

*S T E A M B O A T
S P R I N G S A R E A
C O M M U N I T Y P L A N*

Adopted - May 2004

Acknowledgements

Area Plan Coordinating Committee

Doug Monger, Routt County Board of Commissioners
 John Ayer, Routt County Regional Planning Commission
 Fred Nichols, Routt County Regional Planning Commission
 Paul Strong, Steamboat Springs City Council
 Kathi Meyer, Steamboat Springs Planning Commission
 Dick Curtis, Steamboat Springs Planning Commission

Routt County Staff

Tom Sullivan, County Manager
 Caryn Fox, Planning Director
 Chad Phillips, Assistant Planning Director
 Mary Alice Page-Allen, County Planner
 Dee Bolton, Minute Taker

Steamboat Springs City Staff

Paul Hughes, City Manager
 Stephen Stamey, AICP, Planning Services Director
 Tom Leeson, Senior Planner

ORTON Family Foundation

Dace Carver, Orton Family Foundation
 Deb Smith, Orton Family Foundation

Routt County Board of Commissioners

Nancy Stahoviak, District I
 Doug Monger, District II
 Dan Ellison, District III

Steamboat Springs City Council

Nancy Kramer, District I
 Susan Dellinger, District I
 Loui Antonucci, District II
 Ken Brenner, District II
 Kathy Connell, President, District III
 Paul Strong, President Pro-Tem, District III
 Steve Ivancie, At Large
 George "Bud" Romberg, Former City Council
 Arianthé C. Stettner, Former City Council

Routt County Planning Commission

Don Alperti, Chairman
 Diane Mitsch Bush, Vice Chair
 John Ayer
 Wayne Adamo
 Fred Nichols
 Donna Hellyer
 Bill Norris
 Bill Taylor
 Gary Miller
 Terry Hunter

Steamboat Springs Planning Commission

Kathi Meyer, Chairperson
 David Baldinger, Jr., Vice Chairman
 Tracy Barnett
 Dick Curtis
 Randall Hannaway
 Scott Myller
 Dana Stopher
 Cari Hermacinski

Working Groups (in alphabetical order)

Capital Facilities

Sally Wither - Chair
 Jim Larson - Co-Chair
 Lisa Benjamin
 Kathy Connell
 Dan Ellison
 Audrey Enever
 Barbara Hughes
 Ulrich Salzgeber
 Lisa Subry

Community Design

Jerry Nettleton - Chair
 Julie Baxter
 Jane Blackstone
 Stephen Caragol
 Tom Litteral
 Peter Patten
 Anne Rooney
 Bob Rundell
 Paul Strong

Economic Development and Sustainability

Ellen Hoj - Chair
 Ted Allen - Vice-Chair
 Millie Beall
 Helen Bergman
 Mary Brown
 Fred Fuller
 Wayne Kakela
 John Spezia

Growth Management

Dace Carver - Chair
 Don Iken - Co-Chair
 Farrell Allen
 Jayne Austin
 Donna Hellyer
 Chuck MacArthur
 Renee Mestan
 Valerie Perea

Historic Preservation

Ann Oliver - Chair
 Stuart Orzach - Vice-Chair
 Loui Antonucci
 Jim Cook
 DeWayne Watson

Housing

Larry Oman - Chair
 Diane Brower
 Sandy Evans Hall
 Lila Henry
 Bud Romberg
 Tony Seaver
 Nancy Stahoviak

Land Use

Arianthé Stettner - Chair
 Ron Roundtree - Co-Chair
 John Ayer
 Tony Connell
 Susan Corser
 Liza Graham
 Frank Netro
 Christi Ruppe
 Joanne Sanfilippo

Natural, Scenic, and Environmentally Sensitive Areas

Mary O'Brien - Chair
 Jim Hicks - Vice-Chair
 Tracey Barnett
 Ken Brenner
 John DeWardt
 Nancy Kramer
 Trena Sanford
 Candice Noriega

Open Space, Recreation, and Trails

Margaret Berglund - Chair
 Jill Brabec - Vice-Chair
 Dick Curtis
 Paul Stettner
 Bob Weiss

Transportation, Mobility, and Circulation

Ben Beall - Chair
 Mary Mimi Littman - Vice-Chair
 Bob Enever
 Randall Hannaway
 Carol Janousek
 Karolynn Lestrund
 Catherine Lykken
 Doug Monger
 Mark Traum

City and County Staff**City of Steamboat Springs**

Paul Hughes, City Manager
 Steve Stamey, AICP Director of Planning Services
 Tim McHarg, AICP, Assistant Director of Planning Services
 Tom Leeson, Planner, Project Coordinator
 Leif Myher, City Planner
 Brian Bavosi, City Planner
 Jonathan Spence, City Planner
 Mary Johnson, Staff Assistant
 Janet Dunham, Administrative Assistant
 Cheryl Dalton, Minute Taker

Routt County

Tom Sullivan, County Manager
 Caryn Fox, Planning Director
 Chad Phillips, AICP, Assistant Planning Director
 Mary Alice Page-Allen, AICP, Planner
 John Eastman, County Planner
 Jim Goossens, AICP, County Planner
 Michelle McGruder, Office Manager
 Chris Brookshire, County Planner
 Anne Rooney, Administrative Assistant
 Sarah Katherman, Minute Taker

Consultants**Clarion Associates – Lead Consultant**

Benjamin A. Herman, AICP
 Lesli Kunkle Ellis, AICP
 Darcie White
 Tina Axelrad

Felsburg, Holt & Ulevig – Transportation

Bob Felsburg
 Jeff Ream

EDAW, Inc. – Natural Areas and Open Space

Tom Keith
 Mark Peters

Tatanka Historical Associates – Historic Resources

Ron Sladek

Housing Collaborative, LLC – 2003 Routt County Housing Needs Assessment

RRC, Associates, Inc.
 McCormick and Associates, Inc.
 Rees Associates

Grants

State Historical Fund of the Colorado Historical Society and by a Colorado Heritage Preservation grant from the Department of Local Affairs Office of Smart Growth

Table of Contents

Chapter 1: Introduction	1-1
Steamboat Springs Community Overview.....	1-1
Purpose of the Community Plan.....	1-3
Authorization	1-3
Planning Process.....	1-4
Planning Areas.....	1-6
Plan Organization	1-6
 Chapter 2: The Vision.....	 2-1
 Chapter 3: Land Use.....	 3-1
Background and Intent.....	3-1
Major Themes and Related Chapters	3-2
Land Use Analysis.....	3-2
Land Use Goals and Policies.....	3-3
Description of Future Land Use Plan	3-9
Land Use Classifications and Location Criteria.....	3-10
 Chapter 4: Growth Management.....	 4-1
Background and Intent.....	4-1
Major Themes and Related Chapters	4-3
Growth Management Goals and Policies	4-3
 Chapter 5: Community Design and Image.....	 5-1
Background and Intent.....	5-1
Major Themes and Related Chapters	5-2
Community Design and Image Goals and Policies	5-3
 Chapter 6: Transportation, Mobility, and Circulation	 6-1
Background and Intent.....	6-1
Major Themes and Related Chapters	6-2
Transportation, Mobility, and Circulation Goals and Policies.....	6-2
Additional Background Information.....	6-14
 Chapter 7: Natural, Scenic, and Environmentally Sensitive Areas.....	 7-1
Background and Intent.....	7-1
Major Themes and Related Chapters	7-2
Natural, Scenic, and Environmentally Sensitive Areas Goals and Policies.....	7-2
Additional Background Information.....	7-10
 Chapter 8: Open Space, Recreation, and Trails	 8-1
Background and Intent.....	8-1
Major Themes and Related Chapters	8-2
Open Space, Recreation, and Trails Goals and Policies	8-3
 Chapter 9: Housing.....	 9-1
Background and Intent.....	9-1
Major Themes and Related Chapters	9-2
Housing Goals and Policies	9-3

Chapter 10: Economic Development and Sustainability 10-1
 Background and Intent 10-1
 Major Themes and Related Chapters 10-2
 Economic Development and Sustainability Goals and Policies 10-3

Chapter 11: Historic Preservation 11-1
 Background and Intent 11-1
 Major Themes and Related Chapters 11-2
 Historic Preservation Goals and Policies..... 11-3
 Additional Background Information..... 11-15

Chapter 12: Capital Facilities..... 12-1
 Background and Intent 12-1
 Major Themes and Related Chapters 12-2
 Capital Facilities Goals and Policies..... 12-2

Chapter 13: Specific Planning Areas..... 13-1
 Background and Intent 13-1
 Old Town Planning Areas Goals and Policies..... 13-2
 Mountain Planning Areas Goals and Policies 13-4
 Fish Creek Planning Areas Goals and Policies..... 13-7
 Strawberry Park Planning Areas Goals and Policies 13-8
 West Steamboat Springs Planning Areas Goals and Policies 13-10
 South of Steamboat Springs Planning Areas Goals and Policies..... 13-12

Chapter 14: Action Plan 14-1
 Overview..... 14-1
 Summary of Priority Actions 14-1
 Action Plan Matrix..... 14-7

Appendix A: Inventory and Resource Maps A-1

Appendix B: Land Use Capacity Analysis B-1

Appendix C: Population and Demographic Information C-1

Appendix D: Definitions D-1

Appendix E: Plan Amendment Procedures E-1

Appendix F: Housing Needs Assessment Executive Summary..... F-1

Maps

Chapter 3	Future Land Use Plan Future Land Use Plan – Urban Growth Area	
Chapter 8	Local Recreation Trails	
Appendix A	Existing Land Use Existing Zoning Zoned Vacant/Agricultural/Forestry Lands Facilities and Services Generalized Land Ownership/Status	Environmental Constraints Important Wildlife Habitat Visual Sensitivity Wildfire Hazard

Chapter 1: Introduction

Steamboat Springs Community Overview

The Yampa Valley, including the area surrounding Steamboat Springs, is one of the most beautiful and unique environments in Colorado. From the distant views of the Flattops Mountains to the intimate trails along the Yampa River, it is composed of a series of truly special landscapes. As the area was settled it became a thriving community serving a diversity of interests. The early barns, school houses, and historic homes are just a few of the reminders of the commitments made to the valley and the history it holds.

The Steamboat Springs area offers a quality of life that makes it an increasingly popular place to live, work, play, and visit. As a result, the challenge has become to identify mechanisms to maintain the quality of life while defining opportunities to accommodate growth and redevelopment within a healthy economic environment.

The area's economy has historically been made up of major and minor development cycles. One of the challenges for the community is to plan in the context of these varied and changing economies.

Location and Context

The Steamboat Springs community is located in northwestern Colorado in the midst of the Park Range of the Rocky Mountains. The Community plan area includes the City of Steamboat Springs and a portion of Routt County that surrounds the city, including Strawberry Park and the Hot Springs to the north and the South Valley floor/CR 18 to the south. East and west of the city is bounded by mountains. The community plan area covers almost 100 square miles. (Refer to Land Use Plan within the Land Use Chapter.)

History of the Valley

The Landscape

The Park Range, which defines the eastern geography of Routt County, was part of that great movement of the earth which created the Rocky Mountains, and altered what is now Northwestern Colorado. The uplift made available huge seams of bituminous coal, a resource which has been a major economic factor in Routt County. Over time, erosion from wind and water further changed the landscape. Rivers and streams cut into the valleys, widening and broadening them into the Yampa River Valley, leaving behind rich soils and uncovering mineral deposits. Soils washed down from the mountain slopes became fertile river bottomland for growing crops.



Human Occupation of the Valley—Early Resource Extraction

Human use and occupation of the Yampa River Valley dates back over 1,000 years. The Ute Indians camped in the valley during the summer months, returning to Utah where they wintered. To the Ute, the valley was sacred ground. Before 1820, scattered trappers in search of beaver came, but left no physical or written trace.

In 1861 gold was discovered near Hahn's Peak, but the Civil War prevented mineral extraction until after the war in 1865. Within five years, however, Hahn's Peak became a booming mining town.

James Crawford, one of the first permanent settlers in the Yampa Valley, initially visited the valley in 1872. He returned with his family in 1876 and established a homestead claim at the site of the Iron Spring. The townsite was surveyed and laid out in a grid oriented toward the "Sleeping Giant" formation. This continues to shape the pattern for development of the Old Town area.



Although the rich coal deposits were known even before settlers began coming into the valley, it wasn't until 1909 that mining of the "black gold" became profitable. In that year, the tracks of the Denver, Northwestern & Pacific Railroad reached Steamboat Springs, opening up Routt County to coal mining.

In the meantime, the beauty of the valley, the excellence of the hay, the richness of the soil, and the abundance of wildlife brought an increasing number of ranchers. The first commercial hotel in Northwestern Colorado was built in Steamboat Springs in 1889.

Cattle, sheep and hay formed the stable economic base for the county. Early in the 1900s, more lettuce was shipped from South Routt County than from any other area in the country.

Changes in the Valley in the Early 1900's

As the Yampa River Valley continued to prosper, other changes were occurring. In 1902 the first automobile was imported. At first, roads were mere tracks, usable only for a few months each summer. A dirt road was built over Rabbit Ears Pass. In 1908 the first automobile arrived over the pass from Denver. For the next quarter century, however, snow closed the route every winter until late June.



The road and the railroad brought great changes to the valley. The small towns began to grow. Investors became interested in development. The coal mines prospered.

Tourists also found the valley a summer paradise. Ideal weather, along with the beauty of the area, served as attractive lures. Prior to the construction of I-70, US 40 was the principal cross-continental highway, and Steamboat Springs was on its route.

Following the formation of the Steamboat Springs Ski Club in 1914, skiing and ski jumping set the area apart. The introduction of ski jumping to the

community by Carl Howelsen was a portent of a future not even imagined 80 years ago.

During those 80 years, Steamboat Springs became a major player in the sport of skiing. Its Winter Carnival is the oldest continuing winter carnival west of the Mississippi. It has the oldest ski jump in the nation and one of only half a dozen 90-meter jumping hills.

Late 1900's—Ski Resort Development

In the mid-1960s, the valley experienced yet another major change. Development of ski facilities moved from Howelsen Hill to Storm Mountain, renamed Mt. Werner after Buddy Werner, a local Olympian, who died in an avalanche. A significant base area developed, with adjacent commercial uses and accommodations. In the past 40 years, the Steamboat Springs Ski Area has become one of the world's premier winter resorts.

As a community, the Steamboat Springs area has faced many changes in the economy as successive waves of new residents arrived, hoping to benefit from the quality of life and the opportunities afforded in the valley. This ability to adapt to changing economic and social conditions has been possible because of the community understanding its past and proactively defining its future.



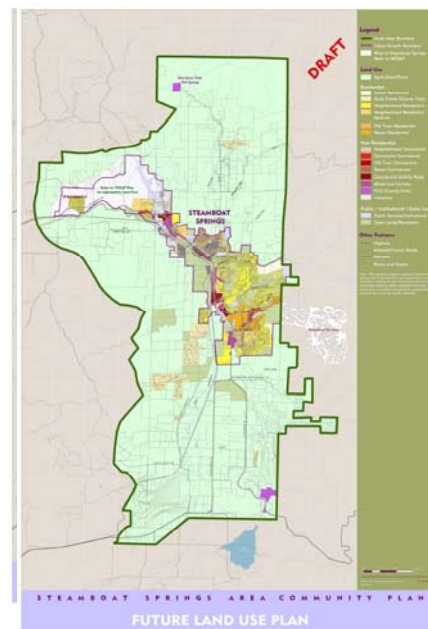
Purpose of the Community Plan

Continued growth and economic development during the last decade continued to pique the community's interest in updating the plan and policies related to growth and development. A broad range of planning issues created the need for the plan update. These issues include:

- The rapid population growth and changing economic and social conditions within the Valley;
- A need to bring the 1995 plan Future Land Use Plan and policies up-to-date and in line with recent area plans;
- Interest in continuing to have The City of Steamboat Springs and Routt County governments work together to jointly address planning issues; and
- A desire to expand the plan to cover additional topics of interest to the community, such as growth management, economic development and sustainability, and capital facilities.

Overall, the purpose of this Plan is to direct the type, location, and quality of growth, while addressing its impacts and reinforcing its desirable characteristics.

In addition to this plan, there are other City and County plans, or sub-area plans that have been adopted to address specific areas, or specific issues, such as transportation. In some cases the boundaries of these plans are wholly contained within the boundaries of this Area Community Plan, or in other cases the boundaries overlap. Although a strong effort was made to ensure consistency, there may be instances when policies contained within a sub-area plan are inconsistent with policies contained within this plan. When this is the case, the general rule of thumb is the stricter should apply. The following is a list of City and County plans that have boundaries that



overlap with the boundaries of this plan (these plans should be consulted, as applicable):

- Routt County Master Plan (2003);
- West of Steamboat Springs Area Plan (1999);
- Yampa River Management Plan (2004);
- Mountain Town Sub-Area Plan (1999);
- Mobility and Circulation Plan (1998);
- South of Steamboat Area Land Use Plan (1990);and
- Routt County Open Lands Plan (1995).

Authorization

In the State of Colorado, cities and counties have the authority to create and adopt a “master plan” (comprehensive plan) for the physical development of the municipality. The Master Plan is an official public document that generally guides how the community should develop.

In addition, the state addresses the power of local governments to cooperate with each other. 29-20-105 through 107, C.R.S., authorizes and encourages local governments to cooperate or contract with each other for purposes of planning or regulating the development of land. Intergovernmental Agreements are one means to provide for mutually binding comprehensive plans and for revenue sharing.

Planning Process

The Community has guided the Plan from its outset and has assisted in shaping the framework for growth and the range of potential actions which have been recommended. Their ownership is critical to the implementation of the document.

- Elected Officials' Foreword, 1995 Plan

Traditionally the Steamboat Springs community has had a high level of public participation in planning processes, and hundreds of citizens have been involved in directing the future of the community. This 2004 Plan update was no exception.

1995 Plan and Before

From 1993 to 1995, the city and county worked together and held an extensive public process consisting of forums, area meetings, and open houses, to involve citizens in updating the city’s comprehensive plan. The plan at the time dated back to the 1980’s and was out-of-step with modern trends and needs. Hundreds of citizens and community stakeholders were involved with the planning of the 1995 Plan. The community considered four alternatives—each oriented toward a different possible future land use for the community. The planning team and community then selected a “preferred direction,” which evolved into the Future Land Use Map, policies, and action plans in the 1995 Plan. The 1995 Plan update, as it evolved, was truly a representation of collaboration between more than a

thousand of the community's citizens, the elected and appointed bodies, and their representative planning staffs.

The 2004 Plan Process

Public officials, staff, consultants, citizen volunteers, working group members and the public collaborated over a period exceeding two years from November 2001 through January 2004 to update the 1995 Plan and develop the 2004 Community Plan. Ensuring equal and fair representation of the diverse community were important objectives. The planning team, guided by the public officials and coordinated by staff and consultants, provided opportunities for the public and other stakeholders to participate during every step of the plan. These opportunities are summarized briefly below. This planning process started with the 1995 plan, and evaluated its strengths and weaknesses. Ultimately, the 2004 Plan carries forward most of the themes of the 1995 Plan.

Community Forum

The project kickoff began in November 2001 at a community forum to identify and define issues. At this forum the city and county formed the working groups that helped shape the direction of the Community Plan update.

