct review criteria and other regulations, such as a sign code, for the Highway 40 Corridor and for the Historic Town Core. As newer areas of the Town, such as Longview, are developed, the Town should consider developing unique criteria and regulations for those neighborhoods where a distinctive character is desired. Review criteria and regulations for Highway 40 must respond to the character, location and needs of existing development and must provide incentives for improving the safety, aesthetics and economic potential of the area. Regulations in the Town Core should reinforce the historic character of the area and provide incentives for increasing its economic and recreational value. For Upper and Lower Hot Sulphur, a general set of infill design criteria and regulations should apply which reinforce the traditional lotting, road patterns, and buildings.

- **Encouragement of Quality Infill Development.**

Increased density of residential development in established areas of town and additional commercial development are likely outcomes of the growth management direction suggested by this plan. It is suggested that the Town add more specific yet flexible guidelines for site development, yard, lot and space requirements, density and intensity for the different zoning categories. Overlay and Special District Regulations may also be considered for a Preservation District, Highway 40 District, or a PUD District. Refined regulations for compatibility, flaglots, alley houses, attached homes, zero lots, signs, flood plains and landscaping will also help to control infill development. Developers and property owners should have strong incentives under this system to help preserve and enrich the neighborhoods which Hot Sulphur Springs needs in order to maintain community cohesiveness.

## **Zoning Map**

Zoning is the use of police power to regulate the type and location of land use so as to promote the public health, welfare, and safety. A zoning ordinance consists of a zoning text and zoning map. Discussion in this section will be limited to the zoning map.

Section 31-23-303, C.R.S. 1973, as amended, requires that "Such regulations shall be made in accordance with a Hot Sulphur Springs Community Master Plan . . ." Since this Hot Sulphur Springs Community Master Plan is a "policy document" and not a prescriptive future land use document, the Town should be certain that zoning decisions are consistent with the Plan's policy statements and written recommendations.

Various changes to the existing zoning map will be necessary to correct zoning pattern problems and ultimately to achieve publicly desired land use arrangements. Although it

---

is beyond the scope of this document to recommend the reclassification of specific properties, a framework is provided below so the Town can effectively determine areas with zoning misclassifications. Due to the controversial nature of government initiated zonings, it is recommended that recognizable changes to the zoning map be accomplished only if there are clear benefits from the intended revisions. For instance, when the original zoning of a parcel has been clearly regarded as an error in judgment, any request to a more appropriate zone classification rezoning should be favorably received.

Deficiencies with the existing zoning map include:

1. Spot zoned areas that are either undeveloped or developed with more intense land uses than exist on surrounding properties. (R-3 Zone)
2. Strip commercial zones along Highway 40 increasing the likelihood of excessive access points, traffic conflicts, visual and noise impacts, safety hazards, and an inefficient use of the land for noncommercial purposes.
3. A lack of a flood plain zone to restrict or prohibit uses which may affect the loss of life, limb, or property.
4. Excessive commercial zoning which promotes over-competition and may result in too much commercial development so that areas are left vacant and unused.
5. Excessive R-1 Zoning which encourages sprawled development . Excessive R-1 zoning also does not take into account special locational, physical or site attributes, particularly in the Longview and Cochran lands east of 3rd street. This issue can be corrected through either *downzoning*, *growth management techniques*, or *the development of a special overlay zone* that encourages the protection of open space, clustering of buildings, and mitigation of visual impacts from local roads.

### **Subdivision Regulations**

It is highly recommended that the Town develop a new subdivision ordinance which strengthens the Town Zoning Ordinance, and which provides detailed procedures, criteria and requirements for new development in Hot Sulphur Springs . It is critical that this not be a "generic" document adapted from another community, but a comprehensive tool that addresses the objectives of this plan and is unique to Hot Sulphur Springs.

The following outline describes the typical requirements and sections of this ordinance.

#### **Typical Requirements Covered by Regulations**

- Lot Lines and Lot Areas
- Non Residential Floor Areas; off street parking
- Total Area; Total Proposed Units; Water and Sewer requirements
- Facilities/Storm Drainage
- Adequacy of proposed water supply, sewer system, drainage system
- Dedication of land for schools, parks, easements, other, or cash in lieu
  - Amount, Location of Dedications
  - Intended Use
- Guarantees of necessary public improvements

#### **Typical Sections of a Model Ordinance**

---

**Article 1. General Provisions**

**Article 2. Definitions**

**Article 3. Administration**

**Article 4. Procedures for Subdivision and Site Plan Review**

- Pre-Application
- Application
- Review
  - Agencies
  - Public Hearings
  - Final Action

**Article 5. Design and Improvement Standards**

- Site Analysis
  - Property Ownership
  - Physical Site Conditions
  - Soils
- Subdivision and Site Design
  - Regional and Local Plan Conformance
  - Minimize Impacts
  - Preservation
    - Steep Slopes
    - Wetlands
    - Scenic Areas/Views
    - Historic landmarks
    - Other
  - Residential Development
  - Commercial/Industrial Development
  - Circulation Systems
  - Landscape Design
- Open Space and Recreation
  - Minimum Requirements
  - Improvement Requirements
  - Ownership
- Landscape Standards
- Streets
- Off Street parking
- Water Supply
- Sanitary Sewers
- Storm Water Management

**Article 6. Off Tract Improvements**

- 
- Proper allocation of costs for off site improvements
    - Full allocation
    - Partial allocation
    - Escrow account for future developments

**Article 7. Specification of Documents to be submitted**

- Basic project and plat description
- Setting and environmental information
- Project improvement and construction information

**Article 8. Appendix**

- Typical Construction Details

**Historic Preservation Planning and Ordinance**

It has been well documented that historic preservation efforts can serve to enhance economic and community development efforts. Furthermore, as tourism becomes the major economic generator in Colorado and nationally, preservation of log and frame constructed buildings in Hot Sulphur Springs can benefit the Town. By developing a Historic Preservation Ordinance which establishes preservation criteria and guidelines for redevelopment, land owners would benefit from state tax credits.

