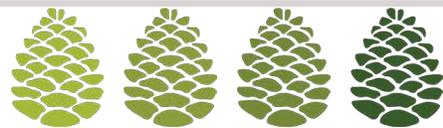




# TOWN OF GRAND LAKE

## Comprehensive Plan



November 2020

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## Introduction

The Introduction section discusses the plan’s purpose and authority, the process of updating the plan, and the plan’s organization. A table of prior plan accomplishments is also included.



## Plan Influences

The Plan Influences section provides context for updating the comprehensive plan, including: a description of the Town’s setting; a community profile depicting noteworthy demographic data; a list of relevant plans and studies; and the Planning Influences Map depicting existing land use.



## Policy Framework

The Policy Framework section outlines the plan’s vision and themes. Four plan themes serve as the plan’s unifying elements: A Natural Environment, An Authentic Place, A Healthy Economy and A Connected Community. Each plan theme summarizes relevant background information followed by a table that contains the theme’s overarching guiding principle and sets of achievable goals, key strategies and priority actions organized by topic. The updated Grand Lake Land Use Plan Map is housed within the An Authentic Place plan theme, and should be used to guide growth and land use decisions.



## Implementation

The Plan Implementation section organizes and prioritizes the action items from the four plan themes into a matrix with priority levels, timeframes for completion, cost estimates, and potential Town partnerships. The Plan Implementation matrix is a tool for monitoring and evaluating progress toward achieving the plan’s vision and goals.

### Plan Organization

The 2020 Grand Lake Comprehensive Plan is designed to provide guidance for decision making in an easy to navigate, summary-style format structured around four lettered sections: Introduction, Plan Influences, Policy Framework and Plan Implementation. The entire plan document is searchable with hyperlinks embedded into the Table of Contents. Page numbers within each plan section are highlighted with a “pinecone” symbol using a different color shade for ease of reference.

### APPENDICES

In addition to this plan document, there are two separate, stand-alone appendices:

- 1. Three Mile Area Plan (Draft).** The Town of Grand Lake Three Mile Area Plan is prepared to comply with Section 31-12-105(1)(e)(I) of the Colorado Revised Statutes. The Three Mile Area Plan is formatted as a two-sided 11” x 17” document, with sections addressing: the location, extent and character of the three-mile area; proposed land use; annexation policies; and annexation criteria.
- 2. Design Guidelines for the Central Business District (Draft).** These design guidelines are extracted from the 2006 Comprehensive Land Use Plan and formatted as a stand-alone planning document. The design guidelines address architecture, landscaping, signage, and lighting in Grand Lake’s Central Business District and potentially could be used to inform the update of the Town’s adopted design review standards.

### PROJECT MATERIALS

Large format versions of the planning maps in this document, along with other project support materials created during the planning process, are available for viewing at the Town Hall.

An electronic version of the Comprehensive Plan and its appendices can be found on the Town website at [www.townofgrandlake.com](http://www.townofgrandlake.com).

# Introduction

## Purpose and Authority

The Colorado Revised Statutes, Title 31, Article 23, Part 2, outline the authority and duties of the Town of Grand Lake's Planning Commission to make, amend and carry out a comprehensive plan for the physical development of Grand Lake, Colorado. Per C.R.S. 31-23-207, the Town of Grand Lake Comprehensive Plan is considered necessary for "guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality and its environs."

The 2020 Town of Grand Lake Comprehensive Plan builds upon and updates the Town's 2006 Comprehensive Land Use Plan to guide the physical development of Grand Lake. The 2006 version of the comprehensive plan was used as an aid to create a more focused strategic planning document.



The 2020 Town of Grand Lake Comprehensive Plan should be considered a "targeted" update to the 2006 plan, with two major priorities:

1. Simplify the plan's layout for enhanced legibility and navigability; and
2. Make the plan more practical from both a contextual standpoint and from an implementation standpoint.

This 2020 Town of Grand Lake Comprehensive Plan update will continue to provide Town officials, residents, businesses, land owners, project applicants and developers with a broad policy tool for guiding decisions concerning land use and future growth, and serve as the foundation for land development regulations, capital improvement programming, and more detailed functional plans and studies.

## GRAND LAKE COMPREHENSIVE PLAN



These words from the Grand Lake 2006 Comprehensive Land Use Plan still ring true today:

"A comprehensive plan is an attempt to take a look into the future. It represents the collective vision of all who participated in the process, as to how Grand Lake should evolve as it approaches build-out. Is the vision perfect? Probably not. But it represents a starting point. This plan provides a guide to help unify decisions we make toward common objectives. As our needs change, and new opportunities occur, we may want to adjust our course and modify the plan. Every effort has been made to base the plan on real community needs and Grand Lake values. If we now use it for all our land-use decisions, we will have a blueprint for our future that will focus our collective efforts."

# Introduction

## Planning Process

The Grand Lake 2006 Comprehensive Land Use Plan served the Town well for a number of years, as reflected in the list of accomplishments shown on page 4. As with any comprehensive plan, there is a need to periodically review and update the document. In 2017, Town representatives and a group of local citizens began the process of reviewing the 2006 plan document and considering options for an update.

In October 2019, the Town Board of Trustees formally appointed the Grand Lake Comprehensive Plan Task Force. The purpose of the Task Force is to "facilitate the update of the Town's Comprehensive Plan from initial selection of consultant to final adoption." The Task Force includes a Town Board member, two members of the Town's Planning Commission, the Town Planner and several members of the community.

A matching grant awarded for the project by the Colorado Department of Local Affairs led to the selection of a consultant team in December 2019 to prepare the plan update. Multiple Task Force meetings were held during 2020, providing representative community input and public outreach assistance for the project.

Task Force members helped publicize and staff two "Winter Bingo" exhibit events in early 2020, along with a public workshop held at the Grand Lake Community House on February 25, 2020. The public workshop - structured as a one-half day open house event - provided community participants an opportunity to complete several exercises relating to updating the plan's vision, goals and objectives, and confirming value statements created by Grand Lake Heart & Soul, a community initiative supported by the Orton Family Foundation.



Community Workshop 1

The Covid-19 pandemic that began in early 2020 resulted in state-mandated Stay at Home and Safer at Home orders, forcing the cancellation of several in-person meetings and a pivot to on-line engagement. On-line meetings were held with the Task Force, which created a list of potential stakeholders for supplemental public outreach. A dedicated website established at the onset of the project provided up-to-date information on public event exercise results, Task Force meeting presentations, draft documents and other project materials, with a contact page for public inquiries and feedback.

The planning process culminated with the presentation of the draft 2020 Town of Grand Lake Comprehensive Plan for adoption at Planning Commission and Town Board public hearings in November, 2020.

# Introduction

## Prior Plan Accomplishments

2006 Comprehensive Plan Action Item	Accomplishments Since 2006 Plan Adoption
Conduct a detailed analysis of providing affordable housing using other mountain resort communities as guidelines.	Multiple updates to Town land use code's affordable housing requirements (12-10) in 2008 and 2011, regarding affordable housing fees, individual studies, and inclusionary zoning.
Research provision to provide developer incentives for inclusionary zoning.	
Establishing an ordinance to proactively rehabilitate storefronts.	Commercial Enhancement Grant Program established.
Update land use code to include open space land use designation.	Adopted ordinances 05-2006 creating open space district and 06-2006 creating public district.
Incentives to create an "upper story" program in the central business district for residential/office.	Adopted ordinance 03-2007 amending multiple code sections for commercial zoned properties (12-2-6; 12-2-9 through 12-2-12(A); 12-2-17&a) & 12-2-18(A)).
Solicit applications for members to form a Central Business District Design Advisory Board (CBDDAB).	In 2007 a citizens advisory committee formed to review current Design Review Standards. In 2013, a Design Committee was formed as a result of the DCI Downtown Assessment, w/ recommendations that led to the Town's adoption of the Streetscape Masterplan in 2015.
Work with CBDDAB members to review and prioritize A, B, and C district guidelines.	Land use code 12-7 Design Review Standards apply to all districts.
Establish design guideline package for architecture, landscape, signage and lighting.	Adopted ordinance 23-2009 amending existing design review regulations.
BID to explore benefits of corporate sponsorship for special events.	Completed; Chamber of Commerce responsible for special events.
BID to discuss goals, and collaboration of Sol Vista Marina boat tours.	Adopted ordinance 28-2006 to create Grand Lake Marina Enterprise. Headwaters Marina town run enterprise.
Creation of a low-interest pool to finance building rehabilitation projects.	Low-interest business loans are available via USDA revolving loan program.
Eliminate fences, walls & permanent structures within the established 30' buffer along river and lake boundaries.	12-2-29 Stream & setbacks, variance rules; 12-7-4(e) Site Design Standards for fences & walls.
Establish guidelines for development in wetlands & wildlife habitat areas.	12-2-2029 Shoreline & Surface Water Regulations.
Establish guidelines for Mountain Pine Beetle management, coordinate with regional efforts.	2009 adoption of Ch. 13 of "Urban Forestry Management" which addresses "undesirable plant control".
Establishment of a hillside development ordinance for steep slopes.	Accomplished with update to Town land use code (12-9-11 and 12-2-29)
Design and implementation of a waterfront rowing/kayaking center.	Headwaters Marina leases to Mountain Paddlers. The Grand Lake Rowing Club runs Spirit Lake Regatta; Stand Up Paddlers leases waterfront space.
Boat ramp reconstruction.	Project completed.
Evaluate costs and implementation of conceptual monument signage sketches.	Cost estimates and sketches completed.
Cost/feasibility of purchasing Lot 9, Block 5 (corner of Lake & Garfield) to be part of Lakefront Park development.	Cost analysis completed, property purchased, resold and rezoned.
Conduct a study to evaluate boardwalk extension alignments and waterfront program uses.	2015 Grand Avenue Streetscape Masterplan adopted as Resolution 06-2015. A 2018 waterfront feasibility project was conducted by CU Denver's Colorado Center for Community Development.
Workshop with business owners to develop boardwalk design, landscaping, lighting and identify funding.	
Establish town trail signage for way finding along West Portal Rd.	2014 Town adopted Wayfinding Master Plan.

# Plan Influences

## Setting

Grand Lake is a small, rural mountain community located in northeast Grand County, Colorado at an elevation of 8,369 feet. Incorporated in 1944, the Town of Grand Lake is currently 671 acres in size. The town's namesake, Grand Lake, is Colorado's largest and deepest natural water body. Grand Lake is characterized by its scenic lake setting, an historic downtown with wooden boardwalks, and its access to outdoor recreation.

## HISTORIC CONTEXT

Prior to its settlement beginning in the late 1860's, native American Indian tribes including the Ute, Northern Cheyenne and Arapaho hunted in the area. The large body of water now known as Grand Lake was originally called Spirit Lake based on a Native American legend. With the arrival of trappers and homesteaders, a frontier town known as Grand Lake City emerged on the west shore of Grand Lake. The mining boom in the 1870's brought outfitters to supply the region's mining towns, and, in 1881, the Grand Lake Townsite was platted on Grand Lake's flatter, broader north shore.