Area Plan Coordinating Committee (APCC)

The Area Plan Coordinating Committee (APCC) was originally established during the 1995 Area Plan process to monitor the implementation of the Steamboat Springs Area Community Plan. The APCC helps to guide the planning process and acts as a recommending body to the Routt County Planning Commission and the Steamboat Springs City Council. The APCC includes a representative from the city and county planning commissions and elected bodies. This advisory group—the Area Plan Coordinating Committee (APCC)—was charged with designing the process and overseeing the plan update. The APCC met several times throughout the duration of the planning effort.

Working Groups

Beginning with the first community forum, the city and county formed ten working groups made up of citizens and community stakeholders who met periodically throughout the planning process to set direction for the Community Plan update. The working groups defined the vision statements and issues, reviewed and provided recommended approaches, reviewed the key choices, and provided overall direction on the policies of this plan. The Working Groups focused on the following topics (listed alphabetically) that ultimately became chapters of this Plan:

- Capital Facilities;
- Community Design and Image;
- Economic Development and Sustainability;
- Growth Management;
- Historic Preservation;
- Housing;
- Land Use;
- Natural, Scenic and Environmentally Sensitive Areas;
- Open Space, Recreation and Trails; and
- Transportation.



*November 2001 Kick-off Meeting
(Yampavalley.info website)*



(Yampavalley.info website)

Public Involvement—Open Houses and Meetings

The city and county hosted a number of public open houses designed to provide opportunities for review, comment, and input to the various stages and draft components of the community plan. The team also met with special interest groups in the community, including service clubs, business organizations, and other interest groups.

Display Materials

Following each of the open houses, presentation materials remained on display at the city and county buildings and other venues for a period of several weeks so the public could review and comment on them.

Project Web Site

The planning team also provided materials for the project web page—yampavalley.info/comm._plan0002.asp. All major work products from the working groups and consultants were available for review and comment throughout the project via this community electronic information center.

Elected Officials and Planning Commission Work Sessions

The planning team met on numerous occasions with the City Council, Board of County Commissioners, and the City and County Planning Commissions, who served as the main sounding board and decision-makers throughout the planning process.

Planning Areas

The 1995 Plan identified six distinct planning areas that are still relevant today. The character of each of the planning areas has evolved over many generations as the result of natural landforms, and cultural and economic development. From topography to views to development patterns, each planning area has its own unique assets. Some planning areas also contain a finer-grain of distinct neighborhoods, which are addressed in the Community Design and Specific Planning areas chapters (Chapters 5 and 13, respectively). The six planning areas are:

- Old Town
- The Mountain
- Fish Creek
- Strawberry Park
- West of Steamboat Springs
- South of Steamboat Springs

Chapter 13, Specific Planning Areas, provides a more detailed overview of the distinct planning areas.

Plan Organization

The community's direction for each of the plan's primary elements is described in the chapters listed below based on working group topics. Each chapter begins with the "Background and Intent,"—a summary of general findings for that subject area with references to related studies or analysis completed for this Plan. Next, each chapter contains a matrix listing "Major Themes and Related Chapters,"—graphically indicating which topics are discussed in the chapter and which chapters contain related

themes. Next, each chapter provides “Goals and Policies,” and their rationale, as well as specific strategies outlining short and long-term actions to be taken by the city and/or county.



Chapter 2: The Vision

Chapter 3: Land Use

Chapter 4: Growth Management

Chapter 5: Community Design and Image

Chapter 6: Transportation, Mobility, and Circulation

Chapter 7: Natural, Scenic, and Environmentally Sensitive Areas

Chapter 8: Open Space, Recreation, and Trails

Chapter 9: Housing

Chapter 10: Economic Development and Sustainability

Chapter 11: Historic Preservation

Chapter 12: Capital Facilities

Chapter 13: Specific Planning Areas, addresses planning area-specific goals, policies, and strategies for each of the six planning areas identified above.

Chapter 14: Action Plan contains a summary of the action plan. The action plan portion of this document identifies specific recommendations and responsibilities to implement the plan. The recommendations are organized based on a timeframe.

The Appendices are the following:

Appendix A: Inventory and Resource Maps, includes all the background maps used to prepare analysis and key choices for this community plan.

Appendix B: Land Use Capacity and Buildout Analysis, includes the map-based analysis of existing land use, existing zoning, and vacant lands that are zoned for various other uses based on current zoning. The analysis presents findings for each of the six planning areas. In addition, this appendix includes the buildout calculations based on the Future Land Use Plan.

Appendix C: Population and Demographic Information, contains information about existing and projected population of the Steamboat Springs community.

Appendix D: Definitions, contains definitions for terms used throughout this Plan.

Appendix E: Plan Amendment Procedures, includes a description of the process for major Community Plan amendments and minor changes to this plan.

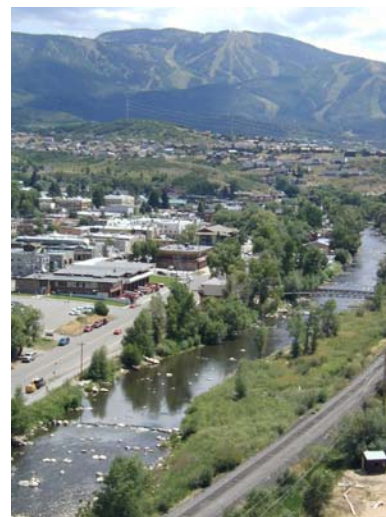
Appendix F: Housing Needs Assessment Summary, contains a summary of the 2003 Routt County Housing study.

THIS PAGE BLANK

Chapter 2: The Vision

A vision is a statement and affirmation of the kind of place that residents, business owners, and leaders want the community to become in the future. This Vision describes the community's values and aspirations and establishes The Steamboat Springs Community Area Plan. The plan is the community's model for development and maintenance of a healthy and prosperous environment for the citizens to live, work, and play.

The process of identifying community values for the 1995 Plan involved more than 500 citizens and community surveys. The planning team translated the values and desires into a "preferred" direction that could be achieved through specific actions. This 2004 Steamboat Springs Area plan vision is a refinement of the preferred direction presented in the 1995 Plan. It is intended to convey the general direction and vision desired by the community, as follows:



◎ Concentrate Urban and Infill Development

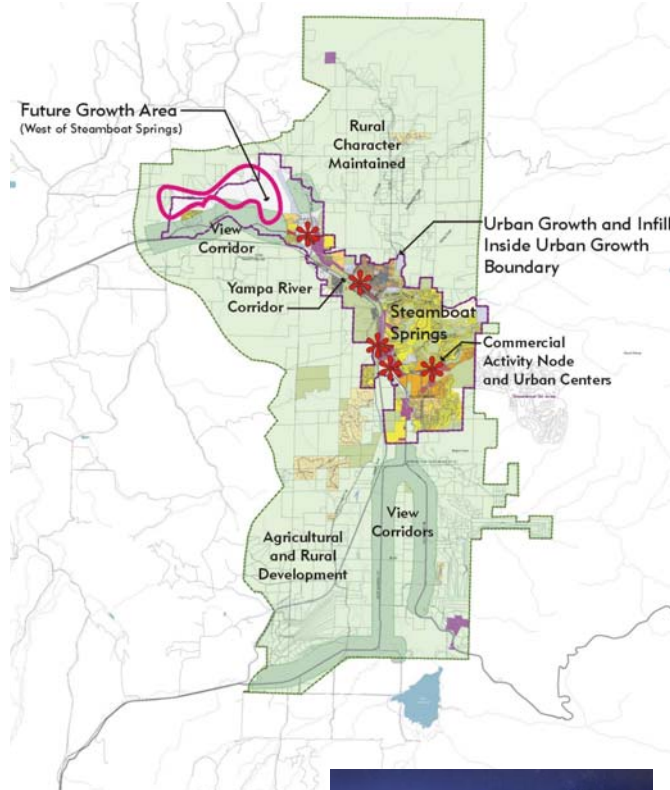
As the Steamboat Springs community grows, new development will occur within or adjacent to already developed areas to minimize sprawling development in the agricultural and rural parts of the valley. Concentrated urban development allows for more efficient land use, higher rates of transit use, and resource conservation. It also allows Steamboat Springs to become a pedestrian-oriented urban center with interconnected neighborhoods. The Future Land Use Plan directs urban development to be within the Urban Growth Boundary—within and adjacent to the city. The West of Steamboat Springs area will be the major new neighborhood growth area.

◎ Improve the Community's Core Areas

The community considers two areas as the foundation of the City of Steamboat Springs—they are important to the health and well-being of the community as a whole: (1) Lincoln Avenue in Old Town and (2) in the Mountain base area. The plan promotes redevelopment and enhancement of these core community areas.

◎ Maintain the Area's "Sense of Community"

The community will work to preserve its urban neighborhoods and promote a viable agricultural lifestyle in the rural areas, such as South of Steamboat Springs. Community design should promote historical, environmental, recreational, and family values and enhance the visual quality of the built environment.





◎ **Develop a Comprehensive, Integrated Transportation System**

The community will improve mobility in town and to the surrounding areas for residents and visitors by creating a comprehensive, integrated and multi-modal transportation system. The integrated transportation system consists of four parts: a transit system, pedestrian and bicycle systems, and a roadway network.



◎ **Promote Stewardship of Natural, Scenic, and Environmentally Sensitive Areas**

The community will identify and conserve its natural, scenic, and environmentally sensitive areas including important wildlife habitat, visually sensitive areas through a variety of means including education, guidelines, standards, monitoring, and enforcement. In addition, the community will prevent further development in hazardous or constrained areas, including geologic hazard areas, steep slopes, flood-prone areas, and wildfire hazard areas.



◎ **Develop an Open Lands Program**

The community will develop a well financed and well maintained open lands program using a variety of techniques to preserve viable agriculture and a system of open lands and river corridors. In addition, the community will develop adequate parks and recreation opportunities and trails that are important for the high quality of life for residents.



◎ **Provide Affordable Housing**

The community will take measures to allow the majority of people who work in Steamboat Springs, or who have lived in and retired in the community, to afford to live in the city if they desire.

◎ **Diversify and Balance the Economic Base**

The community will continue to diversify the local economic base to provide employment opportunities for residents. Outdoor-based recreation tourism will remain the community's economic backbone, but the community will seek to sustain a self-reliant, vibrant, year-round, diverse and sustainable economy.



◎ **Preserve Historic Resources**

The community will proactively preserve its lands, waters, structures and its cultural heritage. This plan reflects the values of the community as expressed through the recent work of local government, preservation organizations, and the public.



◎ **Provide Infrastructure and Public Services Efficiently and Equitably**

The community will coordinate future development and provision of capital facility projects and infrastructure, including water, wastewater, fire protection, emergency management services, police protection, schools, parks, and other utilities that affect the quality of life and economic stability of the community.

Chapter 3: Land Use

Land Use Vision

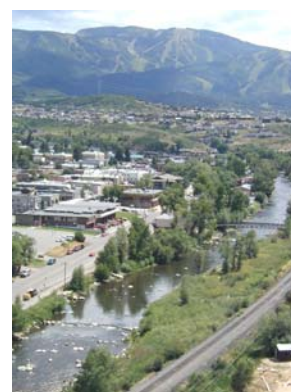
The Steamboat Springs community will be a compact, pedestrian-oriented urban center with interconnected neighborhoods, bordered by open spaces and working agricultural lands, and supporting land uses that ensure a diverse, sustainable community in harmony with the natural and cultural environment.

Background and Intent

Growth can bring a number of benefits to a community; however, it also brings a number of impacts and costs. To help balance these factors, the city and county seek to promote a land use pattern that represents the sustainable use of land, energy and other resources by encouraging orderly, contiguous growth and minimizing single-use or low-density, dispersed development. Land use patterns have important implications on the community's livability, economy, and environment. The intent of this plan is to shape growth in a manner that preserves our region's natural environment, livability, and sense of community. By directing growth to well-defined contiguous areas, growth can be better accommodated without encouraging inefficient land use patterns; open lands and natural resources can be better protected; and public facilities and services can be delivered more effectively. With a finite supply of land that is suitable for urban development, the plan provides for the region's growth in a manner that balances growth and conservation.

The 1995 Plan established an urban growth boundary and a clear pattern of urban versus rural land use patterns. The same general concept still stands, except that the Future Land Use Plan now incorporates more recent area plans, including the West of Steamboat Springs Area Plan land uses.

This chapter describes the desired future land use types and patterns for the Steamboat Springs area. It includes recommendations for specific application and location of land uses throughout the community, with specific description of uses and activities in each land use classification and location. This chapter also identifies a series of goals and policies that represent the community's values and its vision for the efficient use of land. The policies also provide direction for property owners, elected and appointed community leaders, and city and county staff and administrators in making decisions regarding the location, rate, and design of development within the planning area.



Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Growth Management	Community Design	Transportation	Natural, Scenic	Open Space, Recreation	Housing	Economic Development	Historic Preservation	Capital Facilities	Specific Planning Areas
MAJOR THEMES IN THIS CHAPTER										
Compact, mixed-use development	✗	✗								✗
Jobs-housing balance						✗	✗	✗		✗
Infill and redevelopment	✗	✗								
Neighborhood protection and planning	✗	✗				✗				✗
Commercial Activity Nodes	✗	✗								✗
Land use to support transit		✗	✗	✗			✗			✗
RELATED THEMES IN OTHER CHAPTERS										
"Big Box" standards		✗								
Inclusionary housing						✗				
Level of Service Standards	✗								✗	
Sensitive areas				✗	✗					

Land Use Analysis

The consultants completed an analysis of existing land uses in the study area, existing zoning in the study area, and vacant and agricultural lands that are zoned for other uses based on current zoning. The data from the maps and the complete analysis are found in Appendices A and B.



Land Use Goals and Policies

Goal LU-1: Our community will promote a functional, compact, and mixed-use pattern that integrates and balances residential and non-residential land uses.

Rationale

Communities strive to integrate a mix of land uses and to keep residential and non-residential lands in balance for a variety of reasons including: to promote housing affordability; to lessen commuter traffic; and to generate sufficient revenues to provide services and facilities for residents. The Future Land Use Plan intends to strike a reasonable mix and balance of different land uses, particularly residential and non-residential uses.



Analysis of current land use patterns in Steamboat Springs indicates that the community has a ratio of about 1.5 jobs for every residence (see Appendix B for more information). As a regional commercial and employment center, a higher ratio of employment relative to housing is not surprising. However, the community has also been experiencing a shortage of affordable housing for workers for at least the past decade.

There is generally no agreed upon number to determine when a community's jobs-to-housing ratio becomes unbalanced, but many communities monitor the jobs/housing balance ratio over time to determine if the trend is stable or if the jobs/residence ratio is increasing. Policy GM-2.1 in the Growth Management chapter of this Plan includes a strategy for monitoring the jobs/housing balance over time, using building permit data and Colorado Department of Labor Employment Data. A jobs/housing ratio also does not detail types of jobs, which is an important factor when considering the economic health of the community.

Policy LU-1.1: The Future Land Use Plan creates an integrated and compatible mix of land uses.

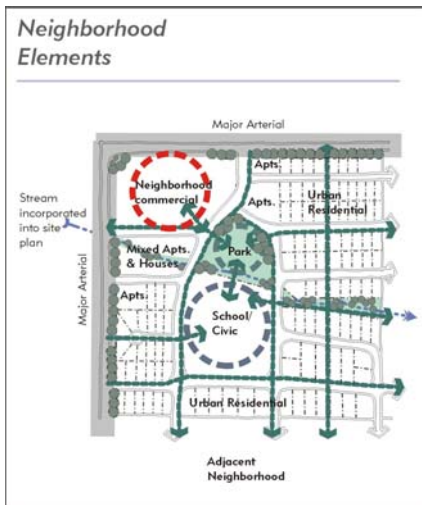
Use the Future Land Use Plan to guide decisions about growth and development. The Future Land Use Plan identifies where various land use classifications apply within and outside the UGB.

Strategy LU-1.1(a): Only Approve Consistent Development Proposals— Only approve development proposals that are consistent with the Future Land Use Plan.

Strategy LU-1.1(b): Develop a Land Use Tracking System – Continue efforts to develop a Parcel-based GIS database for the city and county and correlate development permit data with the GIS system. This will allow for a more refined analysis of land use balance in the future.



Mixed-use neighborhood center (Longmont, CO Example)



Policy LU-1.2: Future development will be in compact mixed-use neighborhoods.

The Future Land Use Plan directs new development to existing and new mixed-use neighborhoods within the UGB, while reducing the potential for dispersed growth not conducive to pedestrian and transit activity that is outside the UGB.

Policy LU-1.3: New development will create a reasonable balance between jobs and housing.

Strive to ensure that a reasonable balance exists between housing demand, created by growth in jobs, and residential development.

Strategy LU-1.3(a): Monitor the jobs-to-housing ratio – Establish a program to monitor trends in the jobs-to-housing ratio, and reevaluate land uses on the future land use plan if a wider imbalance occurs over the longer term (see Policy GM-2.1 in the Growth Management chapter).

Strategy LU-1.3(b): Establish housing linkage programs –Establish housing linkage programs (inclusionary zoning requirements and jobs-to-housing linkage) as conditions warrant (see Strategies H-1.2 (a) & (b) in the Housing chapter).

Goal LU-2: Our community supports infill and redevelopment of core areas.

Rationale

Infill means the development of new housing or other buildings on scattered vacant sites in a built-up area. Redevelopment means the replacement or reconstruction of buildings that are in substandard physical condition, or that do not make effective use of the land on which they are located.

If properly designed, infill and redevelopment can serve an important role in achieving quality mixed-use neighborhoods. In addition, appropriate, carefully crafted redevelopment and infill can complement existing stable neighborhoods to keep the city dynamic, competitive, and economically viable in the marketplace. Appropriate change and activity can provide useful improvements while meeting new needs and challenges. Infill, redevelopment, as well as Transfer of Development Rights (TDR) program, can also aid in conserving rural lands in outlying areas.

While infill and redevelopment is desirable in the community, the stability of older neighborhoods may be threatened if the community does not develop infill standards to ensure compatibility and if the community does not continue to support public improvements in these areas.

Policy LU-2.1: Infill and redevelopment will occur in appropriate locations, as designated by the city.

Support intensification of land uses on appropriate infill and redevelopment sites in the following areas:

- Old Town commercial;
- US 40/Elk River Road intersection;
- Fish Creek / US 40 / Pine Grove Road intersections;
- Angler's Drive/US 40 Intersection; and
- Ski base area.

Strategy LU-2.1(a): Identify Infill Opportunities - Identify specific redevelopment and infill opportunities in the areas above, and target infrastructure improvements for areas that have deficiencies. Conduct site specific infill and redevelopment studies and evaluate opportunities for publicly held properties to be developed or redeveloped for new housing.

Strategy LU-2.1(b): Require Mixed-use Development Patterns – Infill and redevelopment projects should include a mix of complementary uses, such as residential, office, restaurants, and retail. A vertical mix of uses is preferred to facilitate higher development intensities. Typically, a vertical mix of uses should incorporate active uses, such as retail and restaurants, at the street level and residential or office uses on the upper floors. The Development Code should be amended to require new development in designated infill and redevelopment areas to include a mix of at least two distinct uses.

Policy LU-2.2: Residential infill will be compatible in character and scale with the surrounding neighborhood.

Appropriate types of infill include the addition of new dwellings or businesses on vacant lots, dwelling units added to existing houses, neighborhood related non-residential development and second-story residential development over businesses.

Strategy LU-2.2(a): Develop Infill Residential Standards - Develop infill residential design standards to address scale, context, and design issues (See also Community Design and Image chapter).

Goal LU-3: The Steamboat Springs community will continue to support and plan for cohesive and mixed-use neighborhoods that serve year-round residents and visitors.