If the Town is interested, it could undertake a *town wide historic survey and develop a preservation plan and associated regulations* and incentives to protect historic resources.

Key benefits of historic preservation planning are:

- protect and enhance local historic sites
- preserve small town/western character
- enhance development themes for Area I redevelopment
- provide incentives for quality redevelopment
- provides framework for community development
- provides coordinated direction for public improvements
- defines opportunities for funding, grants, etc.

**1.5 Capital Improvements Programming(CIP)**

Capital improvements are investments in equipment and infrastructure that has a useful life of several years. They replace, renew or create facilities and equipment which is needed by public entities to maintain, improve, or expand levels of service.

**What are Capital Improvements**

Capital expenditures are distinguished from operating expenditures primarily by the fact that they tend to be one-time, rather than continuing outlays. Investments which have a longer term useful life, such as a building or a vehicle are capital expenditures. The amount of the investment considered as a capital expenditure varies in relationship to the size of a community and its budget. For Hot Sulphur Springs, a capital improvement could be any expenditure exceeding \$1,000 with a useful life exceeding one year.

---

## What is a Capital Improvements Plan (CIP)?

A Capital Improvements Plan is a budget. It identifies projects, facilities and equipment which are needed now or will be needed in the future. It describes the need, such as a new bridge, and provides expenditure justification, such as safety or convenience. It includes the timing of the need and the estimated cost. Most importantly, it assigns priorities, so that the most necessary projects are funded and accomplished first.

Special districts, such as a water or sewer district or a fire protection district, can prepare their own capital improvements plan to assure that aging equipment is replaced or supplemented. Communities (and counties) prepare capital improvement plans to assure that services such as police protection are properly housed and equipped. Special district plans can be a part of the community plan or independent from it.

## Advantages of a CIP

In addition to specific identification of need and timing of expenditures, a CIP has numerous positive attributes:

- Involvement of citizens in preparation of the plan generates community support. Participation makes citizens more willing to support bond issues, rate increases or other funding methods if needed.

*(A useful reference is from the Colorado Division of Local Government, Developing a Capital Improvements Program, 1313 Sherman St. Room 521, Denver, Colorado 80203, (303)866-2156.)*

- A community with well planned and well managed facilities is more attractive to firms considering expansion or relocation to the locality. This is a plus for economic development.
- A plan provides efficient administration and optimum scheduling of projects and acquisitions. It allows anticipation of lead times for bond elections, design work and contract bids.
- Financing becomes more stable. A level of bonded indebtedness can be controlled and the most economical means of financing can be employed. The community has a better position in preserving its credit and bond rating.
- A CIP plan places the community in a better position to take advantage of federal and state grant programs because plans can be made far enough in advance to utilize matching funds, both anticipated and unanticipated.

## How is a CIP prepared?

Steps to take in establishing the plan depend on the amount of organization already established. It is necessary to consider the following steps or tasks:

1. Appoint a coordinator and other participants and define responsibilities;
2. Inform citizens of the existence of the process;

3. Set rules and policies; define capital improvement, set the length of the plan (almost always five years);
4. Prepare an inventory of existing facilities and equipment including age, condition, replacement dates. Include improvements underway and current status.
5. Prepare a project request list in priority order,
6. Identify the financial climate including revenue and expenditure trends and projections;
7. Identify funding sources and mechanisms.

A suggested *approach* to developing the Capital Improvements Plan itself is outlined below:

1. Identify the needs for facilities and equipment, the timing, costs and means of financing for each project.
2. Prepare a financial analysis of the community's capacity to pay for new facilities or equipment.
3. Set priorities among proposals.
4. Seek review and comment by the public on the recommended projects and priorities.
5. Prepare a final capital improvements plan showing projects, priorities, schedule of completion and methods of funding.
6. Adopt the capital improvements plan and identify the first year's projects as a capital budget as part of the annual budget.
7. Review the CIP annually.

### **Why a CIP is Necessary**

The foregoing paragraphs and lists demonstrate that planning provides administrative and financial efficiency. Without it, there will be lack of anticipation in scheduling and financial needs, resulting in emergencies and losses in time and money.

Project definition and assignment of priorities allows citizen participation and simplifies approvals and financing methods. The process avoids successful promotion of "pet projects" which are not in the best interest of the community or which are not the most important overall.

### **1.6 Governance**

By developing a plan for its future, the town will be expected to carry through and implement many of the objectives and strategies outlined in this plan. To accomplish these ends will require resources, time, and energy of staff, public officials, and the local citizens.

---

## **2. ACTION PROGRAM**

The purpose of the 2 year action program is to describe a number of high priority projects that the Town of Hot Sulphur Springs should immediately pursue to implement the recommendations for growth management and community development . This strategy has been selected through meetings with the Hot Sulphur Springs Plan Advisory Committee, Town Staff, and informal discussions with citizens and business people.

The Action Program is meant to be a realistic summation of projects which could be accomplished during the next five years. The projects should be achieved through cooperative actions of public and private groups to result in cost savings to Hot Sulphur Springs and overall community development continuity.

---

### **2.1 Pioneer Park**

#### **1. Land Purchase.**

- Meet with the Real Estate Department of the Denver and Rio Grande to develop a final strategy for land purchase. Work with the Division of Local Government to develop grant applications. Make an offer and negotiate the final purchase.