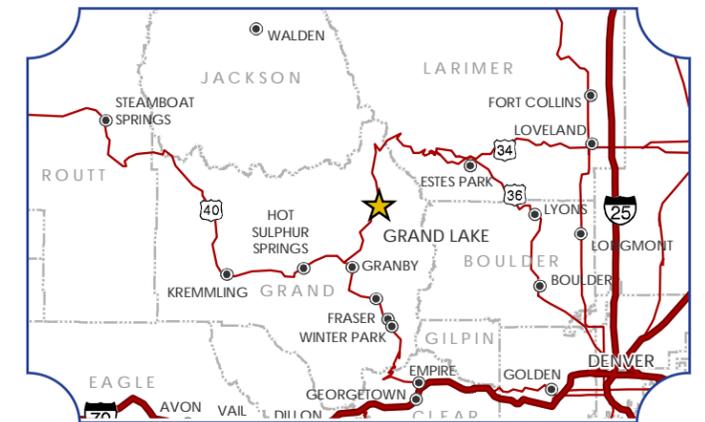
Since the late 1800's Grand Lake has evolved as a tourist destination. By 1900 more than 1,000 people migrated to the Town every summer, and the Grand Lake Yacht Club was organized in 1902. In 1915, Rocky Mountain National Park was established, bordering Grand Lake on three sides. The completion of Trail Ridge Road in 1939 brought more summer visitors and cemented Grand Lake as a gateway community.

With Trail Ridge Road closed from approximately the first major snowfall of the season through Memorial Day, Grand Lake sits at the end of the road near the western entrance for the remaining portion of the year. As a result, the town's population and its economy fluctuate dramatically in the winter and its shoulder seasons. Despite its limited accessibility, an increasing number of sport enthusiasts travel from the Colorado Front Range, through the Fraser Valley and up from Granby to enjoy Grand Lake's abundant passive and active winter recreational opportunities.

Grand Lake today is a reflection of its history, with a rustic mountain character, a resilient population of year-round residents, and second homeowners and visitors who flock to the area for its beauty, culture and charm.

## REGIONAL CONTEXT

Grand Lake is situated along US Highway 34 north of Granby, Colorado in the "Three Lakes" area: Lake Granby, Shadow Mountain Reservoir, and Grand Lake. US 34 becomes the Trail Ridge Road Scenic Byway as it runs from Grand Lake through Rocky Mountain National Park to Estes Park and the Colorado Front Range. Open only in the summer and fall, Trail Ridge Road is the highest continuously paved road in the U.S. The town serves as the western gateway to Rocky Mountain National Park, the third most visited national park in the nation.



Regional Context Map



Historic Grand Lake 2

### Community Profile

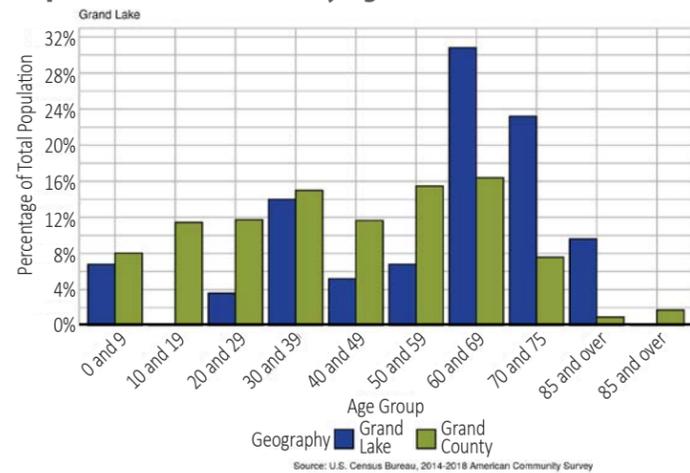
Population Growth		
Year	Population	Growth Rate
1990	259	
1995	337	5.4%
2000	418	4.4%
2005	407	-0.5%
2010	469	2.9%
2015	483	0.6%
2018	505	1.5%

Source: State Demography Office

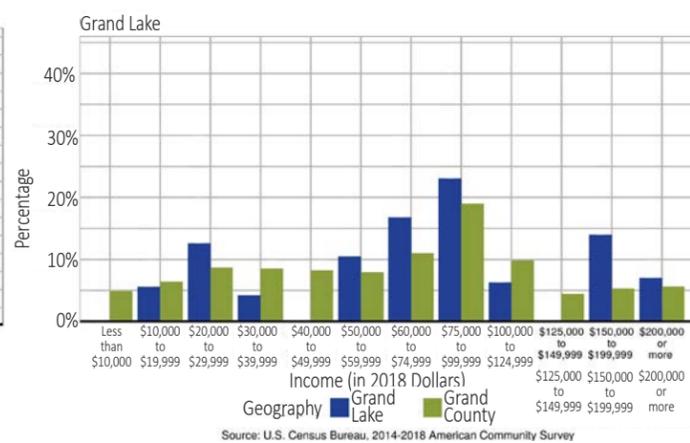
Grand Lake Housing Units: 2018	
Housing Category	# Units
Total Housing Units	995
Occupied Housing Units	256
Vacant Housing Units	739
Vacancy Rate	74.3%
Total Population	505
Household Population	502
Group Quarters Population	3
Persons per Household	1.96