Rationale

Livable communities are made of up distinct neighborhoods. Many residents in Steamboat Springs agree that neighborhoods—both existing and future neighborhoods—are the basic building blocks of the community where the community should focus its efforts to achieve the plan vision.



Well-planned neighborhoods should generally contain:

- “Centers” with public gathering places and commercial services that are accessible and linked;
- Connected streets and sidewalks ;
- Continuous pedestrian and trail connections ;
- Mixed residential uses (e.g., single family and multiple family); and
- Open space and natural areas as amenities.

Policy LU-3.1: New development will maintain and enhance the character and identity of existing residential neighborhoods.

This plan does not propose significant changes to the character of existing residential developments. Changes should be carefully planned and will result from initiative and cooperation by residents or from a specific neighborhood plan.

Strategy LU-3.1(a): Continue to Enhance Older Neighborhoods -
Continue to enhance the quality of older neighborhoods (e.g., Old Town) by improving public facilities, such as streets and sidewalks, and by preserving trees (see Community Design and Image chapter).

Policy LU-3.2: New development will be designed to promote distinct new mixed-use neighborhoods.

New neighborhoods should be designed as walkable, mixed-use areas. They are intended to be a setting for a variety of housing types combined with complementary and supporting non-residential uses that serve the neighborhood, including neighborhood commercial services. They shall be designed to include a network of direct and interconnected streets, pedestrian, and bicycle connections. Mixed-use development shall be encouraged within new urban residential neighborhoods. New neighborhoods should include a center that serves as a focal gathering space. Such a center may include a school, park, or other public or private recreation facility, or neighborhood services.

Strategy LU-3.2(a): Develop Standards for Mixed-Use Development -
Review the Community Development Code and determine if revisions are necessary to enable mixed-use development (see also Community Design and Image, chapter 5).

Goal LU-4: Our community will promote the development of compact Commercial Activity Nodes and a mixed use corridor along US 40 between commercial nodes.

Rationale

Commercial Activity Nodes create mixed-use pedestrian oriented places that are intense and active enough to support public and private transit. Auto-dominated strip commercial development, on the other hand, detracts from the success of transit systems, because the dispersed nature makes it difficult for people to easily walk to and from transit. If perpetuated, strip commercial can

“Mixed-use” means the development of a tract of land or building with two or more different and complementary uses.



Mixed-use retail center (Boulder, CO Example)

dilute the effectiveness of existing retail areas and their ability to create the "critical mass" of space necessary to be successful.

Policy LU-4.1: Existing commercial development along highway corridors shall evolve over time into mixed use corridors, with compact multi-modal oriented mixed-use Commercial Activity Nodes at key intersections.

Outside of the downtown area, much of the region's existing commercial development is located along US 40 in a "strip" development pattern. At key locations, particularly at major intersections, existing commercial development areas offer opportunities to become transformed over time. These areas should evolve to become more intense in development, attractive in appearance, and accessible by all transportation modes, with a mixture of land uses and activities. Existing and future Commercial Activity Nodes include:

- Mt. Werner Road/US 40 intersection;
- Pine Grove Road/US 40 intersection;
- Angler's Drive/US 40 Intersection; and
- Elk River Road/US 40 Intersection.

Strategy LU-4.1(a): Develop Standards for Commercial Activity Nodes

– Revise the Code to establish standards that require designated Commercial Activity Nodes to develop in a more intense pattern, with a mix of uses and a full range of transportation options. This could be accomplished through a mixed-used overlay district that is centered on Commercial Activity Nodes. Standards for mixed-use development should include the following:

- Character and Identity
- Mix of Uses
- Development Intensity/Density
- Street Patterns/Connectivity
- Site Layout and Design
- Architectural character and detail
- Parking
- Signage

Policy LU-4.2: Existing commercial development along highway corridors in between Commercial Activity Nodes should evolve over time to become mixed-use corridors.

As described above in Policy LU-4.1, development at major intersections should evolve to become more intense in development, attractive in appearance, and accessible by all transportation modes, with a mixture of land uses and activities. In the areas between these nodes, over time the development should become less intensely commercial with a higher mix of residential uses. These two corridors are:

- The North Mixed-Use Corridor (between 13th Street and Elk River Road) – targeted for 75% commercial and 25% residential; and
- The South Mixed-Use Corridor (between 3rd Street and Walton Creek Road), targeted for 50% commercial and 50% residential.



Commercial Activity Node (Fort Collins, CO Example)

Strategy LU-4.2(a): Develop Standards for Mixed Use Corridors – Develop new zone districts and standards that require designated Mixed Use corridors to develop in a less intensely commercial and auto-oriented pattern over time, with a mix of uses that is consistent with the description in Policy LU-4.2.

Goal LU-5: Our community will plan and implement land use patterns that support an efficient transportation system and alternative transportation modes.

Rationale

The community is interested in maintaining efficient mobility of people and goods. Mobility is important to the economic, community, and well-being of Steamboat Springs and the surrounding areas. The community has also made an investment in a transit system and supports a diversity of transportation modes. The intent of this goal is to lessen relative dependence on the use of automobiles not only through the creation of a convenient, affordable and friendly transit system with a diversity of nodes, but also through a gradual change in settlement and land use patterns that are better designed to support alternative transportation modes, including walking, bicycling, and transit use.



Mix of housing densities to support transit (Fort Collins, CO Example)

Policy LU-5.1: Develop appropriate land use densities to support transit.

The Future Land Use Plan promotes the concept of mixed-use residential neighborhoods with residential and non-residential nodes that are dense enough to support transit, but separated enough to promote livability. The plan promotes development of Commercial Activity Nodes with higher floor area ratios surrounded by walkable neighborhoods with a variety of residential densities compatible with a transit system (See also Transportation Goals and Policies in Chapter 6). New development should be consistent with the Future Land Use Plan.

Strategy LU-5.1(a): Establish Minimum Density Targets – Establishing minimum density targets for new development areas that will be served by transit, in order to ensure that service to these areas will be viable. Typically, residential densities need to average at least 7 dwelling units per acre to support viable feeder bus service and an average of 15 dwelling units per acre to support high-frequency bus service.

Strategy LU-5.1(b): Coordinate Land Use and Transportation Decisions – Consider the implications of land use decisions on roadway systems, and ability to support transit (See Transportation Policies T-1.1 – 1.5 in chapter 6).

Policy LU-5.2: New neighborhoods will be well connected by streets, sidewalks, trails, walkways, and bicycle lanes.

Ensure that all future neighborhoods include internally and externally connected streets, trails, walkways, and bicycle lanes to help alleviate dependency on automobiles for mobility and allow pedestrian and bicycle mobility.

Strategy LU-5.2(a): Develop a Community-wide Sidewalk and Trails Plan – Develop a community wide plan to identify current sidewalk and trails system and future connections and extensions (See Open Space, Recreation and Trails Policy OS-3.1 in Chapter 8).



Description of Future Land Use Plan

The Future Land Use Plan identifies the community's desired land use patterns—both urban and rural—and clearly defines the Urban Growth Boundary. The plan provides a broad range of land uses to maintain balanced and diverse economic housing and business opportunities as well as commercial growth opportunities in the community. Major themes of the plan include:

- Efficient use of land;
- Appropriate land use patterns;
- Preservation of important open lands;
- Mobility and transportation choices; and
- Rural character preservation.

The Future Land Use Plan clearly delineates the differences between future urban growth areas and rural land uses through the UGB. The agricultural/rural land use designations are intended to conserve agricultural and ranching lands, and create opportunities for non tourism-related economic diversification. The urban residential and non-residential classifications indicate where future compact urban development should occur.

The Future Land Use Plan also illustrates the concept of developing new urban neighborhoods with activity centers, primarily in the West of Steamboat Springs area. The pattern of new neighborhoods should be based generally on historic land use and street patterns. In addition, the density of new residential neighborhoods should be appropriate to support a multi-modal transportation system that includes transit, automobiles, pedestrian, and bicycle mobility.

Finally, the Future Land Use Plan illustrates the goal of commercial activity nodes whereby existing commercial development intensifies at certain locations. In recent years commercial development has dispersed along US 40. It is the intent of this plan that the community's commercial areas shall evolve over time to have a more intense development pattern at designated nodes, primarily the intersection of major travel corridors where transit is accessible. These areas are meant to be attractive in appearance and accessible by all transportation modes, with a mixture of land uses and activities that support higher intensity development.

See Future Land Use Plan map at the end of this chapter.

Land Use Classifications and Location Criteria

A common set of general land use classifications helps to describe desirable future land use patterns. The land use classification system describes the specific conditions related to development of individual parcels and is the basis for the Future Land Use Plan. The classifications described in this chapter are portrayed on the Future Land Use Plan. Each classification describes a desired land use type, locational characteristics, and desired character of development.



The land use classifications are not intended as a substitute for zoning and the city and county will evaluate the underlying zoning and associated allowable uses of a property when making land use decisions. Zoning classifications will only be changed upon the initiative of a land owner or by utilizing a public process consistent with the specific requirements outlined in state law. The related zone/zoning districts from the current Steamboat Springs Community Development Code and the current Routt County Zoning Resolution are included as a general guide. New zone districts may be added over time.

Agricultural/Rural Agricultural/Rural

Land Uses:

This classification includes agricultural and rural residential uses.

Locational Criteria:

Outside the UGB in Routt County.

Character:

Land use patterns are intended to be agricultural uses or residential development on large parcels or clustered. All uses in this area are served by well and septic systems. To preserve large tracts of open space or agricultural lands, the county will encourage owners to cluster residential development through the Land Preservation Subdivision (LPS) process and discourage rural sprawl. The county also encourages use of the Purchase of Development Rights Program and will encourage use of a new Transfer of Development Rights Program to maintain large intact parcels of agricultural land.

Zone Districts:

A/F – Agriculture/Forestry (County)



Residential Estate Residential

Land Uses:

This classification includes single family large lot residential uses.

Locational Criteria:

Existing Mountain Residential Estate zoned subdivisions and areas adjacent to the UGB, primarily in the West of Steamboat Springs planning area.

Character:

Residential developments with lot sizes generally between one and five acres, and older developments with no expansion potential. In the WSSAP, this residential development type is intended to create a transition from more intense urban residential neighborhoods to surrounding agricultural/rural



residential areas. Development is sited to minimize impacts on the natural environment. This development is generally served by well and septic systems. This residential category is intended to become a “receiving area” for development rights that are transferred from county “sending areas” in the Yampa Valley outside the UGB.

Zone Districts: MRE – Mountain Residential Estate (County) and RE – Residential Estate (City).

Neighborhood Residential - Low

Land Uses: The Neighborhood Residential – Low classification emphasizes a range of residential uses predominantly for full-time local residents. Uses may range from single family development to small scale attached development, such as townhomes. Some resort residential uses exist in this category and expansion may be appropriate if they are compatible with adjacent land uses. This classification also allows some neighborhood-serving-uses, including small retail stores and offices. Live-work and home offices are also appropriate secondary uses in this category.

Locational Criteria: Residential neighborhoods should be located where they have convenient access and are ideally within walking distance of community facilities and services.

Character: Residential uses in this category should develop within neighborhoods that are defined and buffered by open space and that have a pedestrian-oriented inner core with parks, schools, and other community functions. Neighborhoods should be connected by a grid-like street system, with access to major streets for circulation within the community.

Zone Districts: RN – Residential neighborhood (City).

Neighborhood Residential - Medium

Land Uses: The Neighborhood Residential – Medium classification emphasizes a wide range of residential uses predominantly for full-time local residents. Uses may range from single family development to multi-family development. Some resort uses exist and expansion may occur if compatible with adjacent land uses. This classification could also allow some “neighborhood-serving” uses, including small retail uses and offices. Live-work and home offices are also appropriate secondary uses.

Locational Criteria: Multi-family development should occur adjacent to arterials or major transportation corridors and should be within walking distance of community centers and shopping.

Character: Neighborhood residential-medium areas often serve as a transition between lower density residential areas and community centers and shopping. As residential areas transition to resort accommodations or



(Longmont, CO Example)





Zone Districts:

commercial development, smooth transitions should be made using landscape buffers, transitions in lot sizes, as well as architectural orientation to protect existing neighborhoods. These neighborhoods will be important to developing a transit-supportive community.

RN – Residential Neighborhood and MF – Multi-Family Residential (City).

Old Town Residential

Land Uses:

The Old Town Residential classification emphasizes a range of residential uses from single family to a limited number of multi-family and accommodation uses in Old Town.

Educational and institutional uses are also appropriate within this classification, along with “neighborhood-serving” uses, including small retail uses and offices.

Locational Criteria:

Old Town residential area.

Character:

Residential uses are generally found on smaller lots on a grid street pattern with service alleys, in keeping with the historic nature of the Old Town area. The design of new residential and non-residential buildings shall be at an appropriate scale and character to “blend in” with existing Old Town neighborhoods.

Zone Districts:

RO – Residential Old Town (City).



Resort Residential

Land Uses:

The Resort Residential classification emphasizes a range of development types intended to accommodate guests on a nightly or long-term basis, ranging from second-family homes to condominiums. The city encourages provision of residential opportunities for employees or others desiring to live close to these tourism activity centers as well. Limited resort commercial uses, such as restaurants and retail uses are also appropriate within this classification. This classification is intended to allow for a mix of residential and non-residential classification uses that may include some resort accommodations such as condominiums and hotels.

Locational Criteria:

The Mountain area.

Character:

Residential uses are more compact than in other city neighborhoods to support nearby commercial activities within the classification. Development should include design elements such as street trees, wide sidewalks, and public spaces to make the environment inviting and safe for pedestrians. Resort residential areas should be linked with surrounding neighborhoods through transit and provision of trails and sidewalks.

Zone Districts:

RR – Residential Resort (City).



Non-Residential Commercial and Industrial Categories

Neighborhood Commercial

Land Uses: This classification emphasizes low intensity commercial uses and limited retail to serve adjacent residential neighborhoods, and may also include a mix of residential uses.

Locational Criteria: Neighborhood commercial areas may be located adjacent to urban residential neighborhoods at the intersection of two collector streets or at the intersection of an arterial and a collector street.

Character: The Neighborhood Commercial classification is intended to place a strong emphasis on pedestrian connections to the adjacent residential neighborhoods and within the developments, through building design, lighting levels, canopies, pedestrian connections, signs. Along Oak Street, adaptive reuse of older residential buildings is encouraged to preserve the residential scale and the preservation and enhancement of the street tree canopy is encouraged.

Zone Districts: CN – Commercial Neighborhood (City).



Community Commercial

Land Uses: This classification emphasizes larger office, retail, cultural, and entertainment uses that predominantly serve the residential base of the community but may also serve visitors. This classification may also include service-oriented development and/or office uses and larger regional commercial uses in a mixed-use development setting.

Locational Criteria: Community commercial areas should have access to a major arterial or highway.

Character: While the Community Commercial classification is auto-oriented, development is still intended to place a strong emphasis on pedestrian connections. They should be attractive in appearance and accessible by all transportation modes (including transit).

Zone Districts: CC – Community Commercial; and CS – Commercial Services (City).



Commercial Activity Node

Land Uses: This classification emphasizes retail, cultural, and entertainment uses that serve the residential base of the community and also serve visitors.

Locational Criteria: Commercial Activity Nodes are indicated on the Future Land Use Plan at major intersections along US 40.

Character: While the Community Commercial classification is auto-oriented, development is still intended to place a strong emphasis on pedestrian connections. These nodes should evolve over time to become more intense in development than they are now. They should be attractive in appearance and accessible by all transportation modes (including transit), with a



Fort Collins, CO Example



(Salt Lake City, UT Example)

mixture of land uses and activities.

Zone Districts:

CC – Community Commercial; and CS – Commercial Services (City).

Mixed Use Corridor

Land Uses:

This classification emphasizes retail, office and residential uses in a mixed-use development setting.

Locational Criteria:

The mixed use corridor designation generally applies to lands along US 40 between Elk River Road and Angler’s Drive.

Character:

Outside of the downtown area, north and south along US 40, much of the region’s existing commercial development is located along the highway in a “strip” development pattern. While much of the lands in the Mixed Use Corridor classification are developed for commercial purposes, it is intended that over time these areas have a higher percentage of residential uses. North of 13th Street, the long-term target for a mix of uses is 75% commercial and 25% residential. South of 3rd Street, the target for a mix of uses is 50% commercial and 50% residential. Furthermore, while the development currently is auto-oriented, future development should place a strong emphasis on pedestrian connections. The intent is that overall intensity of commercial and residential development will be lower than in the Commercial Activity Nodes--key commercial locations at major intersections and in the Old Town area.

Zone Districts:

Not yet established.



Old Town Commercial

Land Uses:

The Old Town Commercial classification emphasizes commercial uses, including retail, office, restaurant, hotel/motel and other commercial uses involving active or frequent interaction with the public. Residential uses and offices on upper stories of buildings are encouraged.

Locational Criteria:

Old Town along Yampa and Lincoln Avenues.

Character:

Development should be in keeping with the historic flavor of the Old Town area. The business uses are generally intended to be small-scale and not dependent upon direct vehicular access or parking. Strong pedestrian relationships, a walking environment, and vibrant public spaces are an important aspect of the Old Town area and will be required in new developments. Retail should be on the ground level, but other uses can be vertically integrated.

Zone Districts:

CO – Commercial Old Town; CY –Yampa Street Commercial; CN – Commercial Neighborhood

Resort Commercial

Land Uses:

Ground-level commercial uses are appropriate in the



Resort Commercial classification. A variety of uses are encouraged above the first floor, including resort accommodations, commercial uses, offices, or residential uses for individuals desiring to be within activity centers.

Locational Criteria: The Mountain area

Character: This classification emphasizes retail, entertainment, and other commercial uses oriented toward visitors. Development should include design elements such as street trees, wide sidewalks, and public spaces to make the environment inviting and safe for pedestrians. Resort commercial areas should be linked with residential neighborhoods through transit and provision of trails and sidewalks.

Zone Districts: G-1 – Gondola One and G-2 – Gondola Two (City)

Industrial

Land Uses: Light, general, and heavy industrial uses including repair shops, equipment storage, and manufacturing are appropriate in this classification. Service-oriented commercial and commercial distribution may also occur within this classification.

Locational Criteria: Industrial areas should be located away from populated areas, and traffic generated should not pass through residential areas. Industrial sites should have access to one or more major arterials.

Character: Industrial uses should be developed attractively with landscaping and buffering along key entry corridors to the community. Furthermore, development should minimize environmental impacts, including noise. Storage, loading, and work operations should be screened from view along all industrial area boundaries (when adjacent to non-industrial uses), and along all public streets.

Zone Districts: I – Industrial (City).



Public / Institutional / Open Lands

Note: *The Future Land Use Plan does not identify specific public uses. Public uses are considered appropriate in each of the land use classifications, unless otherwise noted.*

Public Services / Institutional

Land Uses: This classification includes a variety of public and semi-public uses, including schools, hospitals, places of worship, and government offices that are typically provided by the city, county, or by quasi-public organizations. It also includes facilities needed for essential public services such as electrical substations, water and wastewater treatment facilities.

Locational Criteria: Varies depending on the use.

Character: Terrain, size, and density vary depending on the use. The site should be adequately sized to accommodate





parking and other service needs. Buffering and/or screening may be necessary to reduce impacts on adjacent uses and on neighborhoods.

Zone Districts: Conditionally allowed in various zone districts.

Open Lands/Recreation

Land Uses: Parks, golf courses, natural open space and public and private greenbelts along drainageways are included in this classification.