#### **2. Pioneer Park Master Plan**

- Meet with the State Division of Wildlife and Grand County to develop planning process, time frame and responsibilities. Define technical requirements and objectives of the plan. Develop representative Pioneer Park task force. and complete the plan. The plan should include:

1. Inventory and Analysis
  - Existing Physical Conditions
  - User Needs/Trends
  - Adjacent Area Planning
2. Goals/Objectives and Management Plan
3. Facility Design Master Plan
4. Design Guidelines
5. Implementation/Financing Strategy
6. Master Plan Phasing

---

### **2.2 Annexation**

#### **1. Develop 3 Mile Plan**

- Work with Grand County to confirm the annexation priorities and to establish the specific policies for key parcels. Establish intergovernmental agreements to formalize review procedures and agency responsibilities.



---

## **2.3 Zoning/Development Regulations**

### **1. Develop unified code**

- Formulate design standards to promote appropriate design in the Historic Town Core, along Highway 40, and in residential area
- Develop incentives and conditions for infill development
- Develop a new sign code
- Develop Flood plain ordinance
- Develop an organized and consistent review format that includes a "developers packet" that includes summary requirements, schedules, procedures, etc.
- Change and add the requirements for density and open space, particularly in R-1, R-2
- Develop a new Downtown Zone
- Consider a PUD/ zone with appropriate regulations
- Develop standardized public review procedures

### **2. Develop New Subdivision Regulations**

- Develop a site plan and subdivision ordinance that is incorporated with the revised zoning ordinance and policies of this plan

---

## **2.4 Public Services**

### **1. Update Utility Extension Policies.**

- Assess existing capacities and confirm the growth boundaries. Develop specific service extension policies for each area based upon adequacy of public services. Ensure legality.

### **2. Develop Capital Improvements Program**

- Assess infrastructure needs and financial capabilities and develop a prioritized plan for capital improvements including roads, water, sewer, and parks.

---

### **3. RESOURCES**

Municipal action takes funding. The available resources and funding sources which Hot Sulphur Springs can utilize will define which actions are actually taken. This section outlines the various sources and resources which should be considered.

In the pages which follow, selected financing mechanisms have been described to identify appropriate alternatives for funding community improvements. Selection from among them would follow specific description of the proposed improvements.

#### **3.1 Grants**

The residents of Hot Sulphur Springs have indicated their preferences and priorities in responses to an opinion survey and in subsequent meetings. The consensus was that the town should not immerse itself in bonded indebtedness, nor raise taxes to make substantial improvements. There was also an aversion to grants as charity, but this funding approach does not appear to be well understood.

An approach to satisfying these constraints is to accomplish projects on a pay-as-you go basis, or in segments which do not accumulate substantial obligations. Financing programs which require matching funds can reduce a community's financial commitment and still accomplish projects, even though they do resemble grant programs.

The aversion to grants is believed to be a matter of principle. It might not exist, if the grant process were completely understood. Succeeding paragraphs describe this process and suggest that participation could be beneficial.

Grants to communities can come from the federal, state or county level. They are distributed on the basis of demonstrated need. Grant applications describe these needs and the plans and cost estimates to meet them.

Grant programs are competitive. A specified amount of money is made available to the granting agency. There is rarely as much money as there are requests for it. The agency makes distribution among applicants based on the quality of the applications.

The point to remember is that the specified amount of money will be distributed. If a community chooses not to participate as a matter of principle, this decision has no effect on the amount of grant money distributed, only the locations. It could be reasoned that the community might as well participate since others will anyway.

Winning a grant can reduce or eliminate what might otherwise be borrowed funds and a debt situation.

---

### **3.2 Loans**

Communities and businesses are eligible for loans for improvements and rehabilitation. A few of these programs are administered locally by the regional Council of Governments.

#### **Energy Impact Assistance Program**

In addition to grants, this program can offer loans to communities for planning, construction and maintenance of public facilities and the provision of public services. It must be shown that the community is socially or economically impacted by the development, processing or energy conversion of minerals and mineral fuels.

#### **CHFA Rural Development Loan Program**

The Colorado Housing and Finance Authority (CHFA) operates this program from a loan from Farmers; Home Administration for financing to non-agricultural businesses residing in communities of 25,000 or fewer residents. The rural businesses can finance real estate, equipment and working capital loans.

the RLDP can provide 75 percent of the borrowing need (maximum of \$150,000) while the businesses must contribute 10 percent. The remaining 15 percent can be a loan from a local revolving loan fund or bank. Contact CHFA's Commercial Division at 1-88-877-2432, x329.

### **3.3 Special Districts**

Special districts can be set up in accordance with Colorado Revised Statutes, Article 1 of Title 32. They are independent, quasi-municipal operations. They have independently elected boards, and exist in perpetuity unless specific steps are taken to dissolve them.

#### **Improvement Districts**

In municipalities, taxing districts are General Improvement Districts (GID's) which can construct certain facilities, operate them, and condemn property. Boards of directors serve ex-officio so the board of trustees in Hot Sulphur Springs would be the board of directors.

Assessment districts in municipalities are called Special Improvement Districts (SID's). They have the least independence of all the finance mechanisms under Title 32. They exist only as administrative subdivisions of the municipality. Their primary purpose is to assess the costs of public improvements to those who are specially benefited by the improvements. The costs generally are financed through special assessment bonds. These districts have no operational purpose, and generally are dissolved once the improvements are completed and the debt is retired.

Although the costs of improvements are usually borne through assessments by those "specially benefited," the municipality can bear some of the costs if it determines that a portion of the benefit accrues to the municipality as a whole. This portion of the costs can be financed by G.O. bonds. Costs are assessed on some equitably and rational basis

---

(e.g., lineal feet of street frontage or square feet of property) of determining benefit, and the assessment constitutes a lien on the affected property until bond redemption.