Source: State Demography Office

### Population Distribution by Age for 2018



### Household Income Distribution

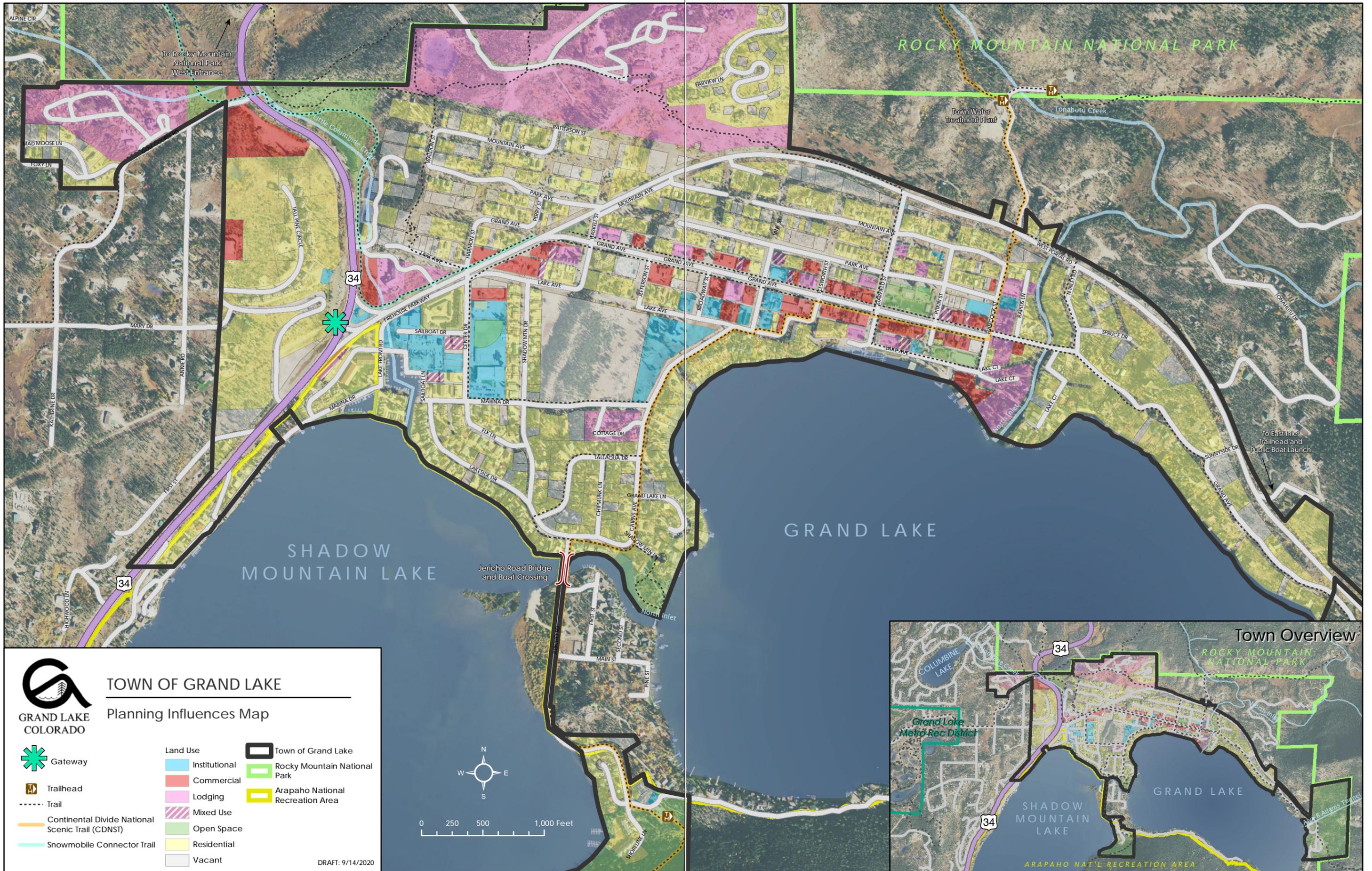


### Grand Lake: All Jobs, 2017



### Relevant Plans and Studies

Date	Short Title	Description
Various	Grand Lake Municipal Code	Relevant chapters include Chapter 11: Municipal Property Regulations; Chapter 12 Land Use Regulations; Chapter 13: Urban Forestry Management; and Chapter 6, Article 3: Sign Regulations.
2002	Traffic Design Concept	This document provides an overview and design concepts associated with creating a roundabout at West Portal Rd., Lake Ave. and Center Dr.
2003	3-Mile Plan (Draft)	
2003	Grand Lake Trails: The Northwest Passage	
2004	Traffic Analysis for Future Improvements	A preliminary analysis of future improvements to the roadway network on the west side of Grand Lake. Particular attention is focused on improving traffic flow at the connection of Town roads and US 34.
2006	Comprehensive Land Use Plan	The Town's current adopted comprehensive plan.
2009	Parks, Open Space and Trail Plan (Draft)	This draft supplement to the 2006 comprehensive plan document provides a detailed inventory of the Town's existing parks, trails and open space, along with recommendations for park improvements.
2011	Grand County Master Plan	This is a policy document for making orderly and desirable decisions concerning the future use of land in the County.
2012	Grand Lake Zoning Map	The Town of Grand Lake's Zoning Map.
2012-2014	Rocky Mountain Repertory Theater Economic Impact Study	
2013	Downtown Grand Lake Community Assessment	This report provides an overview of the downtown assessment process, a list of observations, and recommendations for downtown improvement.
2014	Gateway Community Livability Assessment	This report evaluates the natural, cultural, physical and economic health of the community, relative to six principles of livability.
2014	Wayfinding Master Plan	This document creates a wayfinding signage masterplan that includes conceptual signage designs, preliminary signage locations, probable costs for sign fabrication and installation, and an action plan.
2015	Community Fire Protection Plan	This strategic plan identifies specific wildland fire risks and provides prioritized mitigation recommendations designed to reduce those risks.
2015	Grand Avenue Streetscape Plan	This is a streetscape plan for Grand Avenue from Portal Road to Hancock Street. The plan identifies existing street conditions and suggests design measures to benefit street function, safety, walkability, and appearance.
2016	Grand Lake Clarity Stakeholders MOU	This MOU formalizes an adaptive management approach focused on achieving numeric water clarity goals (instead of standards) for Grand Lake.
2016	Northwest Coordinated Transportation & Human Services Plan	This plan serves as the Regional Coordinated Transit and Human Services Plan for the Northwest Transportation Region, identifying projects to enable transit and human service providers to improve mobility.
2017	Policy Summary Analysis	An analysis conducted by various community members of policies associated with the 2006 Grand Lake Comprehensive Land Use Plan.
2018	Grand County Housing Study	This study focuses on strategies to develop housing that will be affordable for County residents, with specific application to Grand Lake.
2018	Grand Lake Shoreline Expansion	A set of conceptual design drawings for the expansion and improvement of Gene Stover Lakeside Park, and includes parking and transit options.
2019	Preliminary Feasibility Study and Arts Market Survey	This preliminary feasibility study is the first step in determining how an affordable arts development project can move forward in the context of Grand Lake's unique needs, assets, and resources.
2019	Headwaters Trails Alliance Strategic Trails Plan	This document is an update to the 2014 Headwaters Master Trails, with a more specific, geographic regional approach to defining specific priorities and goals, with specific application for the Granby-Grand Lake Sub-Area.
2019	2020 -2024 Draft CIP	Proposed capital improvements for the Town of Grand Lake and their projected cost over the next five years.



GRAND LAKE  
COLORADO

## TOWN OF GRAND LAKE

### Planning Influences Map



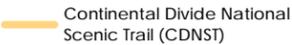
Gateway



Trailhead



Trail



Continental Divide National  
Scenic Trail (CDNST)



Snowmobile Connector Trail

#### Land Use

Institutional

Commercial

Lodging

Mixed Use

Open Space

Residential

Vacant

Town of Grand Lake

Rocky Mountain National Park

Arapaho National Recreation Area



0 250 500 1,000 Feet

DRAFT: 9/14/2020



# Policy Framework

## Overview

The Policy Framework is the heart of the comprehensive plan, and outlines the Plan’s vision, themes, guiding principles, achievable goals, key strategies and priority actions. The following graphic depicts the policy framework hierarchy:



\* Informed by Heart & Soul Value Statements

## GUIDING PRINCIPLES

Each plan theme is framed by a guiding principle. A guiding principle reflects the community’s values for each plan theme, and begins with the words “We value”. The guiding principles are informed by several value statements prepared by Grand Lake Heart & Soul and public input.

## ACHIEVABLE GOALS

An achievable goal is a qualitative statement of a desired direction or future condition that is attainable. Achievable goals read like directives for the community at-large and start with the word “To”. Each plan theme is limited to a few carefully crafted achievable goals to emphasize their importance. Achievable goals are informed by a review of existing documents including the 2006 plan’s multiple vision statements, goals and objectives; the 2020 SWON (Strengths, Weakness, Opportunities and Needs) analysis; and Town staff, Task Force and public input.

## KEY STRATEGIES

A statement of collaboration, linking achievable goals with priority actions. Each Key Strategy begins with the words “Work with...”. Key strategies are informed by a Stakeholder Identification Worksheet prepared by the Task Force.

## PRIORITY ACTIONS

A statement of an initiative based on its potential to make substantive progress toward achieving a goal. Actions are prioritized for completion in short-term (1-3 year), mid-term (3-5 year), and long-term (> 5 year) time frames. Priority actions are informed by a review of the 2006 plan’s policies and action items, other existing plans and studies, the 2020 SWON analysis, and Town staff, Task Force and public input.

## VISION STATEMENT

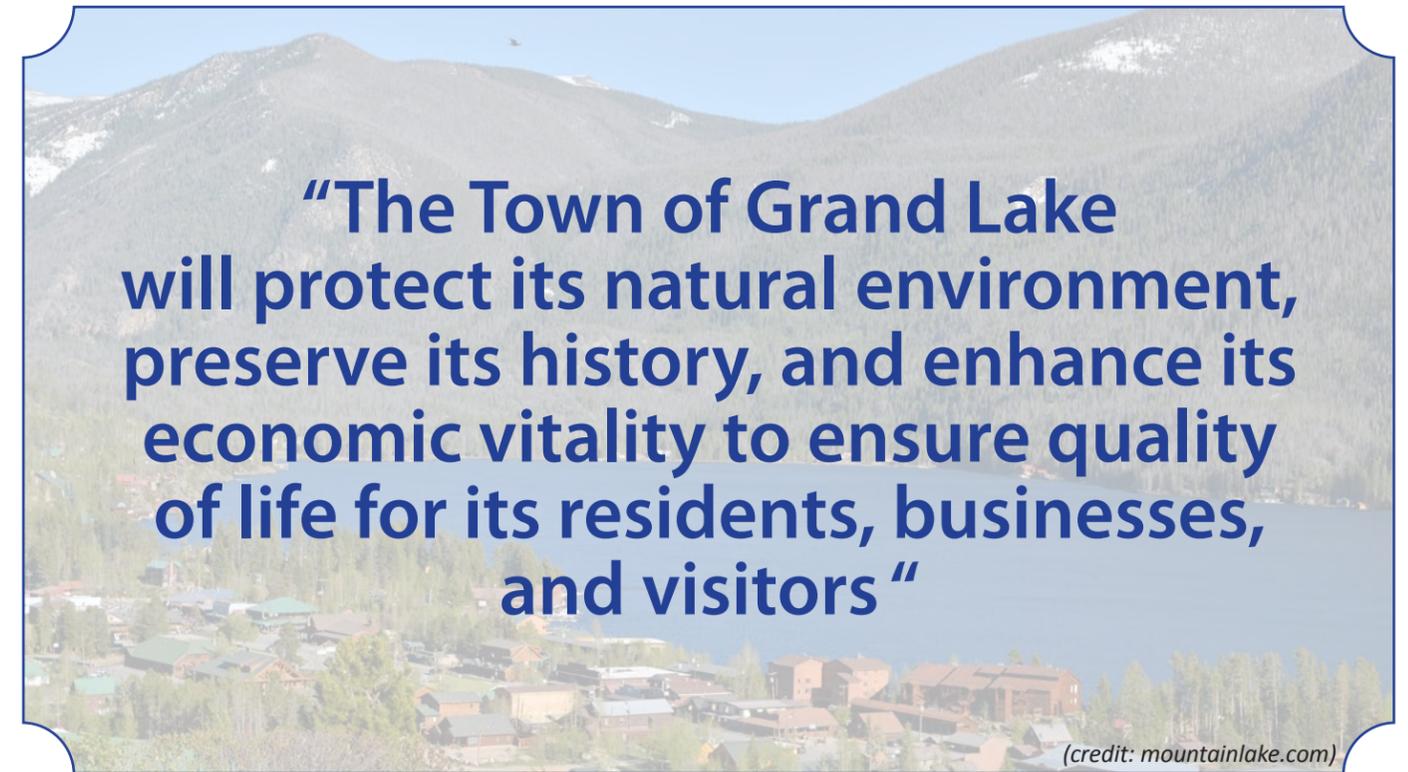
A statement of a community’s vision for its future. The vision statement from the 2006 Comprehensive Land Use Plan was reviewed by the Task Force and remains relatively unchanged, retaining its timeless core community values of protecting the natural environment, preserving the town’s history, and enhancing the economic vitality of Grand Lake.

## PLAN THEMES

The principal areas of focus and organizing elements of the Comprehensive Plan. Each plan theme contains background information, a guiding principle, and a set of achievable goals, key strategies and priority actions.

# Policy Framework

## Vision Statement



## Plan Themes and Guiding Principles

The following are the four plan themes for the 2020 Grand Lake Comprehensive Plan, followed by their guiding principles.

### A NATURAL ENVIRONMENT

#### Guiding Principle:

We value the Grand Lake area’s unique natural surroundings, the water, trails, forests, wildlife, and mountains. We appreciate those organizations that work to protect our wonderful natural resources and provide access to them.

### AN AUTHENTIC PLACE

#### Guiding Principle:

We value the historical character and serenity of our small-town community that support the quality of life in and around Grand Lake.

### A HEALTHY ECONOMY

#### Guiding Principle:

We value the businesses providing quality services, employment opportunities and an economic base for our community. Grand Lake is noted for the casual, historical, western character of its shops, restaurants and lodgings, even more convenient as our year-round economy is strengthening. We welcome current and future business opportunities like Grand Lake’s designation as a Creative District and award of Space to Create.

### A CONNECTED COMMUNITY

#### Guiding Principle:

We value positive, transparent collaboration between Town, surrounding community and other contributing organizations to provide quality services.

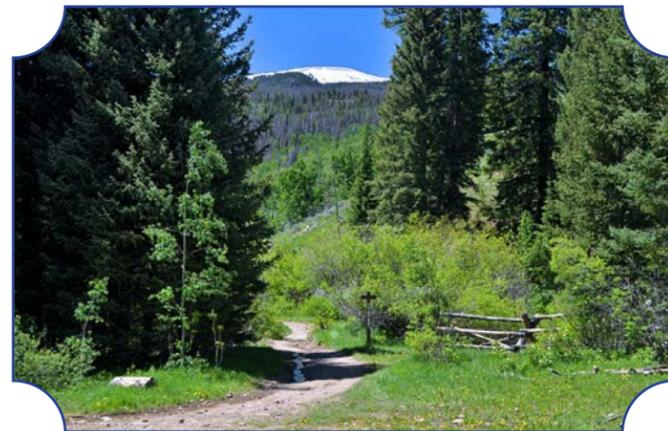
# Plan Theme: A Natural Environment

## Background

Grand Lake is surrounded by thousands of acres of public lands and has an abundance of scenic and natural resources. With a vast amount of open lands come a number of regional and local trails for hikers, mountain bikers, horseback riders, cross-country skiers and snowmobilers. Several of these trails connect directly to Grand Lake with trailheads located on the edge of town, including the Continental Divide Trail, a 3,100-mile trail traveling from Mexico to Canada. Maintaining and enhancing accessibility to this trail system is vital to the enjoyment of Grand Lake's pristine natural environment.

Many of the local creeks and streams feeding both Grand Lake and Shadow Mountain Reservoir feed the headwaters of the Colorado River system. The Colorado River basin is the primary source of water for Colorado and a number of states in the western U.S. The Colorado - Big Thompson (CBT) project was designed to collect and deliver up to 310,000 acre-feet of water annually from the Colorado River Basin.