Locational Criteria: Varies, depending on use

Character: This classification includes both public and private lands held for active and passive recreation, as well as for conservation purposes, generally not for development except to provide for recreation uses or agriculture. This includes all city-owned park land and may also include other lands owned specifically for open lands protection purposes or lands which, for example, may be an agricultural use but have a permanent conservation easement attached to the property.

Zone Districts: OR – Open Space and Recreation (City)

Table LU-4: Land Use Summary Table

Land Use Classification	Uses	Description
Agricultural Classification		
Agricultural/Rural	<i>Primary:</i> Agricultural and rural residential uses.	<ul style="list-style-type: none"> ▪ Outside the UGB. ▪ Large parcels or clustered land use patterns. ▪ Served by well and septic; not served by urban utilities. ▪ Routt County will encourage clustered residential development through the Land Preservation Subdivision (LPS) process.
Residential Classifications		
Estate Residential	<i>Primary:</i> Single family residential.	<ul style="list-style-type: none"> ▪ Inside or outside but adjacent to the UGB. ▪ Intended to create a transition from more intense urban residential neighborhoods to surrounding agricultural/rural residential areas. ▪ Development sited to minimize impacts on the natural environment ▪ Served by well and septic system. ▪ Intended to become "receiving area" for development rights that are transferred from county "sending areas" outside the UGB as part of a TDR program.
Rural Estate	<i>Primary:</i> Single family residential.	<ul style="list-style-type: none"> ▪ In County. ▪ Lot size generally between one to five acres. ▪ Older developments with no expansion potential.
Neighborhood Residential - Low	<p><i>Primary:</i> Range of residential uses—single family, small scale attached residential.</p> <p><i>Secondary:</i> Compatible neighborhood-serving retail, offices, live-work, home offices</p>	<ul style="list-style-type: none"> ▪ Inside UGB, located with convenient access community facilities and services. ▪ Should develop within neighborhoods that are well-defined and buffered by open space and have a pedestrian-oriented inner core with parks, schools, and other community functions. ▪ Connected by a grid-like street system, with access to major streets for circulation within the community.
Neighborhood Residential - Medium	<p><i>Primary:</i> Range of residential uses—single family to multi-family.</p> <p><i>Secondary:</i> Resort uses, neighborhood-service uses, live-work, home offices. Educational and institutional uses.</p>	<ul style="list-style-type: none"> ▪ Inside UGB, located with convenient access and within walking distance of community facilities and services. ▪ Multi-family development should occur adjacent to arterials or major transportation corridors and should be within walking distance of community centers and shopping. ▪ Development should occur within well-defined neighborhoods, as described for "Neighborhood Residential – Low," above.

Land Use Classification	Uses	Description
Old Town Residential	<p><i>Primary:</i> Range of residential uses from single family to small scale multi-family and accommodation uses.</p> <p><i>Secondary:</i> Educational and institutional uses, neighborhood serving uses, small retail and office. Live/work and home offices.</p>	<ul style="list-style-type: none"> ▪ Inside UGB in Old Town residential area. ▪ Residential patterns are generally found on smaller lots on a grid street pattern, in keeping with the historic nature of Old Town. ▪ The design of new residential and non-residential buildings shall be at an appropriate scale and character to “blend in” with existing Old Town neighborhoods.

Land Use Classification	Uses	Description
Resort Residential	<p><i>Primary:</i> Guest accommodations ranging from second family homes to condominiums and hotels. City encourages employee housing.</p> <p><i>Secondary:</i> Limited commercial uses to allow for a mix of uses, including restaurants and retail uses.</p>	<ul style="list-style-type: none"> ▪ The Mountain area. ▪ Residential uses are more compact than in other city neighborhoods to support nearby commercial activities within the classification. ▪ Development should include design elements such as street trees, wide sidewalks, and public spaces to make the environment inviting and safe for pedestrians. ▪ Resort residential areas should be linked with surrounding neighborhoods through transit and provision of trails and sidewalks.

Non-Residential Commercial and Industrial Classifications

Neighborhood Commercial	<p><i>Primary:</i> Smaller-scaled retail, office.</p>	<ul style="list-style-type: none"> ▪ Inside UGB with access to an arterial or collector. ▪ Predominantly serves adjacent residential neighborhoods. ▪ Mixed-use development setting. ▪ Places a strong emphasis on pedestrian connections and pedestrian design features.
Community Commercial	<p><i>Primary:</i> Larger retail, office, cultural, and entertainment uses.</p>	<ul style="list-style-type: none"> ▪ Inside UGB with access to a major arterial or highway. ▪ Predominantly serves the residential base of the community but may also serve visitors. ▪ Mixed-use development setting.
Commercial Activity Node	<p><i>Primary:</i> Retail, office, cultural, and entertainment uses.</p>	<ul style="list-style-type: none"> ▪ Inside UGB at certain intersections along US 40 as indicated on the Future Land Use Plan. ▪ Serves community residents and also visitors. ▪ Mixed-use development setting. ▪ Places a strong emphasis on pedestrian connections. ▪ Nodes should evolve over time to become more intense in development, attractive in appearance, and accessible by all transportation modes (including transit).

Land Use Classification	Uses	Description
Mixed Use Corridor	<p>Commercial uses including convenience stores, grocery stores, restaurants, and retail stores), as well as small offices, and civic uses, and offices.</p> <p>AND</p> <p>Higher density residential ranging from town homes to small walk-up apartments, including housing units above ground floor commercial facilities.</p>	<ul style="list-style-type: none"> ▪ Inside UGB along US 40 as designated on the Future Land Use Plan. ▪ Auto-oriented, but with a strong emphasis on pedestrian connections and transit connections to evolve over time. ▪ Should evolve over time to become less intense in commercial development than Commercial Activity Nodes, and with a higher mix of residential uses that are accessible by all transportation modes (including transit). ▪ North of 13 th Street: Planned to become a target mix of 75% commercial and 25% residential development. ▪ South of 3rd Street: Planed to become a target mix of 50% commercial and 50% residential.
Old Town Commercial	<p><i>Primary:</i> Commercial uses, including retail, office, restaurant, hotel/motel and other commercial uses involving active or frequent interaction with the public.</p> <p><i>Secondary:</i> Residential uses and offices on upper stories of buildings encouraged.</p>	<ul style="list-style-type: none"> ▪ Old Town along Yampa and Lincoln Avenues. ▪ Development in keeping with the historic flavor of the Old Town area. ▪ Business uses are generally intended to be small-scale and not dependent upon direct vehicular access or parking. ▪ Strong pedestrian relationships, a walking environment, and vibrant public spaces are important and will be required in new developments.
Resort Commercial	<p><i>Primary:</i> <i>Ground-level commercial uses.</i></p> <p><i>Variety of uses above the first floor, including resort accommodations, commercial uses, offices, or residential.</i></p>	<ul style="list-style-type: none"> ▪ The Mountain area. ▪ Visitor-oriented development. ▪ Development should include design elements such as street trees, wide sidewalks, and public spaces to make the environment inviting and safe for pedestrians. ▪ Resort commercial areas should be linked with residential neighborhoods through transit and provision of trails and sidewalks.
Industrial	<p><i>Primary:</i> Light, general, and heavy industrial uses including repair shops, equipment storage, and manufacturing.</p> <p><i>Secondary:</i> Service-oriented commercial and commercial distribution.</p>	<ul style="list-style-type: none"> ▪ Should have access to one or more major arterials, located away from populated areas. ▪ Traffic should not pass through residential areas. ▪ Uses should be developed attractively with landscaping and buffering along key entry corridors to the community. ▪ Development should minimize environmental impacts, including noise. Storage, loading, and work operations should be screened from view along all industrial area boundaries (when adjacent to non-industrial uses), and along all public streets.
Planned Unit Development	<p><i>Primary:</i> Mixed uses with focus on recreation and lodging</p>	<ul style="list-style-type: none"> ▪ Site-specific approvals. ▪ Based on a specific recreational amenity. May contain employee housing. ▪ Very limited expansion potential.

Public / Institutional / Open Lands Classifications		
<p>Public Services / Institutional</p>	<p><i>Primary:</i> Public service buildings: (e.g., Schools, hospitals, places of worship and government offices). Also facilities needed for essential public services (e.g., water and wastewater treatment facilities, electrical substations).</p> <p><i>Secondary:</i> n/a</p>	<ul style="list-style-type: none"> ▪ Located throughout the community plan area. ▪ Future uses not designated on the Future Land Use Plan. ▪ Includes public and semi-public uses provided by the city, county, or by quasi-public organizations.
<p>Open Lands / Recreation</p>	<p><i>Primary:</i> Parks, golf courses, natural open space and public and private greenbelts along drainageways.</p> <p><i>Secondary:</i> n/a</p>	<ul style="list-style-type: none"> ▪ Located throughout the community plan area. ▪ Future uses not designated on the Future Land Use Plan. ▪ Lands are both public and private. ▪ Held for active and passive recreation, as well as for conservation purposes; for example, land may have a permanent conservation easement. ▪ Lands are generally not developed, except to provide for recreation uses or agriculture.

Chapter 4: Growth Management

Growth Management Vision

The Steamboat Springs community will use innovative growth management that encourages economic stability in a diverse social community while preserving our natural, historic and visual values.

Background and Intent

The 2003 Steamboat Springs Community Survey respondents identified Growth Management as a “top-five” priority issue, with more than 72 percent indicating that growth management is “very important.” Generally residents would like to see the city do more to manage growth and its impacts.

While the 1995 Plan did not include a Growth Management element, it did address growth management through the establishment of an Urban Growth Boundary (UGB) that proposes to direct growth and development within the boundary (note: in the 1995 Plan, this is called the “Urban Boundary”). The community has also taken a number of actions since the adoption of the 1995 Plan to strengthen its approach to growth management, including the following:

- Land Preservation Subdivisions (County);
- Revised Community Development Code (City);
- Intergovernmental Agreement addressing growth issues (City and County);
- Excise Tax Ordinance (City);
- West of Steamboat Springs Plan (City and County);
- Mountain Town Sub-Area Plan (City); and
- Purchase of Development Rights Program (County).

To be effective, growth management requires a comprehensive and balanced approach and mix of tools. Tools that are available to a community include five potential approaches: (1) manage rate/timing, (2) manage location, (3) manage amount and density, (4) manage cost, and (5) manage the quality of development. The next few sections briefly review the community’s approach to each of these five potential growth management tools:

(1) Rate/Timing - During the initial stages of preparation of the Community Area Plan Update, the Growth Management Working Group did not reach consensus on a recommendation for managing the community’s rate of growth. During review of the draft Area Plan Update, this topic was discussed at length by City and County Planning Commission members, City Council, and the Board of County Commissioners, without a



What is Growth?

Growth means development and/or an increase in size or area of a community over time.

What is Urban Growth?

Growth with physical characteristics and land uses typically associated with more densely populated areas, such as paved streets; curb, gutter, and sidewalks; public water and sewer; storm drainage infrastructure; and high levels of police and fire protection services.

What is Growth Management?

Government programs intended to influence the rate, amount, type, location, and/or quality of future development within a jurisdiction.

What is an Urban Growth Boundary?

A line on a map that is used to mark the separation of land suitable for urban development from rural land, and within which urban development should be encouraged and contained and outside of which urban development should not occur.

clear consensus for direction. For these reasons, the Area Plan Update does not include recommendations for actions to be taken at this time to manage the rate of growth, and focuses its efforts instead on the appropriate types and patterns of land uses; the balance among uses; and the ultimate character and form of the community. City and County elected officials have agreed to jointly appoint a Growth Management Advisory Group, to engage the public in developing a recommendation for additional growth management measures to be considered, including controls on the rate of growth through placing a limit on the number of residential building permits that are issued annually (see Strategy 2.1(b) below).

(2) Location - The city and county have already taken steps to manage the location of growth by adopting an UGB that is basically contiguous with an urban service area. They also effectively use zoning to manage the location of growth (see GM-1 above).

(3) Amount and Density - The Steamboat Springs community already manages the amount and density of growth through its Future Land Use Plan and zoning regulations. This plan includes estimates of the community's buildout population based on current policies and regulations, and includes recommendations to refine these measures as needed to achieve the community's objectives.

(4) Cost - The city has recently adopted an excise tax as a means of funding for needed facilities and services. The city and county coordinate payment of fees through development agreements. The Steamboat Springs community has opportunities to better coordinate fiscal planning for growth and development through a Capital Improvements Program (CIP), as discussed in the Capital Facilities section of this plan. Currently the city and county CIP programs are not coordinated with development proposals.

(5) Quality - The city and county both use guidelines and standards to help manage the quality of new development. This plan includes recommendations for additional resource protection standards (see Chapter 7: Natural, Scenic, and Environmentally Sensitive Areas) and design guidelines and standards (see Chapter 5: Community Design).

Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Community Design	Transportation	Natural, Scenic	Open Space, Recreation	Housing	Economic Development	Historic Preservation	Capital Facilities	Specific Planning Areas
Urban Growth Boundary	✗	✗								✗
Infill and redevelopment	✗	✗	✗							✗
Adequate public facilities			✗						✗	
Level of Service									✗	
Capital Improvements Plan									✗	
Funding/ Financing									✗	

Growth Management Goals and Policies

Goal GM-1: Steamboat Springs will have a compact land use pattern within a well-defined boundary.

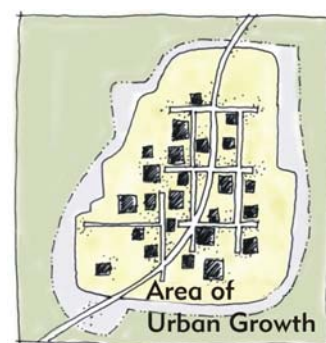
Rationale

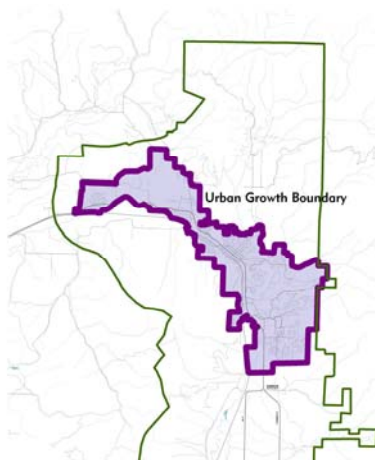
The Steamboat Springs area has a relatively finite amount of developable private land that can be served by utilities and public facilities and services. A compact land use pattern shapes growth in a manner that preserves the region's natural environment, livability, and sense of community. The Future Land Use Plan includes an Urban Growth Boundary (UGB) that identifies lands that are currently most appropriate for compact, urban development. The UGB includes both the existing urban area and the West of Steamboat Springs area.

By directing growth to well-defined contiguous areas, the community can efficiently serve development, protect open lands and natural resources; deliver public facilities and services more effectively; provide a greater range of options for housing types in neighborhoods and in more areas of the region; and make available a diverse range of transportation choices.

Policy GM-1.1: Maintain the Urban Growth Boundary, and review it periodically to ensure that it can meet the region's needs.

Urban growth boundaries bring certainty to the issue of which lands will be





developed and which lands will be kept open or in rural use. The UGB for the Steamboat Springs area represents the demarcation between those areas where future development of urban density is deemed appropriate or inappropriate. Areas within the UGB will be required to develop in an urban fashion and to annex to the City prior to or at the time of development, assuming that annexation criteria can be met (see Strategy GM-1.2(b), below). Outside of the UGB, the county will only permit rural development patterns and the city will discourage annexation.

While the UGB is not intended to be permanent, it is intended to reflect a specific area that should be largely built-out before the community expands the boundary. The boundary is based on three primary criteria developed as part of the 1995 planning process, including:

- The desire to maintain a compatible character for each planning area as development occurs;
- The use of major natural or geographic features (e.g. ridges, rivers or streams) to define a boundary that could be maintained over time; and
- The ability to provide urban services (e.g., water, wastewater, police protection, and schools) cost-effectively.

Strategy GM-1.1(a): Periodically Review the Urban Growth Boundary –

The city and county should periodically review the UGB to determine if adjustments are needed to reflect changing circumstances, particularly with regard to the ability to provide urban services. This review should occur according to established criteria and procedures adopted as a part of the Implementation Program for the Plan, and may also be reviewed in conjunction with a comprehensive update of the plan.

Strategy GM-1.1(b): Use Criteria to consider UGB Amendments - The following criteria shall apply when the city and county evaluate a proposed amendment to the Urban Growth Boundary:

1. **Policy compatibility** - that the proposed amendment is consistent with goals and policies contained in the Community Area Plan;
2. **Fiscal Impacts** - that the proposed amendment has a positive fiscal benefit to the community;
3. **Reasonable Accommodation** - that the proposed activity cannot be accommodated on lands within the existing Urban Growth Boundary;
4. **Land suitability** - that the land proposed for inclusion in the UGB contains no sensitive environmental resources or hazard constraints that make the area unsuitable for its proposed use;
5. **Logical change to the UGB** - that the amendment is a logical change to the Urban Growth Boundary. Factors to be considered include an efficient increment for extending urban services, a desirable urban edge, a change that is contiguous to existing developed areas of the city, and a location that contributes to the desired compact urban form of the city.

Policy GM-1.2: Urban development will be required to locate within the UGB.

To ensure that all urban development can be provided with adequate public facilities and services, it is the policy of this plan that all urban land uses shall be located within the UGB, within the city's corporate boundary limits. The plan encourages urban land uses to locate only within incorporated areas to obtain city services, utilities, and fire protection. The city shall consider the annexation of land into the city limits when the annexation of such property is consistent with the goals and policies of this plan.

Strategy GM-1.2(a): Continue to Manage Urban Development Through Zoning

– The city and county should continue to manage the location of urban development by restricting all rezoning of land for urban uses to those areas within the UGB where the full range of infrastructure and services can be provided.

Strategy GM-1.2(b): Use Criteria to Evaluate Annexation Proposals

The following criteria shall apply when the city evaluates a proposed annexation:

1. **Utility Service Area** - The property must be within the City's utility service area with proven feasibility of extending water and sewer service to the parcel.
2. **Adequate Facilities and Services** - The property could be adequately served by City police, fire and road maintenance via a road system which would meet City standards.
3. **Construction of Public Improvements** - All public improvements, off-site as well as on-site, necessary to serve the density of the annexed area shall be constructed and financed in accordance with City standards and policy.
4. **Fiscal Impacts** - As determined by the City, actual financial impact on the community for providing police, fire and road maintenance and other public improvements that would have to be funded by the community would be judged as to whether or not the tax base or overall benefit coming to the community would offset those necessary costs, as measured over time and not just at initial development.
5. **Plan Support** - Annexation proposals must be supported by the goals, policies, and strategies of this Plan.

Strategy GM-1.2(c): Consider Annexation of Existing Urbanized Areas

– The city and county shall develop a list of existing urbanized areas that are not within the city, but are adjacent to the city limits and already have city services. The city and county will review these properties and decide if annexation should be pursued.



Multi-family residential (Denver, CO Example)

Policy GM-1.3: Infill development and redevelopment will be promoted in targeted areas.

If properly designed, infill development and redevelopment can serve an important role in achieving quality, mixed-use neighborhoods. The plan promotes infill development within the city limits, in preference to development of outlying areas adjacent to the city. Development of infill areas in the city shall occur in a manner that is in character and context with existing, surrounding development. In some instances, sensitively designed, high quality infill development can help stabilize and revitalize existing older neighborhoods. (See Chapter 3, *Land Use* of this plan for additional infill/redevelopment policies.)