Assessment bonds are not considered as secure as G.O. or revenue bonds, and can be more difficult to market, leading to less favorable interest rates. Assessment payments are not deductible from individual income taxes; thus, other types of financing mechanisms may be more advantageous.

### **Business Improvement Districts**

A BID is created within a municipality upon petition of owners of real or personal property in the service area of the proposed district. The municipal governing board can serve ex-officio as the board of directors of the district, or the mayor can appoint a five-member board of directors.

The BID boundaries may consist of contiguous or noncontiguous tracts or parcels of commercial property. No residential or agricultural property can be included in the district.

BID's are created to provide certain services that URA's and DDA's are not authorized to perform. These include such activities as consulting on planning or managing development activities, promotion or marketing activities, and business recruitment, management, and development.

The district could allow individual stores and businesses in the same geographic area to coordinate efforts and jointly construct improvements. It could be used to finance services like marketing, security, promotion, and maintenance of common areas. The objective is that through such coordination, these stores and areas could better compete with shopping malls and other business areas that already have central management and cost-sharing arrangements.

**Implementation** If a BID is the chosen approach, the following considerations should receive attention:

- Since they are formed by petition, the first step is to define the district boundaries and solicit participants from within them. (Not all property owners must be included. Not all included property owners must be petitioners or even in favor of the district. Owners of at least 50 percent of the property assessed valuation and 50 percent of the total acreage must be in favor of the district.
- Permitted activities and functions include services and facilities for all participating parties. An early step is to define the activities to be included.
- Definition of activities for the district implies that the district should be set up with specific goals and objectives as well as a plan for accomplishment.
- Powers of the district include construction, operation and maintenance, but do not include condemnation.
- Finance mechanisms include: ad valorem tax, assessment, G.O., revenue and special assessment bonds. The district can charge rates, tolls and fees.

The actual steps to formation include:

- 
1. Definition of the purpose goals and objectives.
  2. Definition of the district boundaries.
  3. Preparation and approval of a plan to accomplish the purpose.
  4. Cost estimates, schedules, sources of funding.
  5. Identification of required mill levy.
  6. Solicitation of participants from property owners (and lessees) within the district.
  7. Legal formation of the district with assistance from the city attorney, the Department of Local Affairs, consultants, bond council, or whoever will participate in formation and funding activities. A consultant experienced in these matters and recommended from within the Department of Local Affairs is Sue Burch, an attorney in Denver at 698-9545.

District Boundaries In Hot Sulphur Springs, the "downtown" area could include the frontage on Highway 40 or only the town core. Elements of the district need not be contiguous.

Additions to the district can be made by petition prior to actual formation of the district and by annexation thereafter.

### **Recreation Districts**

Districts for the acquisition, maintenance and operation of parks and recreation facilities are formed as are other special districts. They are quasi-municipal districts with specified boundaries and an elected board of directors from within the district. They can be financed through a property tax mill levy and can assume debt. A supplemental source of funding is the Conservation Trust Fund which can make distributions to the district from lottery funds.

Such a district could be formed to include portions of Grand County as well as Hot Sulphur Springs to enhance and administer the hot springs and/or Pioneer Park. A trail system could also be under the jurisdiction of the district.

### **Metropolitan Districts**

Usually formed to provide and maintain infrastructure such as streets and roads or street lighting, metropolitan districts can also be responsible for parks and recreation. Those with this responsibility are similar in scope to recreation districts and are eligible for grants from the Conservation Trust Fund. Ordinarily they are in unincorporated areas, since municipalities already have the powers of a metropolitan district.

### **3.4 Bonds**

Bonds are debt. Municipal bonds can be a vehicle for lower cost debt, depending on how they are rated, based on the financial condition of the community and the prospects for

---

repayment. They can be offered at lower interest rates than commercial bonds because they generally offer tax free income to investors.

There are two fundamental types, general obligation bonds and revenue bonds.

### **General Obligation Bonds**

GO bonds are backed by the faith and credit of the municipality and are paid back from general funds. They are ordinarily used for infrastructure or other long term projects. There is a reluctance to create too many or too large issues since they are the debt of the municipality and can adversely affect the balance sheet.

### **Revenue Bonds**

Revenue bonds depend on repayment from a future revenue source. For example, a revenue bond for acquisition and operation of the Hot Springs could pledge a portion of the revenue projected from operations to pay off the bonds over time. Municipal revenue bonds offer investors the same tax advantages, but often are issued at a higher rate of interest since their pay back is dependent on the quality of the revenue source. If revenues to the Town would result from development of Pioneer Park or the Hot Springs, then these bonds could be used.

### **Business Improvement District Bonds**

Debt can be incurred by a Business Improvement District. Bonds payable solely from property tax revenue collected within a district must be voted on first at an election held within the district. Bonds payable solely from revenues derived from revenue sources other than the property tax do not have to be approved first by an election.

### **Private Activity Bonds**

The PAB allocation program is established for several purposes including:

1. To establish an orderly and equitable process for allocating tax-exempt PAB issuance authority.
2. To encourage private investment in creating and sustaining jobs, housing, health care, solid waste and water facilities, and higher education.
3. To encourage development in areas of the state where jobs, housing health care, certain infrastructure improvements and higher education are most needed.
4. to encourage the increase or maintenance of the local tax base.
5. To maximize the use of the state's tax exempt PAB ceiling amount.

The State has an established ceiling for the total amount of PAB bonds which can be allocated. In 1992, this ceiling was \$164,719,700. Half the state ceiling is allocated directly to state agencies. Half the remainder is allocated to larger local governments based on population.

The remaining balance is available to (1) local issuers not receiving a direct allocation or (2) state agencies or larger local governments that have turned in their direct allocations to the statewide balance. Allocation of limits is made by a committee advising the Executive Director of the Department of Local Affairs.