The CBT project pumps the water uphill to Grand Lake, through a series of reservoirs including Shadow Mountain and Lake Granby. Grand Lake is Colorado's largest and deepest natural lake at 507 acres and 265 feet deep. From an outlet on the east side of Grand Lake, water diversions flow through the Alva B. Adams Tunnel to Colorado's Front Range. The CBT project requires that the water level in Grand Lake not fluctuate more than 6 inches annually. Due to this regulated water level, Grand Lake is not subject to drought conditions (extreme water level fluctuations) as are many Colorado reservoirs. Regulating Grand Lake's water level and maintaining its clarity plays an important role in the desirability of Grand Lake for year-round recreation.



Local trail 3

A diverse array of wildlife can be seen in Town and on nearby trails, including moose, bear, bobcat, deer, elk, raptors, fox and songbirds. The creeks and streams throughout the area serve as wildlife corridors. Ample setbacks and vegetative buffering of these drainages are key to remaining useful as wildlife movement corridors.



Moose near Grand Lake 4



Grand Lake water clarity 5

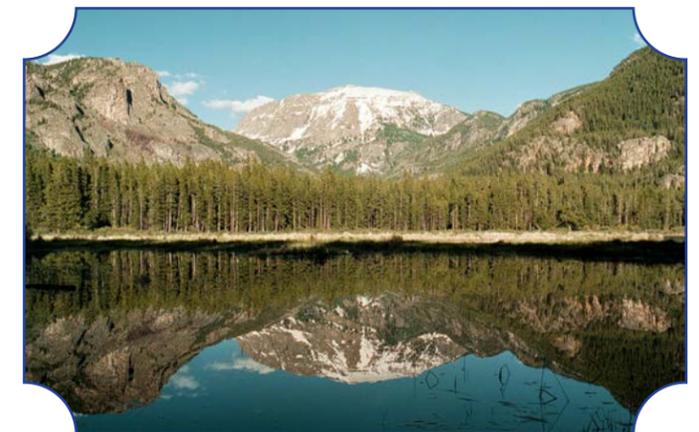
# Plan Theme: A Natural Environment

Grand Lake's environmental character is also strongly influenced by its topography. The area's mountainous terrain yields outstanding views, yet also harbors potential geologic hazards. These geologic hazards include rockfall, avalanche, and mudslides on unstable or steep slopes. Various pockets of steep slopes – defined as slopes over 30% in grade – exist within the Town boundary and in the surrounding unincorporated area.

The heavily forested steep slopes surrounding Grand Lake also contribute to the potential for wildfire from lightning strikes, campfires or arson. The area is especially vulnerable due to a past infestation of Mountain Pine Beetles, which, since 2006, caused mortality in over 90% of large diameter Lodgepole pine in and around the Grand Lake Fire Protection District. The Community Wildfire Protection Plan for the Grand Lake Fire Protection District identifies specific wildland fire risks and provides prioritized mitigation recommendations designed to reduce those risks.

In addition to public safety concerns, development on steep or unstable slopes creates a significant negative impact on the important visual character that defines the community. The lakeshore and adjoining mountain views are valuable assets which are vulnerable to obstruction from development along US 34. Preserving the high-quality views of Shadow Mountain and Shadow Mountain Reservoir from the U.S. 34 corridor is critical for maintaining Grand Lake's rich environmental character.

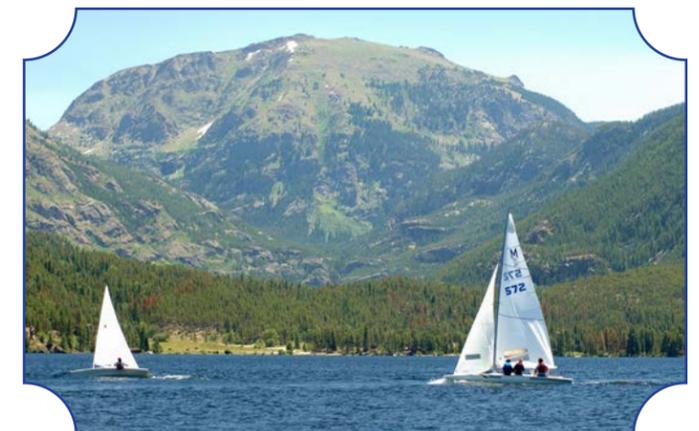
Reducing the risks of natural hazards and conserving Grand Lake's abundant environmental attributes is vitally important to sustaining the lifeblood of Grand Lake's economy - outdoor recreation. Maintaining and expanding outdoor recreation opportunities will be dependent on sound environmental stewardship.



View of Mount Craig, a.k.a. "Mount Baldy" 6



View of Shadow Mountain Reservoir 7



Sailing on Grand Lake 8



# Plan Theme: A Natural Environment

**Guiding Principle:**  
*We value the Grand Lake area's unique natural surroundings, the water, trails, forests, wildlife, and mountains. We appreciate those organizations that work to protect our wonderful natural resources and provide access to them.*

## ACHIEVABLE GOALS, STRATEGIES AND PRIORITY ACTIONS

Open Space & Trails	
Achievable Goal: To conserve public open lands and their abundant natural resources.	Priority Action:
Key Strategy: Work with national, state and local agencies and organizations where necessary to effectively manage public open lands for natural area protection and/or recreational use.	Update and adopt the draft Parks, Trails and Open Space Master Plan to include all lands designated as Open Space on the Land Use Plan and an evaluation of potential pocket parks on Town properties.
	Update Chapter 12 Article 9 of the Town's Land Use Regulations to clarify the language in relation to the land dedication requirements for open space.
Achievable Goal: To improve access to, and interconnectivity with, designated open lands.	Priority Action:
Key Strategy: Work with national, state and local agencies and organizations to improve access to permanently reserved designated open lands for passive and active recreational uses.	Update the proposed trail network section in the draft Parks, Trails and Open Space Master Plan to be consistent with recommendations in the HTA Strategic Trails Plan.
	Implement directional signage for locating and identifying trailheads in accordance with the Wayfinding Master Plan.
	Develop a multi-use trail from Grand Lake to the Arapaho-Roosevelt National Forest/Arapaho National Recreation Area.
	Design a cross-country ski trail on Grand Lake.
Viewshed Protection	
Achievable Goal: To preserve scenic vistas.	Priority Action:
Key Strategy: Work with Grand County to ensure the preservation of key lake and mountain view corridors.	Negotiate an intergovernmental agreement with Grand County that provides for joint review of land development proposals where necessary.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to create a scenic overlay zoning district and associated supplemental regulations for viewshed protection.
	Update Chapter 12 Article 7 of the Town's Land Use Regulations to discourage flat roofs.
	Update Chapter 12 Article 9 of the Town's Land Use Regulations with "Dark Sky" compliant lighting standards for protecting the natural quality of the night sky.
Watershed Protection	
Achievable Goal: To keep Grand Lake blue.	Priority Action:
Key Strategy: Work with federal, state and local agencies to monitor and improve water clarity in Grand Lake.	Update and/or extend the 2016 Grand Lake Clarity Stakeholders Memorandum of Understanding (MOU) prior to its expiration in 2021.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations using necessary checklists, charts, and procedures to clarify and enhance the shoreline and surface water regulations
Hazard Mitigation	
Achievable Goal: To reduce the risks of natural hazards.	Priority Action:
Key Strategy: Work with national, state and local agencies to reduce the risk and/or mitigate the impacts of wildland fires, flood damage and other natural hazards.	Update Chapter 12 Article 9 of the Town's Land Use Regulations to integrate the recommendations of the Colorado Water Conservation Board for flood damage prevention.
	Update the Town's Fire Mitigation Regulations to integrate the recommendations of the Grand Lake Fire Protection District for increasing defensible space and reducing structural ignitability.
	Educate residents on Ready-Set-Go and other evacuation plans prepared by the Grand Lake Fire Protection District and the Grand County Office of Emergency Management.



# Plan Theme: An Authentic Place

## Background

Grand Lake is distinguished by its authenticity as a Colorado mountain town. It has retained its rustic character through the efforts of an actively engaged community that strongly values its history and local culture.

Grand Lake’s “Rustic Style” of architecture is reflected in several buildings listed on the Colorado Historic Register, including:

- The Grand Lake Community House built in 1922 in the center of the historic town square. The Community House is used for a variety of public and private events.
- The Grand Lake Lodge, completed in 1920, continues to service visitors to Rocky Mountain National Park and Grand Lake.
- The Kauffman House, built in 1892 as a hotel to accommodate summer tourists. The Kauffman House currently serves as a museum.
- The Smith Eslick Cottage Camp, a motor court built in 1915. The GLAHS is working to preserve the Cottage Camp site dedicated to Grand Lake’s early auto tourism history.

With the exception of the Grand Lake Community House, these properties are also listed on the National Register of Historic Places.



*Kauffman House 10*



*Grand Lake Lodge 11*



*Grand Lake Community House 9*



*Smith Eslick Cottage Camp 12*

# Plan Theme: An Authentic Place

The Town’s geographic setting – bordered by Rocky Mountain National Park, Grand Lake, Shadow Mountain Reservoir, the Arapaho National Forest, and United States Bureau of Reclamation land – strongly influences its development pattern and compact form. Like many towns originally settled in the late 1800’s, Grand Lake was platted in a grid pattern of wide streets. The original grid pattern is interrupted by a glacial moraine and West Portal Road, most notably in the steep hillside of the Woodpecker Hill residential neighborhood.

Grand Avenue – Grand Lake’s “Main Street” – is the central spine of the original grid with a 100-foot wide right-of-way. Grand Avenue’s major cross streets, from Pitkin Street to Walden Street, are 80 feet wide. Mountain Avenue and Park Avenue also have 100-foot right-of-ways. The wide street rights-of-way contribute to Grand Lake’s unique character, most notably in the form of the boardwalks that line Grand Avenue within the town’s commercial core.



*Grand Lake’s Modified Grid Pattern*

In 2015, a study to enhance the function and appearance of Grand Avenue was completed. The Grand Avenue Streetscape Master Plan identified four major “interventions” for Grand Avenue, as follows:

1. Define the blocks of the first four blocks of Grand Avenue (Portal Rd. to Vine St.) with a driving lane, bike/snowmobile lane, greenway, and sidewalk.
2. Enhance the corners from Vine St. to Hancock St. with curb extensions to gain pedestrian space and safety.
3. Create seasonal mid-block extensions to bring pedestrian space and activity to the street.
4. Create and clarify greenway regulations, maintenance plan, and development strategies to fully utilize this pedestrian space.

In addition to prioritizing multiple short, mid and long-term action items, the Grand Avenue Streetscape Master

Plan included recommendations from several other plans and studies completed since 2006, including the original 2006 Grand Lake Comprehensive Land Use Plan, the Grand Lake Community Assessment, and the Gateway Community Livability Assessment. As such, the Grand Avenue Streetscape Plan is a valuable community design tool for maintaining and enhancing the heart of Grand Lake, its central business district.

The Town and its residents place a high value on quality, controlled growth for the entire community. The Land Use Plan Map on pages 20 and 21 identifies twelve land use designations that are intended to provide guidance for ensuring a balance of residential, commercial, resort and institutional development.