Strategy GM-1.3(a): Target Public Investments to Preferred Infill and Redevelopment Areas - Adopt CIP and local services policies that target infrastructure improvements to preferred infill development and redevelopment areas. These improvements may include street improvements, utility upgrades, transit improvements, and pedestrian amenities such as sidewalks, benches, and lighting.

Strategy GM-1.3(b): Evaluate Regulations that Affect Infill and Redevelopment – Building code and zoning regulations can constrain infill and redevelopment through regulations (e.g., excessive parking requirements, setbacks, lot coverage, “one-size-fits-all” level of service standards). The city should consider conducting an “audit” of its development regulations to ensure that they do not create unintended restrictions for infill and redevelopment projects.

Goal GM-2: The city and county will develop and implement a comprehensive mix of growth management tools.

Rationale

No single tool can accomplish all of the city and county’s growth management objectives. To be effective, growth management requires a comprehensive and balanced approach and mix of tools. The policies outlined below contain a mix of tools that focus on ensuring that growth only occurs where services can be provided in a cost-effective manner. A plan monitoring program is also encouraged to establish a mechanism for tracking the effectiveness of growth management tools and policies.

Policy GM-2.1: Monitor growth and the effectiveness of our tools to manage the impacts of growth.

Regular monitoring and evaluation of actual experience and trends in meeting the goals of the Plan will lead to an improved ability to project future conditions. The city and county should develop a program of performance indicators to monitor growth and the effectiveness of the tools used to manage growth to determine if changes or adjustments are needed.



Strategy GM-2.1(a): Develop a Plan Monitoring System/Indicators –

The city and county should develop and monitor a limited number of performance indicators on a regular basis and over an extended period of time, to evaluate the performance of the growth management approaches. Recommended performance indicators to be monitored may include:

1. **Rate of Population Growth;**
2. **Jobs-To-Housing Ratio;** and
3. **Level-of-Service for Infrastructure and Facilities.**

The existing condition, or a baseline, should be established for each of the performance indicators, to serve as a benchmark against which future trends can be tracked. For **Indicator #1, Rate of Population Growth**, it is recommended that some benchmark be set for average annual population increase. This can be tracked by utilizing the *Routt County Regional Building Department Year End Stats Report*. For **Indicator #2, Jobs-to-Housing Ratio**, it is recommended that a ratio be established as the benchmark (based on GIS analysis of existing land uses in the city). This can be tracked on an ongoing basis using the *Colorado Department of Labor and Employment Labor Force ES202 Employment Data reports*. This data is available by county, but can be disaggregated by zip code to correlate to the city boundary. **Indicator #3, Level-of-Service for Infrastructure and Facilities**, cannot be established until level-of-service standards are set, in accordance with the recommendations contained in Policy CFS 1.2 of this Plan.

If the indicators show trends that are inconsistent with this plan's goals and policies, the city and county should initiate a review process to determine if the condition needs to be addressed through changes in policy, regulations, or programs.

Strategy GM-2.1(b): – Appoint a Growth Management Advisory

Group - The City Council and Board of County Commissioners shall appoint an advisory group no later than six (6) months from adoption of this plan, to study and provide recommendations on additional growth management measures to be considered to address the rate of growth and resultant impacts on the community. The Growth Management Advisory Group should consist of a broad representation of community members and through its efforts, shall engage the community in a public process to discuss options. Within a period of six months following their appointment, the Growth Management Advisory Group shall seek to develop a consensus recommendation to city and county elected officials.

Policy GM-2.2: Development will only be allowed in areas where it can be adequately served by critical public facilities and services.

Adequate facilities and services must be available before the city and county approve new development. The requirement for concurrency of public facilities and utility services is considered to be met when adequate services and facilities exist or are planned for, with financial commitments



in place, at the time the development is ready for occupancy and use. In the case of water and wastewater facilities, the actual improvements must be constructed and in place at the time of occupancy and use. For other facilities and services, a financial commitment as part of an approved Capital Improvements Plan must in place at the time of development approval. All facilities and services must be in place within the time frame of the adopted CIP. (See Policy CFS 1.5 in Chapter 12, Capital Facilities.)

Policy GM-2.3: Development will pay its fair share of the cost to provide needed facilities and services.

The city and county will have an efficient and fair system of fees and requirements that assesses the costs and benefits of public facilities and services, the need for which is generated by new development. Determining what a development's fair share is can be complex. Public improvements may be necessary to serve demands from existing development, demands from a specific new development, cumulative demands from all new development, or combinations of all three. Toward this end, this policy identifies the need to bring the regulations regarding public improvement responsibilities and reimbursements into as clear and predictable a process as possible.

Strategy GM-2.3(a): Continue to Adopt a Capital Improvements Plan–

An ongoing, predictable capital improvements program will provide a solid basis for requiring development approvals to be contingent on the capacity of existing and planned facilities to support growth (see Policy CF 1.4 in Chapter 12, Capital Facilities).

Strategy GM-2.3(b): Implement a Concurrency Management System–

Implement a system designed to ensure that adequate public facilities and services needed to support development and protect the environment are available when the service demands of development occur. This should include periodic evaluation of service levels and land use trends to anticipate demand for service and determine needed improvements to be addressed in Capital Improvement Plans, Annual Capital Budget, and all associated capital facilities documents to ensure that financial planning remains sufficiently ahead of the present for concurrency to be evaluated.

Strategy GM-2.3(c): Develop Mechanisms to Finance Necessary Public Services –

Consider imposing financial requirements on new development through such mechanisms as development fees, in lieu fees, facility construction, dedication, privatization and others, in order to offset the impacts of new development.

Policy GM-2.4: New development should not cause a reduction in the level or quality of services offered to taxpayers and residents.

The city and county will ensure that new development does not result in reduced level of service standards as new development occurs, unless mitigation is provided to offset this impact on existing services. This approach is necessary to perpetuate a high quality of life for existing residents as well as for new ones (Refer to CF-1.2(a)).

Chapter 5: Community Design and Image

Community Design Vision:

Our community will encourage community design that promotes historical, environmental, recreational, and family values through preserving community and neighborhood character and managed growth.

Background and Intent

The Steamboat Springs area is attractive and uniquely identifiable due to its spectacular natural setting. The strong sense of community character and image is apparent within the neighborhoods of Steamboat Springs. The community and neighborhood image is not only supported through the development of high quality community-oriented public places, such as parks and civic buildings, but also through events like Art in the Park and the Nordic Combined World Cup.

In recent surveys, residents have voiced strong support for maintaining community character. The community is concerned that as it grows, this sense of place and small town character may be disrupted if new design is not managed.

Thoughtful design and enhancement of the community's civic buildings, public and private places, gateways, and streets can continue to strengthen the community's image and identity. Well-placed enhancements such as landscaping and community signs, concentrated along streets and city gateways also convey a positive visual image and identity.

The 1995 Plan did not include a separate community design chapter, but the plan defines the six distinct planning areas and policies to "preserve a sense of community." The plan also incorporated a number of design policies into the land use chapter, many of which are carried forward in this update. In addition, the community has adopted several subarea plans recently, including the West of Steamboat Springs Area Plan (WSSAP) and the Mountain Town Sub-Area Plan, that incorporate principles for site planning, architectural design, density, pedestrian connections, and other design issues. However, these plans, since they are focused on specific subareas, do not address community design in a comprehensive way.

This chapter provides direction for the quality of development, incorporating principles from the subarea plans; however specific design issues unique to the planning areas are addressed in Chapter 13, Specific Planning Areas.



Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Growth Management	Transportation	Natural, Scenic	Open Space, Recreation	Housing	Economic Development	Historic Preservation	Capital Facilities	Specific Planning Areas
MAJOR THEMES IN THIS CHAPTER										
Neighborhood planning	✗									✗
Site planning and building design	✗					✗		✗		✗
Infill and redevelopment	✗	✗				✗		✗		
Traditional neighborhood planning	✗					✗				✗
Historic Preservation	✗					✗				✗
Rural character	✗	✗					✗	✗		✗
Design of gateways, corridors, and public spaces		✗		✗			✗			✗

Community Design and Image Goals and Policies

Goal CD-1: Our community will preserve its small town character and the image of neighborhoods and the community.

Rationale

What feelings and qualities do residents desire when talking about small town character?

- ❑ A sense of place—be it Old Town; Fish Creek; Mountain View; or other defined neighborhoods;
- ❑ Community events like Art in the Park and 4th of July festivities;
- ❑ Friendliness—a chance and place to interact with other residents;
- ❑ Churches and Schools—places and organizations that help connect individuals and families to the larger community;
- ❑ Civic Involvement;
- ❑ High levels of home ownership in neighborhoods; and
- ❑ Maintaining a continuation of traditional development patterns in new neighborhoods.

Some of these aspects are a result of design, and others are a function of community activities or programs. This section of the plan focuses on the design aspects of community, particularly those that can be influenced and shaped by planning and development activities.

The community has already adopted a number of measures to help preserve small town character in its various planning and regulatory documents. Therefore, the approaches to improve community design generally build on and refine some of the tools already in use.

Policy CD-1.1: Support neighborhood-based planning.

As the community continues to grow, the smaller neighborhoods within are important to maintaining a sense of place. Communities small and large see neighborhood planning as a way to reinforce community well-being and an effective method to engage residents in a more “grass roots” planning process, as well as a way to identify and target specific local improvement projects. Specific neighborhoods that may wish to plan include:

- Old Town;
- Brooklyn;
- Fairview;
- Riverside;
- Fish Creek Area;



- Base Area.

Strategy CD-1.1(a): Establish a Neighborhood Planning Program – Provide staff resources and financial support in the form of small grants to assist neighborhoods in the community that wish to improve physical infrastructure, resolve problems at a grass roots level, and improve their identity.

Strategy CD-1.1(b) – Develop Design Standards for Neighborhoods – Consider developing neighborhood-specific design standards and neighborhood review procedures, if so desired at the neighborhood level.

Policy CD-1.2: Continue to strengthen community outreach programs.

Members of the community value opportunities to get involved with local government affairs and voice opinions on issues, as demonstrated through the level of support in the SSACP efforts of the past and present. The city and county have traditionally involved community members in planning and other important community activities, and should continue to explore ways to share information and hear feedback.

Strategy CD-1.2(a): Continue to Provide Outreach for Planning Efforts – Continue to provide outreach for all planning efforts, as well as internet resources, and community contact databases.

Policy CD-1.3: Continue to support community cultural and arts programs.

A wide variety of activities and programs are important to residents and to visitors. The community wants to continue a high level of support for and venues for arts and cultural programs.

Strategy CD-1.3(a): Update and Expand Master Plan of Culture and Livability – Continue to update and expand the Master Plan of Culture and Livability. Such a plan allows the community to agree and build commitment to prioritize programs. The plan helps to identify whom to serve and how to allocate scarce resources to accomplish established goals.

Strategy CD-1.3(b): Expand Cultural Arts Funding - Investigate expanding the arts programs using innovative funding programs; for example, where artists and participants help to pay for programs through a portion of proceeds, and targeted grant opportunities.

Strategy CD-1.3(c): Strengthen Partnerships for the Arts - Build and strengthen partnerships with community businesses and non-profit organizations to support cultural arts events and programs.

Strategy CD-1.3(d): Investigate Potential for Establishing a Public Arts Program – Investigate opportunities for a public arts program that establishes sites for art in public places and buildings.



Policy CD-1.4: Encourage high quality site planning and building design.

It is important to maintain and reinforce development quality, particularly in the built-up urban core of the community. New development should convey a positive image for the community—particularly through high quality design of residential and commercial buildings and resort accommodations. Each new project should be well designed and attractive, and should complement surrounding land uses and existing neighborhood character. The city and county will adopt and implement more specific standards for high-quality site planning and building design of residential, commercial, and activity nodes. Standards should address transitions or setbacks between different land uses, landscaping, quality of architecture and building materials, and pedestrian amenities.

Strategy CD-1.4(a): Assess Design Standards - In 2001, the city adopted design standards. These current standards in the code, while having more influence than guidelines, do not tend to promote the level of design quality desired by the community because they are too generic. Assess whether the standards address design issues adequately, especially for landscaping, pedestrian-oriented site planning, visual impacts of lighting, historic preservation, parking lot design, and other outdoor areas.

Strategy CD-1.4(b): Assess Site Planning Standards – Assess, amend, and strengthen the site planning standards for new development so that streets, outdoor public spaces, and public buildings are arranged in a way that provides pedestrian and street connections, provides solar orientation for buildings, preserves views, and respects natural features and landforms.

Strategy CD-1.4(c): Assess Residential Design Standards for New Development - Assess the existing multi-family residential design standards to see if they are having the intended effect on design quality. Amend the code to raise the minimum standards for all multi-family residential design. Residential design standards should address design issues for multi-family development projects such as lot size, mix of models, appearance and location of garages relative to front elevation, façade features (e.g., emphasis on front door), building materials, massing, scale, and setbacks.

Strategy CD-1.4(d): Assess Commercial Design Standards - assess the existing commercial design standards to see if they are having the intended effect on design quality.

Strategy CD-1.4(e): Develop “Big Box” Design Standards – Amend the code to include “big box” design standards that would apply to all new retail uses that are larger than 12,000 square feet.



Site planning standards require pedestrian connections (Longmont, CO Example)

How Big Are Retail Uses in Steamboat Springs?

City Market – 52,500 square feet

Wal-Mart – 55,000 square feet

Safeway – 45,600 square feet

Soda Creek Mercantile – 9,000 square feet



Large Retail - “Big Box” Design Principles:

New large retail development in Steamboat Springs that depends on high visibility from major public streets should incorporate the following principles:

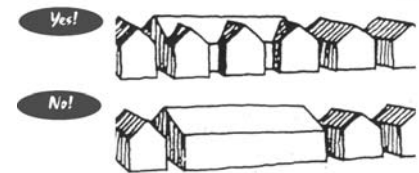
- **Use historic 25 or 50 foot building module** to match the scale of historic buildings.
- **Facades/Exterior walls** that are articulated to reduce the scale and the uniform appearances of large retail buildings (e.g., horizontal facades greater than 100 feet should incorporate wall plane projections or recesses).
- **Roof lines** should have variations to reduce the scale of buildings and complement the character of adjoining neighborhoods (e.g., roofs should include the following features: parapets to conceal rooftop equipment, overhang eaves, and slopes).
- **Materials** should be high quality and durable (e.g., wood, sandstone, native stone, tinted, textured, concrete masonry units).
- **Colors** should be low reflectance, subtle, neutral, or earth tone, except for building trim, which may be brighter colors.
- **Entrances** should be clearly defined to orient customers and give character to the building. Each principal entrance should have clearly defined entrances with features such as canopies, overhangs, arches or peaked roof forms. Entrances should be located closest to the off-street parking and in the center of the site
- **Parking areas** should provide safe, convenient, and efficient access. Parking should be distributed around buildings, to shorten the distance to the building and reduce the scale of the paved surface. (e.g., no more than 30% of the off-street parking should be located between the front façade and the primary abutting street).
- **Pedestrian access** should be provided along all sides of the lot that abut a public street and should link the public sidewalks with the customer entrances.
- **Rear and sides of the building** should be set back from the property line and screened.
- **All four sides of the building shall receive equal architectural treatment** to avoid the appearance of the “backside” of a building.

Policy CD-1.5: Infill and redevelopment projects shall be compatible with the context of existing neighborhoods and development.

Infill and redevelopment projects should be contextually appropriate to the neighborhood in which they will occur. Context refers to the natural and manmade features adjoining a development site; it does not imply a certain style. Scale, massing, materials, and texture of infill and redevelopment buildings should be designed in a manner that is similar or complementary to the context of the existing area in which they are to be located.

Strategy CD-1.5(a): Develop Residential Infill Standards - Amend the code to add residential infill standards to address contextual issues, including massing, scale, and setbacks. The Guidelines for New Construction contained in the Historic Preservation Design Guidelines may be an appropriate starting point, provided that they are converted to standards rather than guidelines.

Strategy CD-1.5(b): Establish Maximum Size Limits for Residential Structures - Establish maximum size limits for new residential structures and expansion of existing residential structures.



Policy CD-1.6: Promote health and human service programs that strengthen and support individuals, families, and neighborhoods.

This policy recognizes the important role that health and human service factors (social, cultural, and educational) have on the physical development and quality of life in the community. The Steamboat Springs community recognizes that its residents are its most valuable resource, and that their well-being affects the prosperity of the region as a whole. The current system for providing human services involves public, private, and nonprofit agencies and organizations. The demand for human services has grown considerably with economic and social trends, and often exceeds the available resources to provide these services. Thus, it is critical to integrate considerations about access to health and human services in our community—such services as child care, senior services, youth programs, health clinics, and more—as part of the overall community planning process.

Strategy CD-1.6(a): Prepare a Health and Human Services Plan – Preparing a Health and Human Services Plan can allow the community to agree on and build commitments to prioritize programs to meet the needs of its citizens. As part of these efforts, it is critical to consider where and how services are to be located, and how they can reach residents in need.

Goal CD-2: New neighborhoods will help project a positive image for our community, and will incorporate mixed-use development principles and open space.

Rationale

The major new planned development area in the community will be the West Steamboat Springs planning area. The 1999 West of Steamboat Springs Area Plan (WSSAP) includes discussion of future land uses and “potential development pods” (neighborhoods), general distribution of densities in neighborhoods, a description of the Village Center, and principles for traditional neighborhood design and development. The WSSAP also includes a design guidelines section that addresses street pattern, lot sizes, building massing, lot layout, and landscaping. The following policies are consistent with the WSSAP.

This plan incorporates the principles from the WSSAP plan to



Traditional neighborhood design with pedestrian access (Stapleton, CO Example)

ensure that all new urban neighborhoods and developments respect some basic design principles, so a unified site planning and general design pattern language is apparent throughout the developed parts of the community—even while the unique architectural character of different districts continues to flourish.

Policy CD-2.1: Create identifiable neighborhoods with unique design elements.

Each new neighborhood or district should include a mix of design elements that will reinforce the community’s character and traditional land use patterns.



Traditional neighborhood (Longmont, CO Example)

Traditional Neighborhood Planning Principles:

New neighborhoods in Steamboat Springs should incorporate the following Traditional Neighborhood Planning principles, as set forth in the WSSAP. A new neighborhood should:

- Include a focal point that provides neighborhood commercial or civic services, or incorporate a community gathering space (e.g., a park or open space);
- Contain grid-like internally and externally connected streets and sidewalks;
- Contain a mix of lot sizes and housing types,
- Include a mix of land uses;
- Include buildings and outdoor spaces designed at a scale that is appropriate for pedestrians;
- Include open space and recreation amenities;
- Contain buildings that are architecturally interesting and varied; and
- Be designed in harmony with natural landscape and terrain and conserve and incorporate natural features, such as streams or unique geologic features, when possible.

Strategy CD-2.1(a): Codify Traditional Neighborhood Design Principles. Revise the code to allow for and promote traditional neighborhood design principles as described above.

Policy CD-2.2: Create a functional mix of uses in new neighborhoods and development areas.

New neighborhoods should contain a mix of uses and residential densities, so that residents are able to choose from a variety of housing types and obtain some services within the neighborhood. Planned land uses in West of Steamboat Springs include a mix of uses and residential densities surrounding the village center, so that community services and non-residential retail and employment areas are interrelated and accessible to residences.



Policy CD-2.3: Incorporate natural features in new development areas and orient structures to maximize energy efficiency and water conservation.

A connection and blending with the natural environment is part of what makes new neighborhoods identifiable and interesting. Development patterns should work around and conserve the natural patterns of streams,

ridgelines and topography, riparian areas, and wildlife habitat areas whenever possible. The community should promote water conservation and use of compatible native or xeric landscape planting in new developments.