Applications are made to the Department of Local affairs. A fee of \$500 is required with each proposal. Applications are judged on project impact and feasibility, availability of

---

alternative funding sources, prior PAB performance of the issuer, and other factors. Economic Development projects are also subject to review as part of an overall plan for economic development in the community or region, the individuals and companies involved, and what other commitments or agreements are involved with the project.

The program contact at the Department of Local Affairs is Lesley Nearman at 866-2156.

### **3.5 Resource Bibliography and Staff Listing**

#### **Division of Local Government, Department of Local Affairs:**

Directory of Services, June 1992.  
Local Government Revenue Sources, Financial Assistance  
Districts and Alternate Government Financing Mechanisms,  
Financial Assistance, July 1988  
Formation and Statutory Responsibilities, Special Districts  
Application Materials, 1992, "Small Cities" Community  
Development Block Grant Program, Rev. 10/15/91  
1993 Colorado Initiatives Program, memorandum from Larry  
Kallenberger, Executive Director Department of Local Affairs, 7/15/92  
Private Activity Bond Program, December 2, 1991.

#### **Colorado Municipal League, Samuel D. Mamet, Associate Director:**

H.B. 1182 of 1988, Business Improvement Districts, May 11, 1988

#### **Personal Contacts and Agencies**

Individuals who are resources include:

Colorado Dept. of Local Affairs, 866-3688  
Jack Kirtland, 866-3688  
Tim Sarmo, Grand Junction, (303) 248-7310  
Stan Broome, Region 10, Montrose  
Cathy Shipley, at NWCOG, Frisco, 668-5445

Colorado Municipal League, Kathy Haddock, 831-6411

Colorado Center for Community Development 556-2819

NWCOG, Barbara Keller, Frisco, Denver # 573-7611

Governor's Office, Business Development,  
John Mullins, Director 892-3840  
Karen Lind, and Dan Fitzgerald, 892-3840

Office of Job Training, Ivo Roospold 794-7410

National Trust for Historic Preservation, Betty Ann Beierle,  
623-1504

---

Club 20, the economic coalition of the twenty western Colorado counties. Too diverse and unstructured to be a valuable resource for Hot Sulphur Springs, but a competitive consideration.

Economic Developers Council of Colorado, not a governmental entity, John Grueling, President, 792-9447

Public Service Company of Colorado, Al Schrable

Denver and Rio Grande Western Railroad.

### **Funding Sources**

Colorado Initiatives, Lucia Smead, proj. coordinator, 866-2156  
National Trust for Historic Preservation, Betty Ann Beierle,  
623-1504

Boettcher and Co. Forest Cason, 628-8367

Private Activity Bonds, Colorado Department of Local Affairs,  
Ms. Leslie Nearman, 866-2156 (or Goeff Withers)

Energy Impact Assistance Fund, also Local Affairs, Kathy  
Shipley, Frisco, 668-5445.

Community Development Block Grants, Terry Chavez at Local  
Affairs.