The Land Use Plan Map also identifies three potential future Town growth areas:

1. A number of residences south of the Wescott / Jericho bridge commonly called “Rainbow” Bridge and east along Jericho road. This “Old Grand Lake” area is largely built-out yet may desire Town services in the future and, if so, would need to petition for an annexation election.
2. Multiple residential lots along and accessed from West Portal Road, between the existing Town boundary and Rocky Mountain National Park. Potential residential estate development is also possible in three locations that have a flat to rolling terrain condition and are outside of sensitive drainages.
3. Numerous residential and commercial parcels along US Highway 34 to the North Fork of the Colorado River. Commercial development in this area should complement, and not directly compete with, businesses in Grand Lake’s central business district.

In addition to these three growth areas, there may be individual parcels contiguous to current Town boundaries that could be incorporated into Grand Lake with minimal impact.

The Town does not currently have an adopted Three Mile Area Plan. A Three Mile Area Plan could provide policy direction and review criteria for considering future annexation petitions. A Three Mile Area Plan should be adopted and annually updated in accordance with state annexation statutes. A draft Three Mile Area Plan is included as an appendix to this comprehensive plan.



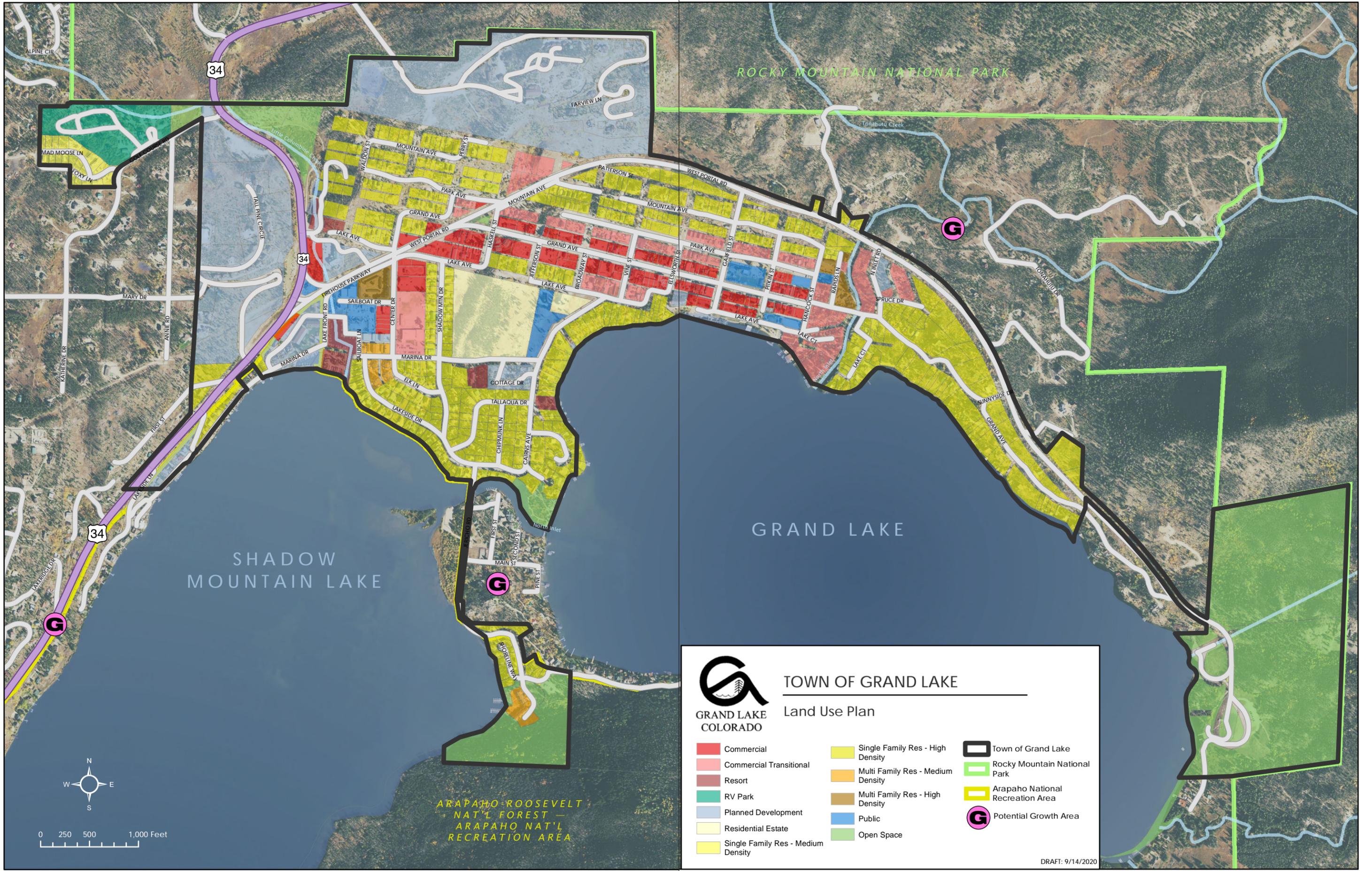
# Plan Theme: An Authentic Place

**Guiding Principle:**  
*We value the historical character and serenity of our small-town community that supports the quality of life in and around Grand Lake.*

## ACHIEVABLE GOALS, STRATEGIES AND PRIORITY ACTIONS

Community Design	
Achievable Goal: To preserve Grand Lake’s unique rustic small-town character.	Priority Action:
Key Strategy: Work with national, state and local agencies and organizations to protect Grand Lake’s historic resources.	Update the Design Review Standards in Chapter 12 Article 7 of the Town’s Land Use Regulations to include recommendations from the Design Guidelines for the Central Business District and the Streetscape Master Plan.
	Continue to implement the Action Items listed in the Streetscape Master Plan.
	Explore opportunities to revitalize existing building frontages in the central business district that are inconsistent with the Town’s rustic western style.
	Update and implement Lake Front Park design concepts.
Land Use	
Achievable Goal: To foster quality development.	Priority Action:
Key Strategy: Work with local stakeholders to update the Town’s land development regulations.	Update Chapter 12 Article 2 of the Town’s Land Use Regulations to add purpose and intent statements for each of the eighteen zoning districts, and consolidate permitted uses into a single table for ease of reference.
	Update Chapter 12 Article 9 of the Town’s Land Use Regulations to streamline development review procedures and consolidate application types into a single table for ease of reference.
	Update Chapter 6 Article 2 of the Town’s Sign Code to be legally compliant with content-neutrality standards.
	Integrate all relevant Articles from Chapters 6, 11, 12 and 13 of the Town Municipal Code into a unified land development code and resolve any discrepancies or redundancies.
	Update the Town’s Official Zoning Map consistent with the Land Use Plan’s color code and any rezoning or other corrections since 2012.
Managing Growth	
Achievable Goal: To maintain control of local land use decisions.	Priority Action:
Key Strategy: Work with Grand County and others to direct growth into appropriate locations.	Adopt a Three Mile Area Plan in accordance with CRS 31-12-105.
	Annually adopt a resolution updating the Town’s Three Mile Area Plan in accordance with CRS 31 -12-105.
	Prepare an extraterritorial Major Street Plan in accordance with CRS 31-23 212 and 213.





GRAND LAKE  
COLORADO

TOWN OF GRAND LAKE

Land Use Plan

- |                                    |                                   |                                  |
|------------------------------------|-----------------------------------|----------------------------------|
| Commercial                         | Single Family Res - High Density  | Town of Grand Lake               |
| Commercial Transitional            | Multi Family Res - Medium Density | Rocky Mountain National Park     |
| Resort                             | Multi Family Res - High Density   | Arapaho National Recreation Area |
| RV Park                            | Public                            | Potential Growth Area            |
| Planned Development                | Open Space                        |                                  |
| Residential Estate                 |                                   |                                  |
| Single Family Res - Medium Density |                                   |                                  |

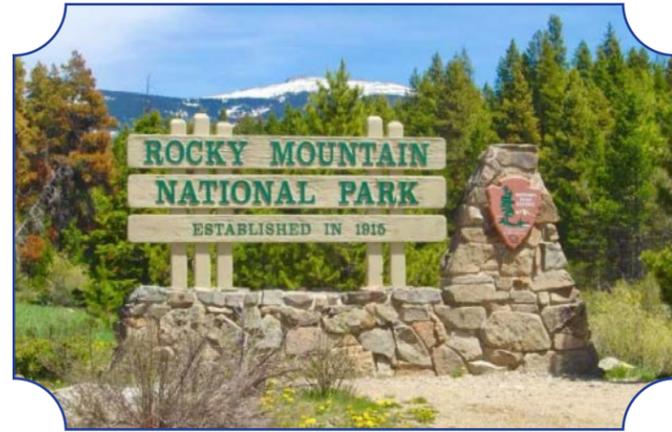
DRAFT: 9/14/2020



# Plan Theme: A Healthy Economy

## Background

Since the turn of the twentieth century, Grand Lake’s economy has been strongly linked to tourism and outdoor recreation. Grand Lake’s location as the western gateway to Rocky Mountain National Park is a significant economic asset for the community. Over 4.5 million tourists visited Rocky Mountain National Park (RMNP) in 2018, although the majority of park visitors travel through RMNP’s eastern gateway, Estes Park, and do not make the journey to Grand Lake. In addition, the vast majority of trips to RMNP are between June and September.



Western RMNP Entrance 13

Likewise, Grand Lake’s economy is largely seasonal, yet includes many other unique attractions besides RMNP: hiking, ATV and mountain biking trails on US Forest Service land; a historic, walkable downtown on the shore of Grand Lake; rowing, paddling, boating and fishing on Grand Lake and Shadow Mountain Reservoir; an annual Regatta Week hosted by the Grand Lake Yacht Club; the long-standing Buffalo Days Weekend festival and other local cultural events, notably performances by the Rocky Mountain Repertory Theatre.



Grand Lake Festival 14

Mid-October through Memorial Day is Grand Lake’s “secondary season.” Those visitors that make the journey and access RMNP trails from the edge of town are treated to a winter wonderland. The Grand Lake Golf Course becomes the Grand Lake Nordic Center, available for cross-country skiing and snowshoeing. Two downhill ski resorts (Winter Park/Mary Jane and Granby Ranch) are within one hour drive of Grand Lake. And with access to hundreds of miles of snowmobile trails, Grand Lake is known as the “Snowmobile Capital of Colorado.”