Strategy CD-2.3(a): Develop Natural Area Standards – Strengthen standards to protect natural areas and features, such as streams and wetlands (See Natural, Scenic, and Environmentally Sensitive Areas Chapter).

Strategy CD-2.3(b): Establish Xeriscape Incentives (or Requirements) – Revise the codes to require drought tolerate and xeriscape plantings. Consider providing rebates to property owners who convert older landscapes to conserve water.



Goal CD-3: Our community will maintain its rural heritage and open landscape by limiting development outside the urban growth boundary and encouraging site planning and design that fits the rural character.

Rationale

Outside of Steamboat Springs, most of the study area is rural and agricultural; however, the contemporary development trend of large lot residential has made its mark in the valley—altering the once predominantly ranch landscape to become homes for thousands of new residents. New development will continue to occur in the rural areas of the county, particularly in South Steamboat Springs and Strawberry Park, although the Urban Growth Boundary demarks the centralized area where higher density developments with urban services will occur. Throughout the plan process, the community has expressed interest in maintaining the rural landscape and helping to support viable ranching to the extent possible. To achieve these aims It will be important for new development to occur in a way that does not preclude further rural economic development of the area for agriculture or agriculture/rural-support activities, or detract from the rural image.



Policy CD-3.1: Maintain the rural landscape outside of the City of Steamboat Springs.

Maintaining the rural zoning pattern outside the city helps to retain the rural landscape and prevent urban development from leapfrogging into rural areas.

Strategy CD-3.1(a): Maintain Rural Zoning – Maintain the rural zoning classifications for lands outside the UGB.

Policy CD-3.2: Rural residential development should be compatible with the rural landscape.

The County has adopted design guidelines for cluster development and should consider creation of guidelines for large lot development to include rural design elements. The County has adopted low volume road standards for cluster development and large lot subdivisions.



Rural development (Larimer County, CO Example)

Rural Design Planning Principles:

The following principles are appropriate for rural areas outside the Urban Growth Boundary:

- Locate buildings at the toe of slopes and edges of meadows to allow for natural windbreaks and shelter;
- Minimize cut and fill for roads;
- Salvage and replant native plants whenever possible and use a native plant palette for landscaping;
- Protect significant geological features such as rock outcroppings;
- Ensure that new development respects and complements existing agricultural activities through the use of appropriate fencing, setbacks, and overall placement of structures;
- Incorporate wildlife-friendly fencing in accordance with Department of Wildlife standards;
- Design buildings that mimic the profiles of the natural landscapes and that reflect on the architectural heritage of the area;
- Limit the size of new buildings relative to their lot size; and
- Lighting should be downcast and opaquely shielded.

Strategy CD-3.2(a): Develop Rural Design Guidelines - Develop a set of rural design guidelines, in accordance with the principles above, for new residential developments in rural areas that would be distributed to all residential development in the rural areas (including 35 acre development through the building permit process).

Policy CD-3.3: Encourage use of the County's Land Preservation Subdivision (LPS) Exemption Process.

Routt County has a voluntary land preservation subdivision process that allows clustering of residential development in the county's agricultural/forestry areas. The county will continue to encourage landowners to use this program as an alternative to large lot subdivision and to integrate new development with historic agricultural operations and to protect natural areas.

Strategy CD-3.3(a): Continue to Monitor the County's LPS Process – Continue to monitor Routt County's Land Preservation Subdivision Process to see if incentives are working, or if new incentives could be more effective.

Policy CD-3.4: Support community agriculture and a rural way of life.

Investigate additional programs to support the rural economy and expand local agricultural markets.

Strategy CD-3.4(a): Continue to Work with Private/Public Partners to Support Agriculture- Continue to work with organizations that promote Community Supported Agriculture (which connects local ranchers with local consumers), provide greater opportunities and support for farmers markets, support procurement of locally produced foods and services, and promote local agricultural products. Additionally, continue to distribute the Colorado State University Extension’s “Guide to Rural Living.”



Farmer’s Market (Santa Fe, NM)

Goal CD-4: Our community will maintain and improve the appearance of its corridors and gateways and will continue to have vibrant public spaces.

Rationale

Corridors through the community and the entryway points “or gateways” are the first and last impression of Steamboat Springs, so maintaining a high quality and appearance of these places is important. In addition, the public realm in the city—streets, civic buildings, and other public spaces—should reflect a unique and positive image of which residents are proud and that continues to attract visitors—contributing to the economic well-being of the community. The most important elements in the public realm are street design and appearance, landscaping, trails and open space, and other amenities in public rights-of-way. The spaces between buildings (e.g., plazas, parks, and yards) are also important design considerations.

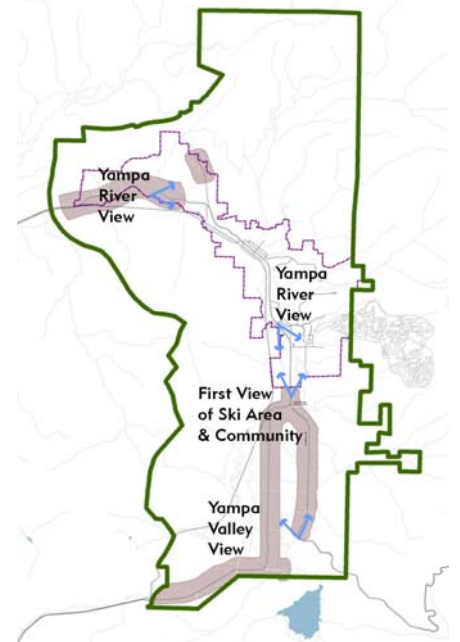
Policy CD-4.1: Major highways and arterials shall maintain a high quality of design.

The right-of-way and adjacent land uses along major corridors within the Urban Growth Boundary should be designed to project a positive image of Steamboat Springs and the valley. The following corridors are high priority for design:

- US Highway 40; and
- Cty Rd 129.

Strategy CD-4.1(a): Plan Street Improvements - The city and county should work with other stakeholders, including the Colorado Department of Transportation and adjacent landowners, to plan street improvements. Streets should be designed with equal conservation of visual character and safety, including consideration of landscaping, safe pedestrian crossings, unified approaches to sidewalks, trails, lighting, signs, setbacks, type and color of paving materials, and screening of parking and service areas.

Strategy CD-4.1(b): Establish Corridor Overlay Districts - Overlay districts can be used to plan for a street theme and encourage new improvements along highways or arterials that are consistent with a street theme. The city and county should develop overlay districts for the highway corridors that would address development in the visually sensitive foreground areas, as depicted on the Visual Sensitivity map.



Strategy CD-4.1(c): Establish Corridor Setback Standards - Work with landowners to conserve open space through setbacks and rural design principles, as discussed above.

Policy CD-4.2: Protect Scenic Corridors and the community's key gateways.

Along US 40 and SH 131, the scenic qualities of the area are associated with a wide variety of panoramic vistas, rather than specific views to a fixed background area. Along the rural parts of these corridors, development should occur in patterns that minimize visual impacts from the roadway and maintain the visual appearance of these corridors. The gateways to the community presently convey a positive image because of their vast openness and distinct separation of urban and rural areas. The community would like to maintain the image of these major gateways, including:



- West of Steamboat Springs gateway before the US 40/Highway 129 intersection (the curve);
- North Steamboat Springs gateway, north of the airport; and
- South Steamboat Springs gateway (US 40 and SH 131), south of the Haymaker golf course (see also Goal SPA-6).

Strategy CD-4.2(a): Seek and Apply for Gateway Funding - Seek and apply for additional sources of funding to improve gateways and streetscapes into the community, such as grants (e.g., TEA-21 Enhancement funds).



Strategy CD-4.2(b): Acquire Key "Gateway" Open Space Lands as Funding Allows – Depending on available funds, acquire key open space lands that lie within the gateways or views to the community.

Strategy CD-4.2(c): Encourage Use of Clustering and TDRs to Conserve Gateways – Encourage the use of clustering and/or transfer of density as a means of achieving rural land preservation in gateway areas.

Policy CD-4.3: Public buildings and public outdoor spaces shall continue to be built to a high design standard.

The community gathers together in the public realm—parks, streets, post office buildings. These places will continue to be important in the community. New public buildings should be well located to serve the public, should be attractive, and should provide public amenities such as outdoor gathering spaces.



Strategy CD-4.3(a): Design Civic Facilities to be "Models of Good Development" - Civic facilities, such as community buildings, government offices, recreation centers, post offices, libraries, and schools, shall be placed in central locations as highly visible focal points. The urban design and architectural quality shall express quality design, permanence, importance, community identity, and sensitivity to climate.

Strategy CD-4.3(b): Focus Improvements in Key Community Locations

– Target limited funds and resources for public improvements funding to key locations in the community that will help foster infill and redevelopment and other public objectives, and promote further private investment. For example, downtown and the ski base have been identified as high priorities.

Policy CD-4.4: New commercial development shall incorporate high quality public spaces.

Future buildings should be designed to provide public amenities, particularly public gathering spaces.

Strategy CD-4.4(a): Develop Public Space Design Standards - To ensure that the quality of public spaces continues to be high as new development occurs, the city and county should consider developing design standards that include a minimum percentage requirement for outdoor public places that will highlight the importance of these spaces as they are developed anew or redeveloped.

THIS PAGE BLANK

Chapter 6: Transportation, Mobility, and Circulation

Transportation Vision

The Steamboat Springs community will solve traffic congestion problems by implementing an efficient and environmentally acceptable multi-modal transportation system.



Background and Intent

The 1995 Steamboat Springs Area Community Plan (City of Steamboat Springs and Routt County, 1995) provided a framework for shaping the future of the city and surrounding areas. It also provided direction on addressing the transportation issues confronting the area. A detailed set of recommendations was prepared and the community has been acting on their implementation for the past seven years.

The following background information is located after the Goals and Policies section of this chapter:

- Related Transportation Plans and Studies
- Future Transportation System, including:
 - Pedestrian and Bicycle Systems Plan
 - Transit System Plan
 - Roadway Functional Classification System
 - Roadway Capacity and Operational Improvements Program

The intent of this chapter is to provide a framework for creating a balanced, integrated system which addresses the needs of a wide variety of users with a range of transportation alternatives. The relationship between visitors and transportation systems is critical in a resort environment and is a key component in creating a successful economy. As outlined above, the community has prepared many transportation studies since 1995; therefore, many of the recommendations in this chapter reflect the more recent work completed.

The goals and policies also recognize the close relationship between transportation and land use and suggest that solutions to mobility issues require a comprehensive integration of the two elements. In addition, changing land use patterns and economic relationships over the past several decades have forced a significant number of the community's employees to reside outside the core urban area.

It is also the intent of the plan to balance transportation and land use relationships to reduce congestion and minimize pollution. The recommended approach in this chapter includes not only modifying land use patterns but also developing a comprehensive set of alternative mobility

options such as:

- A quality transit system that offers frequent service and convenient connections;
- A complete system of bike routes and trails for commuter and recreational bicycle routes;
- A safe and comprehensive pedestrian circulation system;
- An integrated roadway system; and
- Convenient and consistent air transportation.

Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Community Design	Growth Management	Natural, Scenic	Open Space, Recreation	Housing	Economic Development	Historic Preservation	Capital Facilities	Specific Planning Areas
MAJOR THEMES IN THIS CHAPTER										
Pedestrian and bicycle systems	✗				✗					✗
Transit system, land use to support	✗									✗
Roadway system			✗						✗	
Capacity and operational improvements									✗	

Transportation, Mobility, and Circulation Goals and Policies

Goal T-1: The community considers transportation to be a basic utility in all land use decisions.

Rationale

Improving mobility within the urban area and throughout the valley will require changes in public sector policy and development of a strong working relationship between public and private sectors. This will require acknowledging the relationships between land use and transportation and focusing on balancing these relationships within the community and throughout the County. Considering transportation impacts when making land use decisions will help ensure that the road system and transit system will expand as the community expands, and will be able to support the region at acceptable levels of service.

Policy T-1.1: New development, including infill, shall be designed to achieve walkable communities and limit trip generation.

Higher-density mixed-use developments (residential/commercial) are effective at reducing vehicle-trips on the community road system because a significant percentage of the trips (up to 35 percent during the peak hour) remain within the development. Allowing mixed-use development on vacant infill lots within the residential areas around Steamboat Springs would help to encourage this pattern and limit the need for cross-town trips.

Strategy T-1.1(a): Encourage Mixed-Use Infill Development - Modify existing land use policies to encourage mixed-use development on vacant infill lots within residential areas (see Land Use Policies in Chapter 3).

Policy T-1.2: Land use planning and road/intersection capacity analysis shall be coordinated, and land uses modified based on road/intersection capacity issues.

Establishing a city-wide and/or county-wide level of service policy would enable the city and county to determine the effects of development traffic on the road infrastructure and require developers to help pay for capacity improvements when and where they are needed.

Strategy T-1.2(a): Develop Level of Service Standards - Establish a city and county level of service policy within the Urban Growth Boundary. The level of service policy should include provisions that require traffic studies to conduct level of service analyses at key locations throughout the community (e.g. the Lincoln Avenue bottleneck between 12th and 13th Streets, 3rd Street/Lincoln Avenue intersection, etc.), not just at the intersections nearest the development.

Policy T-1.3: Investments in transit infrastructure shall be maximized through the land use approval process.

Convenient transit stops with amenities such as bus shelters create a much more user-friendly transit system. Typically the walkable distance from a stop is measured by a ¼-mile circle around the stop. Therefore, providing stops at ¼-mile distances would create a transit system that maximizes walkable access. New development in emerging areas should incorporate stops at that frequency in their designs.

Strategy T-1.3(a): Require Investment in Bus Stops - Require developers to work with Steamboat Springs Transit to identify appropriate locations for transit stops in new development and arrange for the dedication of land, design, and/or construction of those facilities.

Policy T-1.4: New development shall incorporate transit-friendly design.

Transit-friendly design, (walkable, mixed-use, and not dominated by activities with significant automobile use) is much more effective in promoting transit use than traditional development patterns. Becoming a transit-friendly community will require changes in development patterns,



Steamboat Springs Transit buses

often in ways that is not the most convenient for automobile access. But without these changes in development philosophy, the call for transit-friendly development is likely to have to the same limited degree of influence in Steamboat Springs in the future as it has during the past decade.

Strategy T-1.4(a): Increase Densities to Support Transit - Increase land use densities for residential development in appropriate locations as designated on the Land Use Plan to encourage transit-friendly development. Enabling higher land use densities in areas adjacent to existing and proposed transit stops would further encourage the use of transit as a viable mode of travel. In general, those living within a ¼-mile radius of a stop are most willing to walk. To promote transit use, increase land use densities in areas within walkable distances to a bus stop (up to ¼-mile radius). Typically, densities should be a minimum of 7 dwelling units per acre to support bus transit, with higher densities (15-20 per acre) at transit stop activity nodes.



Strategy T-1.4(b): Develop Transit-Supportive Development Standards - Revise the development code to facilitate transit-friendly development. These may include:

- Locating buildings along the street frontage with transit stops located close to the front door;
- Establishing a range of acceptable block lengths in areas where they have not already been established, to ensure pedestrian access and connectivity;
- Specifying maximum block lengths (e.g., 660 feet);
- Require streetscape amenities such as street trees, benches, cross walks, and decorative paving to enhance the pedestrian environment; and
- Design standards to address the need for a defined street edge, reduced setbacks, the location of parking behind or to the side of buildings, appropriate building massing, and clear pedestrian routes within and between development areas and intermodal facilities.

Policy T-1.5: Implement access control improvements as development occurs.

To preserve the character and capacity of US 40 throughout the community, an overall access control plan should be developed for the highway. This plan should identify locations for future intersections with the highway in developing areas such as West of Steamboat Springs, and include such measures as frontage roads and restricted movement intersections where appropriate.

Strategy T-1.5(a): Develop an Access Control Plan for US 40 - Develop an access control plan for US 40 from the SH 131/US 40 intersection to the west side of Steamboat II. Implement access control measures such as frontage roads and combined entry points along collector and arterial roadways where appropriate.

Goal T-2: The community will support improvements to the local transportation system.

Rationale

Residents and tourists want to get to the places they want to go quickly and easily without sacrificing the unique, human-scale character of the town to the automobile. Therefore, a balance needs to be struck between endlessly expanding the transportation infrastructure as the community grows and doing nothing to the system and accepting levels of congestion typically associated with larger cities. The community has repeatedly in the past rejected large road construction projects and major bypasses, but also recognizes the importance of the balance between the need for an effective local transportation network and maintaining the existing character of the town. Therefore, rather than focus on large road construction projects and major bypasses, this plan calls for an integrated road network to promote alternate modes of travel and minor widening projects that provide additional capacity through critical areas of the system.

Interconnected Pedestrian and Bicycle System

Policy T-2.1: New development shall include an interconnected pedestrian and bicycle system.

Require construction of bike lanes, sidewalks and/or multi-use paths on or adjacent to new roadways within new developments to promote multi-modal travel.

Strategy T-2.1(a): Develop Standards for Sidewalks and Bike Lanes - Modify development standards so that roadways within developments include sidewalks and bike lanes.

Strategy T-2.1(b): Develop Standards for Multi-use Paths in New Development – Require development of multi-use paths within new developments and review subsequent development plans to ensure that connectivity is maintained through adjacent developments.

Policy T-2.2: Improve the existing trail system to promote its use as a legitimate transportation mode and explore opportunities to create effective trail/transit/shuttle networks.

Create visible connections between the trail system and the existing and future commercial areas in the community at or near existing transit stops (such as in downtown), or relocate transit stops adjacent to trail connections (such as at the US 40/Walton Creek intersection). It is important that these connections be made in close proximity to existing stop sign or signal-controlled intersections to reduce conflicts between pedestrians and vehicles when crossing US 40.



Strategy T-2.2(a): Construct Trail System/Commercial Area Connections - Construct visible connections between the trail system and commercial areas. Establishing these connections would facilitate use of the core trail and other nonmotorized facilities by downtown

employees and customers as a legitimate alternative to driving. While it is recognized that some downtown trips will always require a vehicle, shifting some work, shopping, and social trips to nonmotorized modes will help minimize the need for road capacity improvements throughout the community.

Strategy T-2.2(b): Construct Pedestrian Improvements/Curb Bulbs - Provide curb bulbs for pedestrians at signalized intersections and relocate downtown bus stops to downstream locations with in-lane stops. Curb bulbs would minimize pedestrian crossing distances, which reduces the amount of green time required for the side streets downtown. This would improve traffic flow on Lincoln Avenue for vehicles and transit. Downstream, in-street transit stops significantly reduce stop delay for buses, improving the efficiency of the transit system.

Transit and Alternative Modes

Policy T-2.3: Provide adequate funding for a transit system.

Reliance on transit to mitigate congestion will require increased investment in the transit system. Establishing a funding source dedicated to transit would ensure that the transit system can grow with the community and provide service at a level that will encourage its use as an alternative to the personal vehicle.

Strategy T-2.3(a): Provide Adequate Dedicated Funding for Transit - Establish a consistent, dedicated funding source for transit such as a property tax or a sales tax that provides adequate moneys for improved transit service and long-term transit planning.

Policy T-2.4: Promote the use of alternative modes of transportation by both locals and tourists.

Continue to promote the use of alternatives to the private automobile by both locals and visitors to the community.

Strategy T-2.4(a): Continue to Provide Free Transit Service and Other Transit Use Incentives - Continue to provide free transit service throughout the community, bike racks on buses, and on-line publication of route maps and service schedules.