SBA Loan Program, Don Fortivo, 844-3461

CHAFA, particularly for residential development, 297-7329

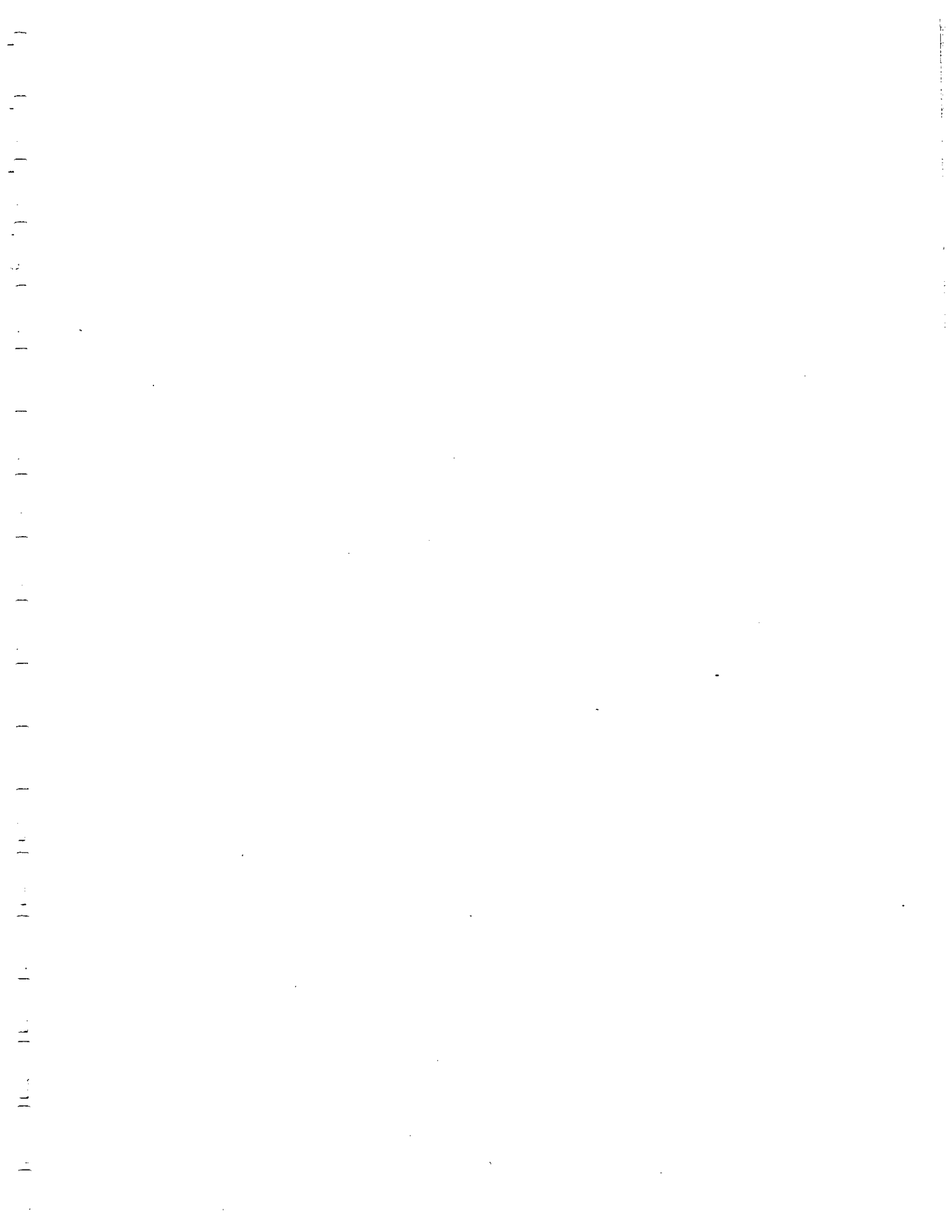


# HOT SULPHUR SPRINGS IMPLEMENTATION ACTIONS

	COOPERATIVE PLANNING	COMPACT GROWTH	ENVIRONMENTAL DESIGN STANDARDS		OPEN SPACE PRESERVATION	INFRASTRUCTURE PLANNING
HOT SULPHUR SPRINGS	<p>1. Utilize the existing Town Growth Areas Map as the basis for discussions with the county to allow for an agreement(IGA) with Grand County concerning development within this area, and the ability for Hot Sulphur Springs to participate to a greater extent in the decision making process of projects proposed within this area.</p>	<p>1. Encourage infill development of existing lots within the municipal limits prior to allowing additional development to occur on the periphery of the community. This can be accomplished through annexation policies.</p> <p>2. Reevaluate the existing land use and zoning designations for parcels adjacent to Hot Sulphur Springs (especially those designated "Tourist"), and modify the community's plan and ordinances as required to preserve the open space character related to the entrances into the community.</p> <p>3. Work with Grand County to eliminate the existing Growth Area shown on the County's existing comprehensive plan southeast of Hot Sulphur Springs.</p>	<p>1. Encourage Grand County to create hillside development standards and implement them in the areas adjacent to Hot Sulphur Springs, similar to the "Three Lakes Design" standards. These standards should address protection of views, revegetation, clustering and/or the placement of buildings in the most appropriate locations, general colors and building materials standards, and road cut and fill standards and guidelines.</p> <p>2. Create general design guidelines for future development or renovation in the downtown commercial district. These guidelines could be either suggestions that individuals could utilize, or could be regulations, and should relate to the "Western/Ranching" heritage of the community and should include standards related to the following issues:</p> <ul style="list-style-type: none"> <li>-building design</li> <li>-building material:</li> <li>-roof pitches</li> <li>-colors</li> <li>-general building orientation</li> </ul>	<p>3. Investigate the availabilities of grant money to improve downtown Hot Sulphur Springs through the addition of community signage, visitors center or kiosk, and landscaping.</p> <p>4. Create general design guidelines for developments adjacent to Highway 40. These should include landscaping, access, and general building designs that would encourage new buildings, or renovations that were in keeping with the image of the community.</p> <p>5. Create mobile home standards for the development of future mobile home parks, or the individual placement of mobile homes within the community. Mobile home park regulations should include standards for density, placement, landscaping, and proper buffers at a minimum.</p> <p>6. Create PUD regulations that would be intended to allow Hot Sulphur Springs to control and direct future development once annexed.</p> <p>7. Adopt standards within the subdivision and zoning ordinance that would require utilities to be placed underground in most instances.</p>	<p>1. Investigate the potential for the acquisition of conservation easements on parcels at the entry to the community as one method of preserving open space.</p> <p>2. Continue to work with GO-Colorado and other agencies to acquire additional land along the Colorado River, which could be added to the communities parks and open spaces program.</p>	<p>1. Adopt Subdivision regulations. These should include standards for streets, utilities, sidewalks, open space dedications, and other critical standards and criteria.</p> <p>2. Evaluate the cost of providing future sewer and water service, and increase the cost of sewer and water taps accordingly.</p> <p>3. Require Fiscal Impact Analysis for all proposed annexation requests, including the evaluation of service capacities and the communities ability to provide the necessary services.</p>

---

## **CHAPTER VII: APPENDIX**



## DEVELOPMENT CHECKLIST

---

YES NO NOTES

### COMPATIBILITY

1. Is the proposed development compatible with adjacent surrounding land uses:
  - a. Does the traffic generated negatively affect the surrounding area?
  - b. Are higher traffic volumes generated through lower volume areas?
  - c. Are smoke, dust, odor, and fumes kept to a minimum?
  - d. Are noise levels controlled on-site?
  - e. Is the height compatible with surrounding land uses, or is an adequate open space buffer provided?
  - f. Are unsightly areas adequately screened or upgraded?
  - g. Is the bulk of structure appropriate for the area?
  - h. Does light create a nuisance to surrounding properties?
  - i. Are materials and colors compatible?
  - j. Are light, air, and ventilation of surrounding land uses blocked?
  - k. Does the proposed use lower surrounding property values?
  - l. Is a danger or nuisance created by the proposed use?
  - m. Are existing aesthetic or historic values adversely affected?
  - n. Are incompatible land uses sufficiently buffered or altered?

### LANDSCAPING

1. Is an adequate landscape plan available?
2. Does the landscape plan serve the purpose intended? (i.e., buffering, etc.)
3. Does the landscape plan use native or well-adapted plants?