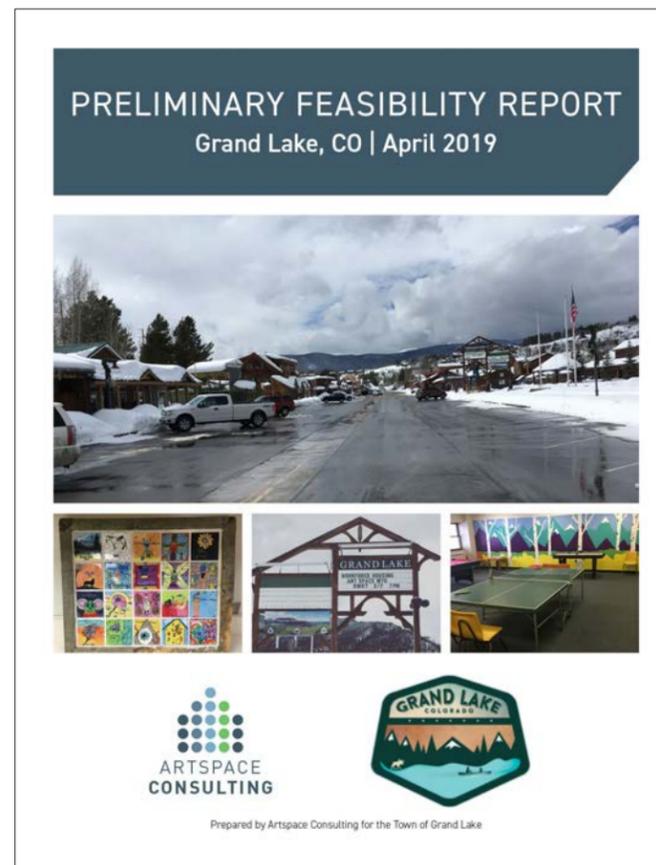


Snowmobiling in Grand Lake area 15

The sustainability of year-round tourism and outdoor recreation opportunities is vitally important to Grand Lake’s local economy. Grand Lake is committed to outdoor recreation in all seasons. Monthly and annual sales tax revenue from retail, restaurant, and lodging has been steadily increasing for the last several years.

One recent challenge is the Covid-19 pandemic which resulted in a dramatic reduction in tourism-related visits during the spring of 2020. Seasonal workers from foreign countries were also not able to travel to Grand Lake during the pandemic. High school students also typically leave the summer workforce in mid-August to return to school. Communities such as Grand Lake that are gateways to national parks can anticipate short-term fluctuations in business stability and revenue. Long-term economic resiliency may become dependent on retaining a year-round workforce that will create additional demand for local goods and services. An expanding workforce will also need to be supported with myriad social and human services in order to live year round in Grand Lake.

# Plan Theme: A Healthy Economy



Attracting more workforce housing is therefore vital to sustaining a healthy economy. The 2018 Housing Plan for the Study Areas of Granby, Grand Lake, Kremmling, and Hot Sulphur Springs identified the following potential housing unit goal by 2023: 20 homes and apartments deed restricted at or below 120% of the Area Median Income (AMI) for owners and 100% AMI for renters. The plan noted that accomplishing this goal would address 67% of the gap, in the Grand Lake area.

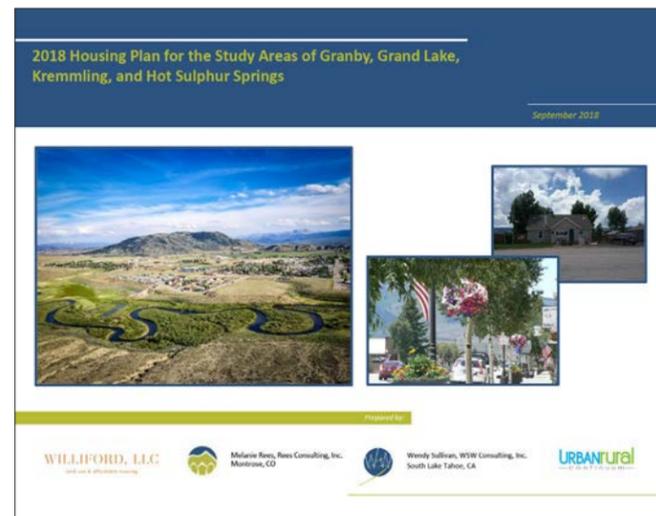
In 2018, Colorado Creative Industries (CCI) certified Grand Lake as a creative district, with access to the resources of “Space to Create”, a workforce housing program. A preliminary feasibility report completed in 2019 identified multiple sites in Grand Lake for a potential Artspace workforce housing project. A market study is underway and funding opportunities are currently being explored for this exceptional public private partnership opportunity.

Grand Lake has several other tools available for promoting affordable housing development, including an inclusionary housing ordinance, a housing fund, and residential and commercial linkage (impact) fees. Additional funding sources include tax credits, state and federal grant programs, debt financing with favorable terms, and local philanthropy such as the Grand Foundation.

Short-term rentals by owners (STR’s) offer a more frequent use of otherwise unoccupied single-family homes and condominium units within the Town. In 2019, nightly short-term rentals added approximately 860 pillows (assuming 6 to a unit) to the nightly rental inventory. While adding to the nightly rental lodging base and bringing in additional tax revenue, careful consideration should be taken with how the Town moves forward with regard to the short-term rental policy.

Providing an array of community services for workers is also key. Such services should include day care and medical and mental health services for younger populations.

Note: Colorado Statutes require inclusion of a Recreation and Tourism element within a comprehensive plan. The above information is intended to serve as the Recreation and Tourism plan element pursuant to C.R.S. 31-23-207 (5).



**Guiding Principle:**  
*We value the businesses providing quality services, employment opportunities and an economic base for our community. Grand Lake is noted for the casual, historical, western character of its shops, restaurants and lodgings, even more convenient as our year-round economy is strengthening. We welcome current and future business opportunities.*

## ACHIEVABLE GOALS, STRATEGIES AND PRIORITY ACTIONS

<b>Economic Recovery &amp; Development</b>	
Achievable Goal: To recover from the economic impact of the Covid-19 pandemic.	Priority Action:
Key Strategy: Work with state agencies, community development organizations and local business owners and tenants to stabilize the economic impacts of the Covid-19 pandemic.	Encourage the marketing and animation of any vacant storefronts using pop-ups and other shared retail concepts.
	Create temporary parklets on Grand Avenue between Hancock Street and Vine Street to add usable outdoor space and expand business capacity working within specified design guidelines.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to create an administrative temporary use permit with specified temporary use provisions for commercial zoning districts.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to expand vehicle stacking space design requirements for commercial drive-through and pickup services.
	Update Chapter 6 Article 2 of the Town's Sign Regulations to provide greater flexibility for the commercial use of temporary signage, including addressing of the seven consecutive day limitation.
Achievable Goal: To foster a sustainable year-round local economy.	Priority Action:
Key Strategy: Work with local businesses to target market needs along with associated improvements to the Town's land development regulations.	Create a strategic plan for diversifying the local employment base, increasing the retail mix and making other long-term adjustments to improve economic resiliency.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to reduce obstacles associated with attracting new businesses by streamlining development review and permitting procedures.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to create a Historic District zoning overlay along Grand Avenue between Hancock Street and Vine Street.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to combine the Commercial Transition and Commercial Zoning districts into a new Commercial Mixed-Use Zoning District that provides for developing a full range of retail, office, artisan industry, high density residential, institutional and civic uses.
	Update the Town's Zoning Map to reflect the new Historic District and Mixed-Use Commercial zoning categories.
<b>Attainable Housing</b>	
Achievable Goal: To increase the number of housing units available for Grand Lake's workforce.	Priority Action:
Key Strategy: Work with federal, state and local agencies and the private sector to develop new workforce housing in Grand Lake.	Update Chapter 12 Article 10 of the Town's Land Use Regulations to clarify and enhance the affordable housing requirements.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to lessen restrictions that create a disincentive for the development of Accessory Dwelling Units (ADU's) and tiny homes.
	Update Chapter 12 Article 2 of the Town's Land Use Regulations to provide density bonuses for deed-restricted multi-family housing development.
	Adopt criteria and funding priorities for use of the Town's Housing Fund.
	Develop and purchase land as needed for workforce housing.
	Explore public/private partnerships to develop rent-restricted multifamily housing.

# Plan Theme: A Connected Community

## Background

The Town of Grand Lake is a connected community; socially, physically and technologically. The Town’s social infrastructure consists of civic, cultural and religious institutions and public spaces, all of which serve as community gathering points. Grand Lake is extraordinary in that it is empowered with a spirit of community pride and volunteerism. Maintaining Grand Lake’s exceptional community spirit is in no small part dependent on fostering a high level of effective communication and information flow between community leaders and area residents.

Grand Lake is further connected by its physical “mobility” infrastructure: its roadways, pathways, and signature downtown boardwalks. The Community Connections Map on pages 30 and 31 identifies civic/arts/cultural facilities, park and recreation facilities, trails and trailheads, and four functional classes of roadways: highway, arterial, collector and local roads. Improvements to the Town’s roadway network will be needed to enhance safety for pedestrians and cyclists.

The Colorado Department of Transportation (CDOT) is responsible for maintaining and improving US 34 that transects the western edge of Grand Lake. The intersection of US 34 and West Portal Road is the Town’s sole major access point, and was designed to handle relatively low traffic volumes. Enhancing traffic circulation during peak travel conditions in the summer and fall begins with improvements to this intersection, as well as two other intersections along West Portal Road: one at Center Drive and one at Grand Avenue. Options for improving traffic circulation include intersection redesign, road re-alignments, and/or a system of roundabouts that continuously moves traffic without stop signs or traffic lights. Detailed engineering analysis is needed and a comprehensive traffic study should be funded to determine preferred design alternatives to these three existing intersection configurations.

Transit service is limited in Grand Lake to an airport shuttle to Denver International Airport (DIA) and a regional taxi service. On-call ride sharing services such as Uber and Lyft are currently unavailable. Granby, located 16 miles south of Grand Lake via US 34, has a general aviation airport and access to commercial bus and passenger train services.

Transportation Service Providers	
General Aviation	Emily Warner Field (Granby)
Airport Shuttle	Home James (To DIA)
Bus	Bustang Outrider
Taxi	Valley Taxi
Train	Amtrak (Granby)

Communication, power, and water and wastewater services in Grand Lake are provided by a variety of public and private utilities and a special district. It is significant that the Town of Grand Lake is a water utility. The Town has adequate water sources and treatment capacity for accommodating new growth and development, which may become a consideration for annexation for unincorporated property owners that are reliant on water wells.

Utility Service Providers	
<b>Communication</b>	
Internet	Centurylink Comcast Direct TV Viasat Internet HughesNet Rkymtnhi.com
Telephone	Centurylink Comcast Vonage
<b>Power</b>	
Electric	Mountain Parks Electric Sunpower
Gas - Natural	Xcel Energy
<b>Sewer &amp; Water</b>	
Sewer	Three Lakes Water and Sanitation District
Water	Town of Grand Lake

# Plan Theme: A Connected Community

The Town of Grand Lake contracts with Grand County for law enforcement and emergency medical service (EMS). The Grand Lake Fire Protection District provides emergency medical response along with fire protection services, with one of its three district fire stations located in Grand Lake at 201. N. Portal Road. The closest hospital is located in Granby. Middle Park Heath operates a medical clinic at the Grand Lake Center four days a week.