Strategy T-2.4(b): Develop Employee Transit Incentive Programs - Implement incentive program to promote carpools, transit use, and park and ride use by downtown employees. All employers and employees will benefit from incentive programs that encourage employees to seek alternate modes of travel to work, other than their personal vehicles, thus reducing traffic and freeing up valuable parking spaces for customer and visitor use.

Strategy T-2.4(c): Fund a Transit Campaign - Fund ongoing public awareness/transit promotion campaign to encourage alternate modes. The campaign should focus on the range of existing transit options and provide information to facility users in advance. As improvements such as a consolidated shuttle system are put in place, the bulk of campaign

funding should shift to highlight these improvements. This program should be jointly funded by a variety of participating organizations, including the Steamboat Springs Chamber and Resort Association, the American Ski Corp., the City of Steamboat Springs and Routt County, as well as other major employers.

Strategy T-2.4(d): Construct Gondola Transit Center Improvements - Implement the planned capacity and circulation improvements to the Gondola Transit center to ensure that the facility can continue to operate efficiently with increased SST and shuttle service.

Strategy T-2.4(e): Consider Implementing Old Town Paid Parking – Consider implementing paid parking in the Old Town area to encourage transit use by employees. Free parking in the downtown area is one of the biggest obstacles against shifting toward a transit-reliant community. Paid parking encourages transit use by employees, frees up parking spaces for customers, and does not adversely impact the downtown economy. Establish parking limitations in surrounding residential neighborhoods that could be adversely impacted.

Policy T-2.5: Increase the efficiency of the transit system through the downtown area.

Provide an efficient transit system in Old Town that competes favorably with private vehicle travel times through that area to encourage transit use by employees and customers. People are much more likely to use a transit system if they know it will not add a significant amount of time to their trip.

Policy T-2.6: Define the roles of public and private transit providers to create more efficient operations.

While there is limited overlap between SST and private taxi operations, lodging facilities must operate 25-passenger vehicles to provide services not offered by these two operations. By evaluating the roles of these providers on an ongoing basis, it should be possible to consolidate some operations and provide a more efficient system without substantially expanding costs.

Strategy T-2.6(a): Consolidate Shuttle System - Evaluate the options for creating a consolidated shuttle system and implementing a pilot program. Current estimates suggest that between 60 and 80 private 25-passenger vehicles are operated by private lodging owners. By combining the resources of SST, private taxi operators and lodging operators, a more efficient and cost-effective transportation system could provide better service for guests and local residents. This may require the reallocation of existing expenditures and some additional capital or operating funds. A portion of the funds should be used to upgrade existing SST vehicle stock. The goal of the consolidated system should be to provide an equal or improved level of service for guests and local residents through combining resources and reallocating existing expenditures.

Policy T-2.7: Promote the development of community and neighborhood transit centers.

Transit centers should be developed on private lands through negotiations

with land owners. These centers would allow for a change of transportation modes and interconnections between internal transit systems.

Strategy T-2.7(a): Fund and construct East Side Park and Ride -

Design and fund an east side park and ride with assistance from Colorado Department of Transportation (CDOT) and/or federal funds. Construction of a park and ride and multi-modal transit center could help address near-term transportation needs as well as position the community for future alternative mode improvements. While specific sites are being evaluated, a location in the neighborhood of Pine Grove Road/US 40/Mt. Werner Road area in close proximity to the existing rail line should be explored as a key transfer point in the overall system. The transit center should include a variety of retail and/or office uses.

Strategy T-2.7(b): Fund and construct West of Steamboat Springs Park and Rides -

Design and construct two 20-space park and rides in the West of Steamboat Springs area. Providing smaller park and ride lots in the Steamboat II area and near the intersection of Downhill Drive and Elk River Road, would encourage transit use by those living in the more rural areas to the north and west of West of Steamboat Springs, and may also be used by those living within the future developed areas of West of Steamboat Springs who are outside of walking distance to a transit stop.

Policy T-2.8: Develop a multi-modal transportation system that can accommodate future planned growth in the West of Steamboat Springs area.

Future transportation needs for the West of Steamboat Springs area can best be accomplished by a combination of the following:

- Widening improvements to US 40;
- Encourage transit-oriented development patterns; and
- Implement park and ride facilities to serve the area.

Strategy T-2.8(a): Promote Transit-Oriented Development in the West of Steamboat Springs Area -

Encourage transit use in West of Steamboat Springs by promoting transit-oriented development both there and throughout the community, including:

- Promote continuous road system designs in West of Steamboat Springs by limiting the number of dead-ends and cul-de-sacs;
- Promote and enforce transit-friendly design in West of Steamboat Springs; and
- Identify and secure dedicated funding sources for transit to ensure the system can expand as necessary to accommodate community-wide growth.

Strategy T-2.8(b): Develop West of Steamboat Springs Area Multi-Modal Facilities -

New development in West of Steamboat Springs should provide multi-modal facilities (sidewalks, paths, trails, bus stops, and transit service) that connect all of the key activity nodes in West of Steamboat Springs and throughout the community. These facilities should provide residents and guests with convenient transportation

options other than their private automobile to access these destinations.

Strategy T-2.8(c): Provide for ¼-Mile Bus Stops in the West of Steamboat Springs Area - Provide bus stops every ¼-mile in the West of Steamboat Springs area, with improved stops (including shelters and benches) every ½-mile. The City will need to work with developers to ensure that transit is a primary consideration in the design of new development in West of Steamboat Springs. This would include designating stop locations with the development, and providing shelters at ½-mile intervals to encourage use during the winter.

Strategy T-2.8(d): Provide 20-Minute Interval Bus Service for the West of Steamboat Springs Area - Provide bus service every 20 minutes in the West of Steamboat Springs area. Frequent reliable service in newly developed areas is a critical component of developing a transit-reliant community. 20-minute service in West of Steamboat Springs with connections to downtown service at the Stockbridge Park and Ride could be provided using only two additional buses.

Integrated and Efficient Roadway Network

Policy T-2.9: Promote an integrated roadway network.

Bottlenecks in the existing roadway network increase trip times for individuals as they drive through congested areas. Necessary roadway capacity improvements within the community should be implemented, and an integrated roadway network should be planned for areas of new development prior to development occurring to ensure that congestion does not significantly increase, and to maintain the character of the community. These improvements should also include provisions for alternate travel modes, including transit stops, bike lanes and sidewalks.

Strategy T-2.9(a): Construct US 40 Widening Improvements (Near-Term) - Construct widening improvements to US 40 between downtown and West of Steamboat Springs as the West of Steamboat Springs area develops and congestion dictates the need. In the near term, this would mean widening US 40 to four lanes between 13th Street and Elk River Road. This capacity improvement is needed to ensure that growth can occur without significant increases in congestion on the highway.

Strategy T-2.9b: Construct Capacity Improvements on US 40 (Long-Term) - Design and fund additional capacity improvements on US 40 both south and west of town. Even with a heavy reliance on transit and non-motorized travel, the additional growth forecast for the community will place additional demands on US 40. To accommodate this growth, the City, County, and State will need to take the appropriate steps to ensure that the following capacity improvement can be made in the long term.

- Widen US 40 to four lanes between Elk River Road and Steamboat II; and
- Widen Elk River Road between US 40 and Downhill Drive.



Policy T-2.10: New development shall create an efficient, interconnected, multi-modal road system without dead ends and cul-de-sacs.

Providing transit service within new neighborhoods is essential to promoting a transit-friendly environment. This will require road systems within these neighborhoods that allow for efficient bus circulation as well as direct bicycle and pedestrian connections. Therefore, new developments will need to minimize or eliminate dead ends and cul-de-sacs.



Strategy T-2.10(a): Develop Transit-Friendly Development Standards - Modify city and county development standards to limit cul-de-sacs and dead-end roads within new developments to create an efficient interconnected road system and further encourage transit-friendly development.

Policy T-2.11: Construction traffic during peak summer hours should be minimized.

Construction truck traffic can have a significant impact on congestion during the summer season, particularly on Lincoln Avenue in Old Town. Therefore, consider a policy that minimizes construction traffic during commuter hours to ensure the road system operates more efficiently during peak demand periods.

Strategy T-2.11(a): Minimize Peak Hour Construction Traffic – Consider whether restrictions on truck traffic are needed during peak commuter hours and on weekends to minimize construction-related congestion impacts.



Policy T-2.12: Re-evaluate opportunities to address traffic congestion between West of Steamboat Springs area and Downtown Steamboat Springs.

The community should be prepared to face very long delays in the future when traveling between West Steamboat and downtown. The fourteen capacity improvement options identified in the 1998 Mobility and Circulation Study represent a comprehensive list of feasible alternatives for that area, and should be re-evaluated. The Yampa Street extension is not considered a viable solution and should not be included in the list of feasible alternatives.

Goal T-3: The community will support an efficient regional transportation system

Rationale

There are insufficient regional transportation alternatives for both local residents and tourists. "Regional" in this context means transportation between Yampa, Phippsburg, Stagecoach, Oak Creek, Steamboat Springs, Clark, Steamboat Lake, Milner, Hayden, and Craig. The existing Steamboat-Craig bus service is a good model. These services become much more feasible with the establishment of a dedicated funding source for transit.

Policy T-3.1: Limit the effects of traffic from outlying communities on the local road system by providing affordable housing within the city.

Pursue affordable housing opportunities within the City of Steamboat Springs to minimize the reliance on outlying areas as bedroom communities for employees working for the city, and thus help reduce travel demand on the regional corridors (see Housing chapter).

Policy T-3.2: Regional transit service, rideshare/vanpool programs, and, in the long-term, passenger rail service shall be expanded to surrounding communities.

Expand regional service to the south and serve such communities as Yampa, Phippsburg, Stagecoach, and Oak Creek. Frequent, convenient service, such as that currently provided to Craig, is much more likely to succeed, but must have the ridership to support it. New park and rides and bus storage facilities will also be needed to support regional service. While the existing transit system provides a high level of service given its existing capital and operational budget, an expanded system will be necessary to serve the region on a long-term basis.

Strategy T-3.2(a): Develop Rideshare/Vanpool Programs to Outlying Towns - Implement rideshare/vanpool to provide commuter alternatives from outlying towns as a solid first step toward improved transit service until a stronger transit market is developed. Coordinating ridesharing and carpooling for those living in outlying communities currently not served by transit represents the first step toward encouraging reliance on alternate travel modes and expanding bus operations.

Strategy T-3.2(b): Outlying Towns Rideshare/Vanpool - Replace or supplement the rideshare/vanpool programs to outlying towns with bus transit service when participation reaches a critical mass and funding becomes available.

Strategy T-3.2(c): Expand Public Transit/Taxi Systems - In the near term, the public transit and taxi systems should be expanded to minimize the need for the 25-passenger vehicles currently operated by lodging facilities. In the longer term, this strategy will need to be coordinated with the recommendations contained in Strategy T-2.6(a) for a consolidated shuttle system.

Strategy T-3.2(d): Explore Passenger Rail Options– The city and county should explore passenger rail options and maintain the flexibility to implement this type of system if and when it becomes viable.



Policy T-3.3: Encourage businesses to provide incentives for employees to use the Stockbridge and East Side park and rides.

Paid parking downtown will provide an economic incentive to employees to use outlying park and rides. In addition, the city and county should encourage private industry to promote carpools, transit use, and park and ride use through other incentive programs (see Strategy T-2.4(b)).

Policy T-3.4: Support mountain passenger rail.

Continue to explore options and maintain flexibility to implement a passenger rail system as a long-term solution to transportation issues. The need for passenger rail or other form of transit service to the Yampa Valley Regional Airport (YVRA) still remains prominent, especially now that YVRA is the sole terminal for commercial passenger air service into and out of the region.

Policy T-3.5: Support shuttle service to regional recreational areas.

Encourage lodge shuttles and other private providers to take the lead in providing shuttle services to several of the major destinations close to town, such as Fish Creek Falls and Strawberry Park.

Goal T-4: The community will support the expansion of extra-regional (destination) transportation opportunities.

Rationale

The Steamboat Springs community currently has insufficient year-round affordable, reliable transportation alternatives (airplanes, trains) from Denver, Grand Junction and the greater nation, particularly in the summer. How tourists arrive dictates how they will travel while they are here. This effect is noticeable during ski season; Steamboat Springs achieves its maximum population (residents + tourists) in winter; however, road congestion is significantly less than in the summer because only 19 percent of winter tourists arrive by car. In winter, direct air service to YVRA and frequent taxi service to DIA provide affordable convenient transportation to the valley. Once tourists arrive, the combination of city buses, taxis, and resort shuttles provide effective enough transportation that the majority of tourists do not rent cars. This model needs to be emphasized in the winter and replicated as much as possible in the summer.

Policy T-4.1: Reduce automobile use by summer tourists by focusing efforts on the Yampa Valley Regional Airport.

Encourage airlines to maintain a higher level of service in the summer and promote tourist travel to the area via plane rather than automobile. Provide seamless transit service between the Yampa Valley Regional Airport (YVRA) and town and increase efficiency of public transit and shuttle service to the major summer destinations in the community to further help reduce automobile use.



Strategy T-4.1(a): Integrate Airline and Transit Operations- Integrate airline operations with existing and developing transit operations (public transit and/or lodge shuttles) to provide a seamless experience for the visitor which includes luggage handling, lodging check-ins and airline ticketing.

Strategy T-4.1(b): Expand Transit Service to YVRA - As the transit system expands to service outlying communities to the west, it would

appear logical that YVRA would become a part of one or more routes. Such service would become a part of the seamless delivery of guests into the area, and would benefit residents by providing a frequent, convenient connection to the regional hub.

Strategy T-4.1(c): Develop Marketing Programs and Alliances -

Develop specific programs to educate community residents and area visitors about improvements in the transportation system. This would include creating public and private sector alliances and sharing both staffing resources and funds to make the experience convenient and enjoyable.

Strategy T-4.1(d): Increase summer airline travel - Increasing reliance on air travel for visitors arriving in summer has the potential of reducing vehicle travel in the community by up to 5,000 trips per day in the downtown area. This would include improved transit or shuttle connections to the popular summer destinations in the area.

Additional Background Information

Related Transportation Plans and Studies

Numerous transportation plans have been developed for various areas in and around Steamboat Springs following the adoption of the 1995 Community Plan. The following is a list of the major studies undertaken since 1995, along with a brief synopsis of the scope of each.



US 40 at 5th

The **Yampa Valley Multi-Modal Corridor Transportation Plan** addressed transportation planning issues in the Yampa River Valley from Craig to the Town of Yampa.

The **Vision 2020** process involved citizens and elected officials from communities in Routt County along the Yampa River Valley to shape a vision for the future. Transportation recommendations were summarized as follows:

“Create a multimodal transportation system of corridors, highways and pathways that will relieve congestion and move people throughout the Yampa Valley in an efficient, environmentally sound, affordable and appealing manner.”

Vision 2020 recommended implementing measures that reduce dependency on the automobile, and stressed that land use planning efforts support efficient mass-transit and include road connectors to reduce impacts on “choke points.”



Shuttle bus

The **Coordinated Transit Services in Steamboat Springs Report** examined the feasibility of coordinating public and private transit operations throughout the Steamboat Springs area.

The **Whistler Area Transportation Study** provided recommendations for improvements to the residential area south of Walton Creek Road and west of US 40.

The **1998 Steamboat Springs Mobility and Circulation Study** addressed the specific local transportation needs of the Steamboat Springs community. It represents the most comprehensive and specific transportation planning effort for the area to date.

The **Downtown Parking Study** provided recommendations on parking improvements in the Old Town area.

The **Mountain Town Sub-Area Plan** provided pedestrian, bicycle, vehicle, and transit recommendations for the downtown area, the US 40 corridor between the ski mountain and Old Town, and the Mountain area.

The **West of Steamboat Springs Area Plan** outlined a development plan for the area west of the Curve. It did not, however, conduct an in-depth analysis of transportation impacts outside of that area, such as the bottleneck at 13th and Lincoln.

The **2000-2006 Routt and Moffat County Transportation Development Plan** presented socioeconomic data to support transit plans. It measured Steamboat Springs Transit (SST) performance and provided route expansion plans.

The **2000 Steamboat Springs Comprehensive Transportation Plan** outlined improvements to the SST system to accommodate future growth in Steamboat Springs and the surrounding communities.

The **Mount Werner Circle Circulation Study** recommended improvements to the road system in the vicinity of the ski area base. It concluded that reducing Mt. Werner Circle to one through lane in each direction between Burgess Creek Road and the Gondola Square Transit Center would not result in significant adverse traffic conditions on that facility. It also recommended various channelization and pedestrian features for the facility.

The **2002 Routt County Master Plan** outlined goals and policies for the county's transportation system. While their action items included changes to standards and resolutions, no specific projects were identified.

Future Transportation System

The future transportation system consists of four components:

- ❖ **A Pedestrian and Bicycle Systems Plan**, which will provide a connective system of paths, sidewalks, and trails that will enhance the feasibility to walk, bicycle, or use transit as an alternative to driving;
- ❖ **A Transit System**, which provides convenient, frequent connections to all activity areas so that residents and guests do not need to rely on their vehicles;
- ❖ **A Roadway Functional Classification System**, which dictates roadway design criteria as roads are rebuilt or improved; and
- ❖ **A Roadway Capacity and Operational Improvements Program**, which will enable the system to accommodate future growth while maintaining acceptable levels of congestion and community character.

Pedestrian and Bicycle Systems

A safe, connected and complete system of pedestrian and bicycle facilities is a crucial element in developing a transit-friendly community. Without these connections, it is much less likely that locals and tourists will be willing to walk to transit stops, and therefore more likely that they will continue to rely on their vehicles for transportation.

The Pedestrian and Bicycle Facilities Plan is presented in Figure T-1 below. This map recommends new sidewalks, bicycle facilities and trails, along with the completion of missing sidewalk and trail connections throughout the planning area.