### FIRE PROTECTION

1. Are fire hydrants a maximum of 300 feet from the front of residential lots and a maximum of 200 feet from commercial, industrial and multifamily lots?
2. Is there adequate water pressure for fire fighting?
3. Is there safe fire engine access to all structures?

## DEVELOPMENT CHECKLIST

---

YES NO NOTES

### PUBLIC COSTS

1. Does the development place a hardship on the City for services? (i.e., roads, sewer, water)
2. Does the development cause a hardship to the fire or police departments?
3. Will the development create a hardship on the schools?
4. Does the development help diversify the employment base?
5. Does the development help expand tourism?
6. Is the development an economic benefit to the City?

### ENVIRONMENTAL CONDITIONS

1. Protection from natural hazards which might endanger health, life, and property.
  - a. Is the floodway preserved from any disturbance?
  - b. Is development in the 100-year flood plain minimized? Does such development include only non-residential or non-structural type uses?
  - c. Have slopes +30% been preserved?
2. Respond to Natural Environment Constraints.
  - a. Is an adequate soil engineering report available?
  - b. Is adequate engineering available for shrink-swell soils to ensure stable building foundations?
  - c. Is proper drainage available for high water table areas and throughout the site?
  - d. Have natural features, such as tree stands and drainage swales, been preserved?
  - e. Have basements been discouraged in high water table areas?
  - f. Are areas of bare soil stabilized and revegetated?

## DEVELOPMENT CHECKLIST

---

YES NO NOTES

### STREETS - R.O.W. - PARKING - SIDEWALKS

#### 1. Street design

- a. Is the street design direct and logical?
- b. Is through traffic discouraged on local streets?
- c. Do residential areas on arterials and major collectors have alternative road access and screening?
- d. Is the street layout sensitive to site topography?
- e. Is there an adequate intersection jog (150' minimum) with right angle intersections?
- f. Are cul-de-sac lengths and widths safe for fire and police protection?
- g. Is the maximum grade for arterials 5% and 7% for other streets unless a special design in difficult areas warrants steeper grades?
- h. Are there adequate site distances for horizontal and vertical curves?
- i. Are solutions proposed for traffic problem areas created by increased traffic?
- j. Are solutions proposed for traffic problem areas created by increased traffic?
- k. Are alleys or service roads provided for industrial and commercial sites, if needed?
- l. Are adequate R.O.W. and utility easements provided?

#### 2. Developer participation

- a. Will the developer incur the cost of road extensions?
- b. Will the developer help with upgrading of roads to handle the increase in traffic generated by new development?
- c. Is the proposed daily traffic shown?

#### 3. Grading and Maintenance

- a. Is there an adequate grading plan which minimizes cut and fill?
- b. Are cut and fill slopes over 5% stabilized and revegetated?

#### 4. Parking

- a. Is adequate off-street parking available?
- b. Are off-street parking lots screened from surrounding residential land uses?

#### 5. Pathways

- a. Are pathways provided for adequate, safe pedestrian movement throughout the site?
- b. Are pathways separate from roads, if possible?
- c. Do the pathways connect to the City and regional pathway systems?

## DEVELOPMENT CHECKLIST

---

YES NO NOTES

### UTILITIES AND SERVICES

#### 1. Water

- a. Is dependable water service available for each lot?
- b. Is the development a logical extension of services?
- c. Is there developer financing for water line extensions?
- d. Is there an adequate water line design?

#### 2. Sewer

- a. Is treatment capacity available?
- b. Is the development a logical extension of services?
- c. Is there developer financing for sewer line extensions?
- d. Is there an adequate line design?
- e. Is the cost for expanded sewer facilities, caused by the proposed development, shared by developer?

### DRAINAGE

1. Are adequate drainage easements provided?
2. Does the drainage plan prevent drainage problems and a danger of flooding to structures?
3. Is an adequate storm drainage and flood report available?

### OPEN SPACE - PARKS

#### 1. Quantity

- a. Is the appropriate quantity of land or cash-in-lieu provided?
- b. Is the dedicated land in easily accessible, contiguous parcels?
- c. Is the dedicated land suitable for active and passive recreation?
- d. Is a maintenance guarantee available to insure the land does not become a burden to the City?
- e. Is the dedicated land well-integrated into the overall City park system?

---

---

# INFO ON INFILL

---

Douglas R. Porter

Infill—the development of vacant parcels of land in built-in areas—has lately figured importantly in many communities' planning programs. City planners have always felt concern about putting undeveloped or underused urban land to more productive use, but only recently has this concern escalated enough to place "infill" in the lexicon of many city and suburban officials. It is now, for instance, a basic tenet of many growth management programs. A developer overhearing planners' conversations these days might well (and rightly) conclude that infill has attained doctrinal status in the catechism of planning. But this has not happened without some problems arising.

## Pros and Cons

Cities and suburbs can name various reasons why they have discovered an interest in infill, and why developers are also more attracted to it than they have been. Among the incentives are these facts:

- Infill makes use of existing infrastructure, thus saving public and private capital costs and avoiding the hassles and delays of fringe-area development of infrastructure;
- Because infill reduces the need for development in the urban fringe, it conserves agricultural and environmentally sensitive lands;
- Infill opens opportunities to provide housing for the growing number of people desiring close-in locations; and
- Nonresidential infill, giving rise to new jobs and to an improved tax base, is highly valued by most communities, so that permitting is often prompt.

Unfortunately, as with most kinds of development, disincentives also exist. In-place infrastructure may be deteriorating or already operating at capacity.

Older regulatory processes may be cumbersome and complex, and requirements unsuited to newer forms of development. The sites tend to be costly to develop. Neighborhood groups almost always carefully scrutinize infill proposals. And public restrictions on growth at the urban fringe may inflate land prices on infill sites.