Emergency Service Providers	
Emergency Medical	Grand County EMS Grand Lake Fire Protection District
Fire Protection	Grand Lake Fire Protection District
Law Enforcement	Grand County Sheriff Department

The Grand Lake Center is a multi-purpose recreation, activity and meeting facility located at 301 Marina Drive. A former elementary school, the Grand Lake Center is owned by the Town of Grand Lake. With the conversion of the elementary school into the Grand Lake Center, all students are bused to schools in Granby.

Public Education	
Pre-K	Granby Elementary School (Granby)
Elementary School (K-5)	Granby Elementary School (Granby)
Middle School (6-8)	East Grand Middle School (Granby)
High School (9-12)	Middle Park High School (Granby)



Local bridge 16



Lake Front Park 17



Grand Lake Center 18

## ACHIEVABLE GOALS, STRATEGIES AND PRIORITY ACTIONS

<b>Mobility</b>	
Achievable Goal: To develop a safe and efficient traffic circulation system.	Priority Action:
Key Strategy: Work with federal, state, and county agencies to enhance local and regional mobility.	Update design concepts for a pedestrian crossing at Highway 34 and West Portal Road.
	Prepare a multi-modal transportation master plan for Grand Lake and its surrounding area.
	Update design concepts for a system of coordinated intersection improvements from US 34 and West Portal Road to Grand Avenue.
	Upgrade alleys to improve functionality.
	Connect the East Inlet Trail and East Shore (Shadow Mountain Lake) Trail.
	Improve the multi-use trail from Highway 34 to boardwalk.
<b>Wayfinding</b>	
Achievable Goal: To create an effective and cohesive system of wayfinding signage.	Priority Action:
Key Strategy: Work with grant agencies to leverage existing CIP funding and expedite wayfinding signage improvements.	Update the Wayfinding Master Plan and develop bid documents for the fabrication and installation of wayfinding signage consistent with the Wayfinding Master Plan.
	Update Chapter 6 Article 2 of the Town's sign regulations consistent with recommendations in the Wayfinding Master Plan.
<b>Parking</b>	
Achievable Goal: To provide adequate parking for the travelling public.	Priority Action:
Key Strategy: Work with local businesses to address customer parking needs.	Prepare a parking study that addresses expanding on-street and off-street parking capacity, RV parking and turnarounds, employee parking, and shared parking opportunities.
	Update design concepts for converting surface parking at Hancock Street and Park Avenue into a parking garage , multi-use parking facility, and/or transit center.
<b>Community Services and Facilities</b>	
Achievable Goal: To provide adequate community services and facilities that support existing and projected areas of population and growth.	Priority Action:
Key Strategy: Work with public and private partners on civic/arts/cultural facilities, parks and recreation facilities, communications, power, water and sewer facilities, law enforcement and medical services.	Upgrade existing performance and gathering spaces.
	Evaluate the use and potential expansion of outdoor spaces and venues for sculptures, performances and other cultural activities.
	Provide on-going, sustained opportunities for in-town outdoor recreational activities, including a skate-ski track, a tubing hill, and sledding.
	Establish a local designation process to work with local landowners and Town government to protect important historic properties.
	Facilitate access to specialized human services, including child care, senior care and mental health care.
	Enhance internet and telecommunications service coverage, speed, and strength within the community.



### TOWN OF GRAND LAKE

GRAND LAKE  
COLORADO

### Community Connections Map

- |                      |                       |                                                  |
|----------------------|-----------------------|--------------------------------------------------|
| Public Parking       | Highway               | Trail                                            |
| Public Restroom      | Arterial              | Continental Divide National Scenic Trail (CDNST) |
| Potential Roundabout | Collector             | Snowmobile Connector Trail                       |
| Bridge               | Local                 | Town of Grand Lake                               |
|                      | Water Treatment Plant |                                                  |



0 250 500 1,000 Feet

DRAFT: 11/3/2020

#### Civic Facilities

- 1 Town Hall
- 2 Community House
- 3 Juniper Library
- 4 Pitkin Annex
- 5 Chamber of Commerce
- 6 Post Office
- 7 Fire Station
- 8 Kaufmann Museum
- 9 Rocky Mountain Repertory Theatre
- 10 Grand Lake Center

#### Parks and Recreation

- 11 Lakefront Park
- 12 Headwaters Marina
- 13 Appelhans Gazebo
- 14 James Cairns Open Space
- 15 Town Park
- 16 Pioneer Park
- 17 Point Park
- 18 Triangle Park
- 19 Thomasson Park
- 20 East Inlet Boat Launch
- 21 Grand Lake Metro Rec. Center

#### Trailheads

- 22 Dog Friendly Off-Leash Trails
- 23 North Inlet Trailhead
- 24 Tonahutu Trailhead
- 25 East Inlet/Adams Falls Trailhead
- 26 East Shore/Shadow Mountain Lake Trailhead



# Implementation

## Overview

The 2020 Grand Lake Comprehensive Plan provides a framework for guiding growth, development and redevelopment in Grand Lake in the foreseeable future. Grand Lake's comprehensive plan serves as an overarching planning policy document closely linked to numerous other planning tools, including intergovernmental agreements, land use regulations, capital improvement programming and other plans and studies.

The success of the 2020 Grand Lake Comprehensive Plan is dependent upon the implementation of a variety of action items. The primary responsibility for leadership in implementing the plan will be borne by the Town of Grand Lake. As the principal authority and champion for the comprehensive plan, the Town has the capacity to update land use regulations, provide funding assistance, and leverage staff resources.

Fortunately, the Town will not be alone in carrying the workload for implementing the comprehensive plan. The realization of the comprehensive plan's vision and goals hinges on the Town's ability to forge effective partnerships. The Town intends to actively engage multiple stakeholders - landowners, businesses, developers, government agencies, funding institutions, community organizations, second home owners, and interested citizens - in the implementation of the comprehensive plan.

### The Colorado Department of Local Affairs compiled the following list of potential uses for an adopted comprehensive plan:

- 1. A basis for regulatory actions:** The plan serves as a foundation and guide for the provisions of the zoning regulations, subdivision regulations, the official map, flood hazard regulations, annexation decisions and other decisions made under these regulations.
- 2. A basis for community programs and decision making:** The plan is a guide and resource for the recommendations contained in a capital budget and program, for a community development program, and for direction and content of other local initiatives, such as for water protection, recreation or open space land acquisition and housing.
- 3. A source for planning studies:** Few plans can address every issue in sufficient detail. Therefore, many plans will recommend further studies to develop courses of action on a specific need.
- 4. A standard for review at the County and State level:** Other regulatory processes identify the municipal plan as a standard for review of applications. Master plans are important to the development of regional plans or inter-municipal programs, i.e., a regional trail network or valley-wide transit program.
- 5. A source of information:** The plan is a valuable source of information for local boards, commissions, organizations, citizens and business.
- 6. A long-term guide:** The plan is a long-term guide by which to measure and evaluate public and private proposals that affect the physical, social and economic environment of the community.

# Implementation

## Implementation Matrix

The Implementation Matrix on the following pages identifies action items by plan theme, with each action item assigned a priority level and timeframe for completion, an estimated cost range, and one or more agencies to serve as resources and potential Town partners.

### MATRIX KEY

#### Priority Level

1. Critical
2. Vital
3. Desirable

#### Timeframe

- Short Term (ST): 1 - 3 years  
 Mid Term (MT): 3 - 5 years  
 Long Term (LT): 5+ years

#### Cost

- \$: \$0-\$100K  
 \$\$: \$100-\$500K  
 \$\$\$: \$500K+

### Partner Acronym

- |        |                                                                 |
|--------|-----------------------------------------------------------------|
| ANRA   | Arapaho National Recreation Area                                |
| CCI    | Colorado Creative Industries                                    |
| CCCD   | Colorado Center for Community Development                       |
| CDOT   | Colorado Department of Transportation                           |
| CDTC   | Continental Divide Trail Coalition                              |
| CHFA   | Colorado Housing and Finance Authority                          |
| CHLT   | Colorado Headwaters Land Trust                                  |
| COEDIT | Colorado Office of Economic Development and International Trade |
| COHVC  | Colorado Off Highway Vehicle Coalition                          |
| CPW    | Colorado Parks and Wildlife                                     |
| CRHSB  | Colorado River Headwaters Scenic Byway                          |
| CRWCD  | Colorado River Water Conservation District                      |
| CWCB   | Colorado Water Conservation Board                               |
| DCI    | Downtown Colorado, Inc.                                         |
| DOLA   | Colorado Department of Local Affairs                            |
| FHWA   | Federal Highway Administration                                  |
| GAC    | Grand Arts Council                                              |
| GC     | Grand County                                                    |
| GCAB   | Grand County Association of Builders                            |
| GCBR   | Grand County Board of Realtors                                  |
| GCCOA  | Grand County Council on Aging                                   |
| GCED   | Grand County Economic Development                               |
| GCHA   | Grand County Housing Authority                                  |
| GCNB   | Grand County New Beginnings                                     |
| GCTB   | Grand County Tourism Board                                      |
| GF     | Grand Foundation                                                |
| GLAHS  | Grand Lake Area Historical Society                              |
| GLC    | Grand Lake Center                                               |
| GLCC   | Grand Lake Chamber of Commerce                                  |
| GLCD   | Grand Lake Creative District                                    |
| GLDC   | Grand Lake Design Committee                                     |
| GLFPD  | Grand Lake Fire Protection District                             |
| GLMRD  | Grand Lake Metropolitan Recreation District                     |
| GLRC   | Grand Lake Rotary Club                                          |
| GLTG   | Grand Lake Trail Groomers                                       |
| GLYC   | Grand Lake Yacht Club                                           |
| GOCO   | Great Outdoors Colorado                                         |
| HTA    | Headwaters Trail Alliance                                       |
| MPH    | Middle Park Health                                              |
| NCWCD  | Northern Colorado Water Conservancy District                    |
| NWCCOG | Northwest Colorado Council of Government                        |
| RMNP   | Rocky Mountain National Park                                    |
| TLWA   | Three Lakes Watershed Association                               |
| TLWSD  | Three Lakes Water and Sanitation District                       |
| UP     | Utility Providers                                               |
| USBR   | US Bureau of Reclamation                                        |
| USDA   | USDA Rural Development                                          |
| USFS   | US Forest Service- Arapaho National Forest                      |