The growing number of infill developers complain that, too often, they fight an uphill battle with zoning administrators and building officials who cannot seem to make the regulations fit special infill site and building circumstances. They also dislike their confrontations with neighborhood residents fearful of new development on "their" open space. These

problems, not incidentally, make most infill sites too expensive for moderate-priced housing without major public subsidies.

## Ways and Means

A couple of years ago, the Real Estate Research Corporation completed the first major U.S. study of public infill programs, *Infill Development Strategies* (ULI, 1982). The study documented some community techniques for encouraging infill development: these ranged from inventories of vacant parcels to financial assistance. More recently, ULI started research toward a handbook on the methods and issues of infill development. As one of the first tasks in the research effort, the Institute queried a number of communities about whether or not they had infill programs. Almost half of them had, and many interesting approaches came to light.

**Plans and Programs.** Some communities, of course, have concocted elaborate programs to contain growth by emphasizing infill. Portland, Oregon, and San Diego are two such; both of them incorporate policies favoring infill into their comprehensive plans, structure infrastructure fees to encourage use of existing infrastructure, and practice zoning that allows higher densities and wider choices of housing types in infill areas. Both have also set up urban growth boundaries designed to curb sprawl and to stress infill.

San Diego's program, in fact, was originally expected to channel about 30 percent of upcoming development into infill areas. Since the plan was adopted, however, almost 60 percent of all development has occurred in the urbanized area, absorbing much of the available land. In effect, San Diego is full-up on infill. The apparent success of San Diego's infill policies arises partly from the uncertainties raised by litigation over the drastic curtailment of development and of infrastructure expansion outside the urbanized area. Critics complain that these policies unnecessarily inflate land prices, yet public policies continue to favor a go-slow approach to development at the urban fringe.

Portland's infill program stresses incentives for infill rather than restrictions on sprawl. Portland has a considerable amount of developable, platted land available because of the drastic slowing of its growth in the last few years. But the city pursues infill opportunities with provisions for flaglots, small clusters, attached housing on small lots, zero-lot-line



provisions, and the subdivision of single-family lots into two lots. Large areas of the city now bear higher permissible residential densities to encourage infill. Portland has identified 30,000 single-family houses that meet adopted criteria for adding accessory units. Furthermore, Portland's unusually active planning program is replanning and rezoning substantial chunks of the city and, in the process, identifying new infill sites.

The ULI survey found that many other municipalities are engaging in infill programs of one kind or another, albeit somewhat short of the comprehensive approaches of San Diego and Portland.

**Zoning, Sales, and Such.** Several communities are changing their zoning to allow more flexible use of vacant parcels. Since 1983, Walnut Creek, California, has had a provision allowing a second unit on a single-family lot. Oklahoma City has replaced one high-density district with three at lower densities, in hopes of improving the chances of neighborhood acceptance for rezoning to multifamily use. Hartford, Connecticut, has written infill guidelines to allow three-decker manufactured housing on certain small lots—a move that conforms to the housing character of the neighborhood. Nashville-Davidson County, Tennessee, has condoned subdivision of a duplex lot into two ownerships, and has provided for infill-based planned unit developments (PUDs). Louisville, Kentucky, has begun to allow clustering within a site to proceed without a public hearing. And Raleigh, North Carolina, has also revised its zoning ordinances to make infill easier to accomplish.

---

*“Infill developers complain that they fight an uphill battle with zoning and building officials.”*

---

Somewhat more aggressively, Framingham, Massachusetts, once assembled 11 undersized lots into four single-family lots and sold them at lottery. St. Louis County, Missouri, decided in 1984 to make 70 county-owned lots available for \$1.00 each to developers or citizens for construction of new homes within 18 months. Cincinnati, Ohio, is now pursuing a similar approach by identifying and advertising vacant sites for infill development.

Several cities and counties are planning future infill actions. Dade County, Florida, is completing a comprehensive study of land use, of financing, and of possible incentives for infill development. San Jose, California, has had a policy favoring infill since 1970; of the housing built there in the last decade, 40 percent has gone up on hitherto-bypassed infill

parcels. San Jose's planning staff has recently completed a detailed vacant land analysis and an “infill opportunity” analysis of underdeveloped land. The city is considering rezoning underused commercial strips as housing infill sites; it is also improving its transportation systems to obtain the needed traffic capacity for infill development. At a different stage, Salt Lake City has set up a committee to study infill possibilities and to make recommendations.

---

*“Portland's infill program stresses incentives for infill rather than restrictions on sprawl.”*

---

Albuquerque, New Mexico, has formulated one of the more interesting approaches. Last year, the planning department prepared an infill prototype study for the San Mateo/Central area, an older commercial center with adjacent housing. Researchers conducted surveys identifying the shopping habits of residents, the names of vacant-plot owners, and the attitudes of local merchants. The surveys located 47 vacant parcels, comprising 54 acres, of which 18 parcels were considered good for infill. The planners concluded that, although the area presented some problems, no “fatal flaws” were apparent, and two parcels in particular showed promise for immediate infill development. The report suggested that a staff person be assigned to assist parcel owners and potential developers with site plan development, processing, and neighborhood review. The staff person should also explore means of minimizing utility expansion costs and of offering public financial assistance. In addition, the report recommended that Albuquerque establish an urban infill overlay zone within its urbanized area. Inside this district, other infill target areas might be defined and incentives made available.

This kind of planning and development assistance will help to make infill feasible, although the jury is still out on how productive most infill programs will really be. Certainly, the volume of development on infill sites can never approach that of sites on the urban fringe, which is where much future development must still occur. With regard to meeting future development needs, however, infill should prove to be a useful complement to growth at the urban fringe, and should certainly infuse new life into older neighborhoods. ■

---

Douglas R. Porter is director of ULI's development policy program.