Plan monitoring 19




Theme: A Natural Environment	Priority	Timeframe	Cost	Partners
<b>Open Space &amp; Trails</b>				
Update and adopt the draft Parks, Trails and Open Space Master Plan to include all lands designated as Open Space on the Land Use Plan and an evaluation of potential pocket parks on Town properties.	1	ST	\$	CHLT, GLMRD, HTA
Update Chapter 12 Article 9 of the Town's Land Use Regulations to clarify the language in relation to the land dedication requirements for open space.	2	ST	\$	DOLA
Update the proposed trail network section in the draft Parks, Trails and Open Space Master Plan to be consistent with recommendations in the HTA Strategic Trails Plan.	2	MT	\$	CDTC, GLMRD, HTA
Implement directional signage for locating and identifying trailheads in accordance with the Wayfinding Master Plan.	2	MT	\$	CDTC, HTA, GLDC, RMNP
Develop a multi-use trail from Grand Lake to the Arapaho-Roosevelt National Forest/Arapaho National Recreation Area.	3	LT	\$\$\$	ANRA, COHVC, CPW, GLMRD, GLTG, HTA, , GLDC, RMNP, USFS
Design a cross-country ski trail on Grand Lake.	3	LT	\$	GLRD
<b>Viewshed Protection</b>				
Negotiate an intergovernmental agreement with Grand County that provides for joint review of land development proposals where necessary.	2	MT	\$	GC, NWCOG
Update Chapter 12 Article 2 of the Town's Land Use Regulations to create a scenic overlay zoning district and associated supplemental regulations for viewshed protection.	1	ST	\$	CDOT, DOLA, GC
Update Chapter 12 Article 7 of the Town's Land Use Regulations to discourage flat roofs.	2	MT	\$	DOLA
Update Chapter 12 Article 9 of the Town's Land Use Regulations with "Dark Sky" compliant lighting standards for protecting the natural quality of the night sky.	2	ST	\$	DOLA, RMNP
<b>Watershed Protection</b>				
Update and/or extend the 2016 Grand Lake Clarity Stakeholders Memorandum of Understanding (MOU) prior to its expiration in 2021.	1	ST	\$	CRWCD, GC, NCWCD, TLWA, USBR, USFS
Update Chapter 12 Article 2 of the Town's Land Use Regulations using necessary checklists, charts, and procedures to clarify and enhance the shoreline and surface water regulations.	2	ST	\$	DOLA, GLYC, TLWA
<b>Hazard Mitigation</b>				
Update Chapter 12 Article 9 of the Town's Land Use Regulations to integrate the recommendations of the Colorado Water Conservation Board for flood damage prevention.	2	ST	\$	CWCB, DOLA, GLFPD
Update the Town's Fire Mitigation Regulations to integrate the recommendations of the Grand Lake Fire Protection District for increasing defensible space and reducing structural ignitability.	1	ST	\$	GLFPD
Educate residents on Ready-Set-Go and other evacuation plans prepared by the Grand Lake Fire Protection District and the Grand County Office of Emergency Management.	1	ST	\$	GC, GLFPD
<b>Theme: An Authentic Place</b>				
<b>Community Design</b>				
Update the Design Review Standards in Chapter 12 Article 7 of the Town's Land Use Regulations to include recommendations from the Design Guidelines for the Central Business District and the Streetscape Master Plan.	2	ST	\$	DOLA
Continue to implement the Action Items listed in the Streetscape Master Plan.	1	ST	\$\$\$	DOLA, GLDC
Explore opportunities to revitalize existing building frontages in the central business district that are inconsistent with the Town's rustic western style.	3	LT	\$\$	DCI, DOLA, GLAHS, GLDC
Update and implement Lake Front Park design concepts.	2	MT	\$\$	DCI, DOLA, GOCO
<b>Land Use</b>				
Update Chapter 12 Article 2 of the Town's Land Use Regulations to add purpose and intent statements for each of the eighteen zoning districts, and consolidate permitted uses into a single table for ease of reference.	2	ST	\$	DOLA
Update Chapter 12 Article 9 of the Town's Land Use Regulations to streamline development review procedures and consolidate application types into a single table for ease of reference.	2	ST	\$	DOLA
Update Chapter 6 Article 2 of the Town's Sign Code to be legally compliant with content-neutrality standards.	1	ST	\$	DOLA
Integrate all relevant Articles from Chapters 6, 11, 12 and 13 of the Town Municipal Code into a unified land development code and resolve any discrepancies or redundancies.	2	ST	\$	DOLA
Update the Town's Official Zoning Map consistent with the Land Use Plan's color code and any rezoning or other corrections since 2012.	2	ST	\$	DOLA
<b>Managing Growth</b>				
Adopt a Three Mile Area Plan in accordance with CRS 31-12-105.	1	ST	\$	GC, TLWSD
Annually adopt a resolution updating the Town's Three Mile Area Plan in accordance with CRS 31 -12-105.	1	ST	\$	GC, TLWSD
Prepare an extraterritorial Major Street Plan in accordance with CRS 31-23 212 and 213.	3	ST	\$	CDOT, GC, NWCCOG



Theme: A Healthy Economy	Priority	Timeframe	Cost	Partners
<b>Economic Recovery</b>				
Encourage the marketing and animation of any vacant storefronts using pop-ups and other shared retail concepts.	1	ST	\$	DCI, GLCC, GLRC
Create temporary parklets on Grand Avenue between Hancock Street and Vine Street to add usable outdoor space and expand business capacity working within specified design guidelines.	1	ST	\$	CCCD, DCI, GLCC
Update Chapter 12 Article 2 of the Town's Land Use Regulations to create an administrative temporary use permit with specified temporary use provisions for commercial zoning districts.	1	ST	\$	DOLA, GLCC
Update Chapter 12 Article 2 of the Town's Land Use Regulations to expand vehicle stacking space design requirements for commercial drive-through and pickup services.	1	ST	\$	DOLA, GLCC
Update Chapter 6 Article 2 of the Town's Sign Regulations to provide greater flexibility for the commercial use of temporary signage, including addressing of the seven consecutive day limitation.	1	ST	\$	DOLA, GLCC
<b>Economic Development</b>				
Create a strategic plan for diversifying the local employment base, increasing the retail mix and making other long-term adjustments to improve economic resiliency.	1	MT	\$	COEDIT, DCI, GCED, GCTB, GLCC
Update Chapter 12 Article 2 of the Town's Land Use Regulations to reduce obstacles associated with attracting new businesses by streamlining development review and permitting procedures.	2	ST	\$	DOLA, GLCC
Update Chapter 12 Article 2 of the Town's Land Use Regulations to create a Historic District zoning overlay along Grand Avenue between Hancock Street and Vine Street.	2	ST	\$	DOLA, GLAHS, GLCC
Update Chapter 12 Article 2 of the Town's Land Use Regulations to combine the Commercial Transition and Commercial Zoning districts into a new Commercial Mixed-Use Zoning District that provides for developing a full range of retail, office, artisan industry, high density residential, institutional and civic uses.	2	ST	\$	DOLA, GLCC
Update the Town's Zoning Map to reflect the new Historic District and Mixed-Use Commercial zoning categories.	1	ST	\$	DOLA
<b>Attainable Housing</b>				
Update Chapter 12 Article 10 of the Town's Land Use Regulations to clarify and enhance the affordable housing requirements.	2	ST	\$	DOLA
Update Chapter 12 Article 2 of the Town's Land Use Regulations to lessen restrictions that create a disincentive for the development of Accessory Dwelling Units (ADUs) and tiny homes.	1	ST	\$	DOLA
Update Chapter 12 Article 2 of the Town's Land Use Regulations to provide density bonuses for deed-restricted multi-family housing development.	2	ST	\$	DOLA
Adopt criteria and funding priorities for use of the Town's Housing Fund.	1	ST	\$	GCHA
Develop and purchase land as needed for workforce housing.	1	ST	\$\$	CCI, CHAFA, GAC, GCBR, GCHA, GF, GLCD, USDA
Explore public/private partnerships to develop rent-restricted multifamily housing.	1	ST	\$\$\$	CCI, CHAFA, GCAB, GCBR, GCCOA, GCHA, USDA
<b>Theme: A Connected Community</b>				
<b>Mobility</b>				
Update design concepts for a pedestrian crossing at Highway 34 and West Portal Road.	2	ST	\$\$	CDOT, FHWA, GC, RMNP, USFS
Prepare a multi-modal transportation master plan for Grand Lake and its surrounding area.	3	LT	\$	ANRA, CCCD, CDOT, FHWA, RMNP
Update design concepts for a system of coordinated intersection improvements from US 34 and West Portal Road to Grand Avenue.	2	MT	\$\$\$	CDOT
Upgrade alleys to improve functionality.	3	LT	\$\$\$	CCCD
Connect the East Inlet Trail and East Shore (Shadow Mountain Lake) Trail.	3	LT	\$\$\$	ANRA, CDOT, GC, HTA, RMNP, USFS
Improve the multi-use trail from Highway 34 to boardwalk.	2	LT	\$\$	CCCD, CDOT
<b>Wayfinding</b>				
Update the Wayfinding Master Plan and develop bid documents for the fabrication and installation of wayfinding signage consistent with the Wayfinding Master Plan.	2	MT	\$	CDOT, DOLA, HTA
Update Chapter 6 Article 2 of the Town's sign regulations consistent with recommendations in the Wayfinding Master Plan.	2	MT	\$	DOLA
<b>Parking</b>				
Prepare a parking study that addresses expanding on-street and off-street parking capacity, RV parking and turnarounds, employee parking, and shared parking opportunities.	1	ST	\$	CCCD, CDOT, GLCC
Update design concepts for converting surface parking at Hancock Street and Park Avenue into a parking garage, multi-use parking facility, and/or transit center.	3	LT	\$	CCCD
<b>Community Services and Facilities</b>				
Upgrade existing performance and gathering spaces.	2	MT	\$	GAC, RMRT
Evaluate the use and potential expansion of outdoor spaces and venues for sculptures, performances and other cultural activities.	2	MT	\$	GAC
Provide on-going, sustained opportunities for in-town outdoor recreational activities, including a skate-ski track, a tubing hill, and sledding.	2	MT	\$\$	DOLA
Establish a local designation process to work with local landowners and Town government to protect important historic properties.	2	MT	\$	DCI, DOLA, GLAHS
Facilitate access to specialized human services, including child care, senior care and mental health care.	2	MT	\$	GCCOA, GCHA, DOLA, CCCD
Enhance internet and telecommunications service coverage, speed, and strength within the community.	1	ST	\$\$\$	UP



# Acknowledgements

## Grand Lake Town Board

Steve Kudron, *Mayor*  
Jonah Landy, *Mayor Pro-Tem*  
Michael Arntson  
Ernie Bjorkman  
Tom Bruton  
Melissa Ratzmann  
Cindy Southway

## Grand Lake Planning Commission

Hayden (Hoppe) Southway, *Chairperson*  
Robert Canon, *Vice Chairperson*  
Ernie Bjorkman  
Judy Burke  
Diane Mahoney  
John Murray  
James Shockey

## Grand Lake Comprehensive Plan Task Force

Ginny Wilkinson, *Chairperson*  
Jim Cervenka, *Vice Chairperson*  
Jennifer Brown  
Tom Bruton  
Judy Burke  
Elin Capps  
Cindi Cunningham  
John Murray  
Donna Ready  
Alan Walker

## Town Staff

John Crone, *Town Manager*  
Kimberly White, *Town Planner*

## Project Consultants

Martin Landers, AICP	Plan Tools
Paul Mills, RLA	Russell + Mills Studios
Shelley La Mastra, RLA	Russell + Mills Studios
Colleen Hannon	West Slope Resource Development

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