Core trail, south

Creation of Pedestrian Districts

It is recommended that Pedestrian Districts be identified in areas where the potential for pedestrian activity is highest. Four initial Pedestrian Districts have been identified, including:

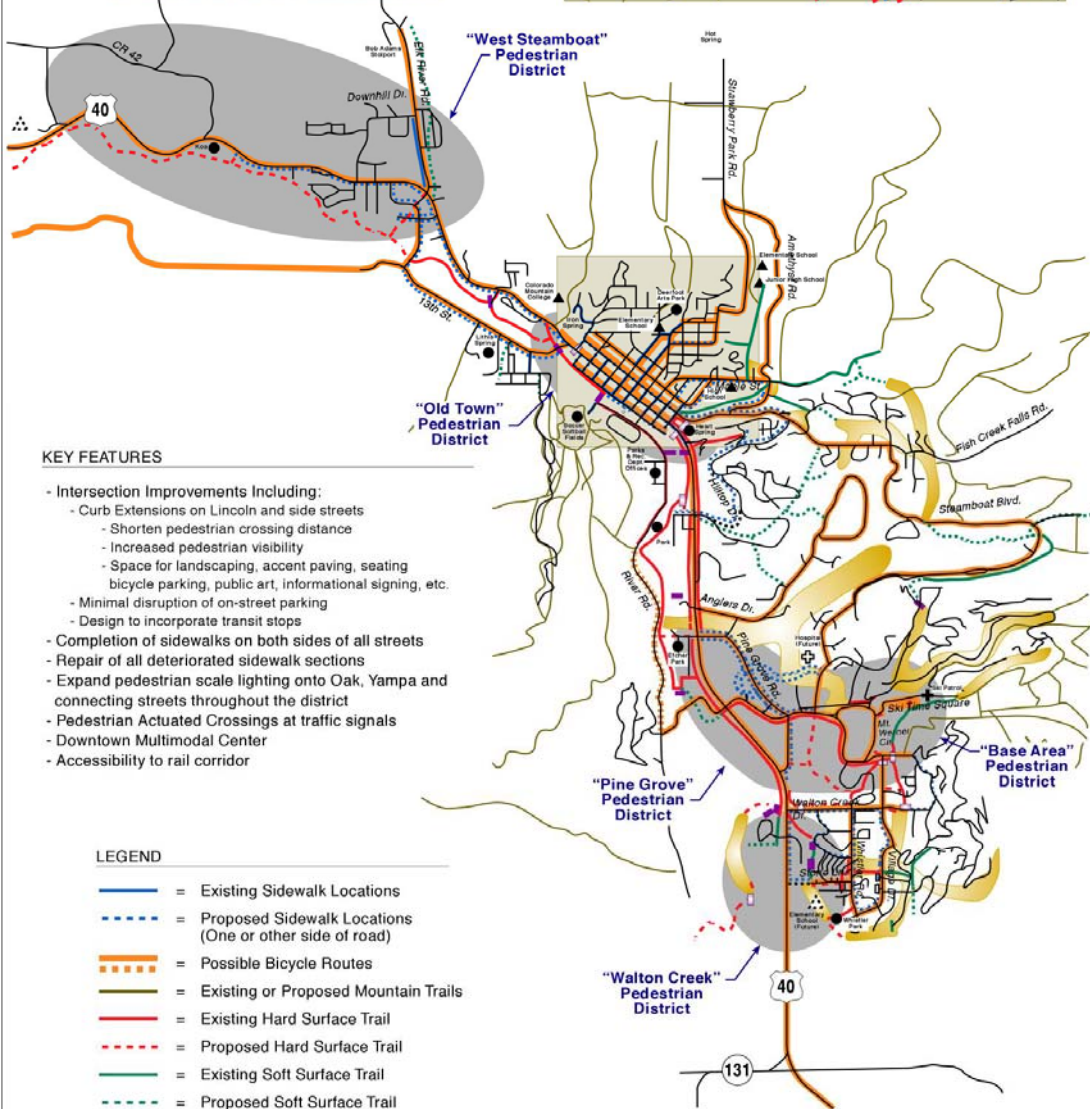
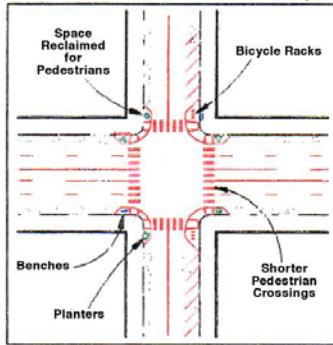
- The Downtown area;
- The West of Steamboat Springs area;
- The Pine Grove area;
- The Mountain or Base area; and
- Walton Creek area.

These pedestrian districts are also illustrated in Figure T-1. The Pedestrian District is intended as a policy designation that will support the implementation of pedestrian facilities at the highest level. Recommended policies for the implementation of a Pedestrian District include:

- Sidewalks are to be provided on at least one side of all roadways and on both sides of any roadway that has business frontage on both sides;
- Sidewalks are to be detached from the edge of the roadway except in areas where on-street parking or transit service is provided;
- Minimum sidewalk widths as specified in the Community Development Code;
- Sidewalks are to be constructed of concrete;
- Bicycle racks are to be strategically placed throughout the District;
- Lighting of sidewalks should be provided (via street lights or pedestrian scale lighting);
- Where practical, intersection curb extensions should be provided to minimize pedestrian crossing distances;
- Intersections with traffic signals should be equipped with pedestrian-actuated pedestrian crossing signals;
- Marked crosswalks should be provided;
- Sidewalk connections should be made to all multi-modal facilities;
- Transit stops should have available shelter and benches; and
- A streetscape toolbox should be developed to encourage consistent application of street furniture and amenities.



Curb Extension Treatment Example



KEY FEATURES

- Intersection Improvements Including:
 - Curb Extensions on Lincoln and side streets
 - Shorten pedestrian crossing distance
 - Increased pedestrian visibility
 - Space for landscaping, accent paving, seating, bicycle parking, public art, informational signing, etc.
- Minimal disruption of on-street parking
- Design to incorporate transit stops
- Completion of sidewalks on both sides of all streets
- Repair of all deteriorated sidewalk sections
- Expand pedestrian scale lighting onto Oak, Yampa and connecting streets throughout the district
- Pedestrian Actuated Crossings at traffic signals
- Downtown Multimodal Center
- Accessibility to rail corridor

LEGEND

- = Existing Sidewalk Locations
- - - = Proposed Sidewalk Locations (One or other side of road)
- = Possible Bicycle Routes
- = Existing or Proposed Mountain Trails
- = Existing Hard Surface Trail
- - - = Proposed Hard Surface Trail
- = Existing Soft Surface Trail
- - - = Proposed Soft Surface Trail
- = Proposed Trail Connection Corridor
- = Existing Underpass / Bridge
- - - = Future Underpass / Bridge
- = Intersection Improvements
- ⊗ = Pedestrian Actuated Signal



Steamboat Community Plan 02-096 9/3/03

**Figure T-1
Pedestrian and
Bicycle Facilities
Plan**

Downtown Pedestrian District

The downtown area will continue to be a focus of pedestrian activity and a hub of multi-modal interaction. Therefore, it will include sidewalks on both sides of every street, and an emphasis on providing curb extensions at 16 key intersections.

Installing curb extensions at downtown intersections along Lincoln Avenue will influence the transit stops that exist. Buses currently pull out of the traffic lane and stop against the curbing at intersections where parking has been prohibited. Buses stopping outside of the travel lanes allow traffic to bypass the stopped bus, but the buses often have difficulty re-entering the traffic lane, which reduces the efficiency of transit service. Curb extensions at bus stop intersections will allow buses to stop in the outside travel lane. This will improve bus operations but will increase vehicle congestion during peak hours. Nevertheless, as it is the goal of the community to create a transit-oriented environment, it is the recommendation of this Plan to facilitate efficient transit operations along Lincoln Avenue. Increased delay to automobiles caused by buses stopped in the travel lane should be offset by increased traffic signal efficiency on Lincoln Avenue. The vehicle progression on Lincoln Avenue will be more efficient in part due to the proposed construction of curb extensions which would shorten the pedestrian crossing distance and reduce the side street green time needed to serve pedestrians crossing Lincoln Avenue.

It is also recommended that the existing bus stops through the downtown area be re-distributed so that stops are provided on every other block between 3rd and 12th Streets. This would reduce walking distances and increase accessibility to properties throughout the downtown core.

Sidewalk Access

Steamboat Springs has historically not required that sidewalks be provided with all new development. Reasons for not providing sidewalks range from the logistics of snow removal to the simple logic of “we have not provided them in the past.” The result has been that portions of the community are not easily accessible to pedestrians. This Plan recommends that sidewalks be constructed along roadways throughout the community (see Figure T-1) unless physical or environmental issues are extremely prohibitive. Sidewalks along both sides of all arterial and collector roadways are recommended.

Trail Access

Enhanced trail access is also a critical component of the Pedestrian and Bicycle Facilities Plan. The trails component of the recommended system illustrated in Figure T-3 builds on the extensive set of existing trails (both hard and soft surface) and identifies recommended additions that should be pursued, either as properties develop or as transportation improvement projects on their own. It is recommended that sidewalks and trails be illustrated together in this plan as they form an inseparable system for encouraging pedestrian travel. Proposed trail connections in this plan define desired connections. The exact alignment of future trails should be determined on a case-by-case basis.

Transit

An improved transit system that provides frequent, convenient connections to all major activity centers throughout the community, and commuter service to outlying communities is perhaps the most critical component of the future transportation system for the Steamboat Springs area.

The community's stated goal throughout development of this plan was to become transit-oriented and shift away from heavy reliance on the private automobile as the primary mode of travel. To do so will require 1) a transit system that is both convenient and can compete equitably with automobile travel times, and 2) a set of disincentives to use an automobile to make a trip. As such, at a minimum the following improvements would be needed:

- Establish a dedicated funding source for transit. The current level of transit service equates to approximately a ½ cent sales tax; to provide service in a transit-oriented community would likely require an equivalent of 1 to 1.5 cent sales tax;
- Complete the Gondola Transit Center improvements;
- Complete the Transit Operations Center expansion;
- Complete the Ski Time Square bus turn-around;
- Update the 15 existing bus shelters;
- Expand the Stockbridge Park and Ride;
- Install pedestrian crossings at high-volume bus stops;
- Re-located bus stops in Old Town so that stops are provided on every other block;
- Install Curb extensions and in-street bus stops on Lincoln Avenue in Old Town;
- Provide service between downtown and the base area via both Fish Creek Falls Road/Steamboat Boulevard and Fish Creek Falls/Hilltop Drive;
- Provide loop service both north and south of Mt. Werner Circle;
- Increase summer transit service in the mountain area;
- Provide bus service every 20 minutes in the West of Steamboat Springs area;
- Provide bus stops every 1/4 mile in that area, with improved stops every ½ mile;
- Implement paid parking in the Old Town area to encourage transit use by employees;
- Construct a 50-space park and ride on the south end of town;
- Construct two 20-space park and rides in the West of Steamboat Springs area, one at Steamboat II, the other near the intersection of Downhill Drive and Elk River Road, to encourage transit use by those living outside of walking distance to a transit stop;
- Initiate/improve transit service to outlying communities, first through a rideshare or vanpool program, then as ridership increases through fixed route service;
- Provide a remote park and ride in Hayden;
- Construct a remote bus storage facility in Craig;
- Provide transit service to the Yampa Valley Regional Airport; and
- Coordinate public and private transit operations to maximize service frequencies and efficiency.



Transit stop

Roadway Functional Classification System

Functional classifications address the relationship between mobility, which is the movement between one location and another, and access to adjacent land uses. These two functional objectives are in direct conflict with one another.

Arterials are designed to provide higher mobility and speeds for inter-city and regional travel in a safe and uniform manner. Access to adjacent land uses from arterials needs to be kept to a minimum in order to maintain their mobility function. At the opposite end of the spectrum, for the local street, access to local properties is the highest priority, and high mobility and speeds are of less importance. The collector road falls between the two categories, requiring lower speeds and higher access as compared to the arterial.

Table T-1 below provides a general description of the function of each roadway classification, accessibility, typical speeds, type of trip served, typical right-of-way, and minimum pavement width. Figure T-2 illustrates the existing roadway functional classifications.

Table T-1: Functional Roadway Classifications

	Arterial	Collector	Local
Function	Mobility	Mobility/Access	Access
Access	Low	Moderate	High
Typical Posted Speeds	40-55 mph	30-40 mph	25-30 mph
Trip Type	Regional, Intra-City	Collect and Distribute trips to adjacent neighborhoods	Provide access to abutting property
Right-of-way	100' min.	80' min.	60' min.
Minimum Roadbed Width	Determined on individual basis	40'	32'
Minimum Pavement Width	Determined on individual basis	32'	24'

Arterial Roadways

There are four roadways within the City that can be considered as arterials: Lincoln Avenue (through Old Town), Mount Werner Road (north of US 40), Elk River Road and US 40. Ideally, arterials should provide very limited access to adjacent areas. However, as the City of Steamboat Springs developed in the late 1800s, Lincoln Avenue provided extensive access opportunities to adjacent developments, particularly in the downtown area. These accesses result in conflicts with through movements, which in turn reduce the capacity of the roadway.

Future access to Lincoln Avenue (US 40) should be critically evaluated, particularly in the emerging development areas to the west and south, to promote public safety and transportation efficiency. If a future signalized access is proposed, a signal progression analysis should be conducted to



Example of Arterial Roadway: Lincoln Avenue through Old Town

determine if the proposed location can be accommodated within the overall traffic progression for the corridor.

To address the existing and potential problem areas, an access control plan should be developed for the corridor from the base of Rabbit Ears Pass to the west end of the Steamboat II development. This plan should identify the locations for future road connections and any access limitations that need to be imposed at those locations, such as restricted turning movements and/or frontage roads.

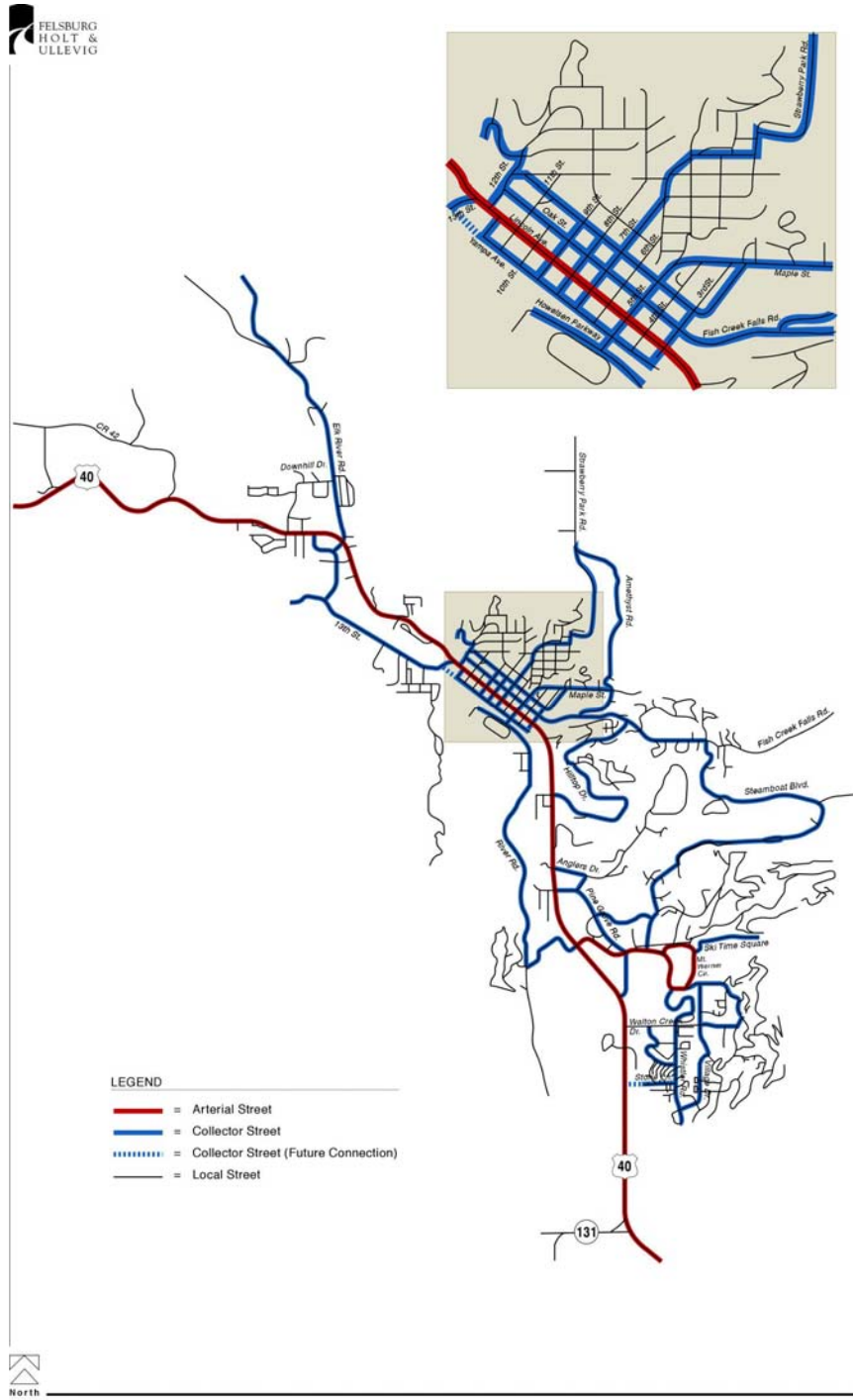


Figure T-2 Existing Roadway Functional Classifications

Collector Roadways

Current roadways identified as collectors in Steamboat Springs include:

- Whistler Road
- Pine Grove Road
- Walton Creek Road
- Moffat/13th
- Village Drive
- Yampa Street
- Burgess Creek Road
- Oak Street
- Fish Creek Falls Road
- Pine Street
- Mt. Werner Road (south of US 40)
- Tamarack/Hilltop Lane
- Steamboat Boulevard
- Anglers Drive (to Rollingstone Road)
- Rollingstone Road
- Shield Drive
- Elk River Road



Collector Roadway Example: Oak at 8th

Stone Court Extension from its current terminus west to US 40 is also proposed as an additional collector road. This route would provide access for future development in the mountain base area.

All streets not identified as arterials or collectors are local streets.

Road Capacity and Operational Improvements

Throughout the plan development process, the working group emphasized that road capacity improvements should take a back seat to developing alternate mode facilities such as an improved transit system and an improved sidewalk and trail system. Thus, the focus of the plan was to provide improvements to these systems. These improvements were then included as part of the background assumptions in the travel demand model developed for the project, and the future traffic forecasts generated by the model reflect aggressive use of these systems by area residents and guests. Up to 25 percent of all resident and guest trips were assumed to use some mode other than their vehicle, depending on housing type, trip type, and housing location, and up to 60 percent of all commercial trips were assumed to use an alternate mode, again depending on business type and location.

However, despite these significant mode shifts, there would be still a significant increase in vehicle travel as the community grows, and therefore there remains a need for road capacity improvements in key areas of the community to ensure this growth can occur without resulting in undue delays on the road system.

For example, while growth is anticipated in each of the six planning areas within the community, the largest portion of it is expected to occur in the West of Steamboat Springs area (2,635 housing units and 2,430,000 SF of

commercial and industrial space). As a result of this growth, even if the community-wide transit improvements identified previously are implemented, the Steamboat Springs area evolves into transit-oriented community, and West of Steamboat Springs is developed as a transit-oriented community, the existing road system between West of Steamboat Springs and the Old Town could accommodate up to 600 housing units and 580,000 SF of commercial space in the West of Steamboat Springs area before congestion would become severe, and travel times would increase significantly. At that point, additional road improvements would be needed to accommodate additional development.

Without transit improvements, only 300 housing units and 290,000 SF of commercial space could be developed before heavy congestion occurs.

Unfortunately, no one single improvement would fix the system so that development can occur unchecked until buildout. Instead, the following series of incremental improvements are required to accommodate the full buildout forecast for the area (in West of Steamboat Springs and in the other five planning areas). Each would need to be implemented in the year identified to ensure that growth can occur without significant increases in congestion (see figure T-3 below):

- US 40 from 13th to Elk River Road - construct two additional travel lanes through this section (four lanes total). Currently, there are four total travel lanes between West of Steamboat Springs and Old Town through this section (two on 13th Street and two on US 40, as well as through the bottleneck (US 40 between 12th and 13th Streets). However, the capacity of this segment is slightly less than the bottleneck (2 two-lane roads have less capacity than one four lane road because vehicles traveling in the same direction on a two lane roads cannot pass each other freely), thus, the need for additional lanes here is slightly higher. Based on historical growth rates, this improvement would be required in 2008.
- US 40 between Elk River Road and Steamboat II - construct two additional travel lanes through this section (2022). Four lanes on the highway through West of Steamboat Springs are required to move local and through traffic through the area.
- Elk River Road between US 40 and Downhill Drive - construct two additional travel lanes through this section (2027). Four lanes on this road are required to move traffic from New Victory Parkway, which terminates at Downhill Drive, down to US 40.



US 40 at 13th looking south

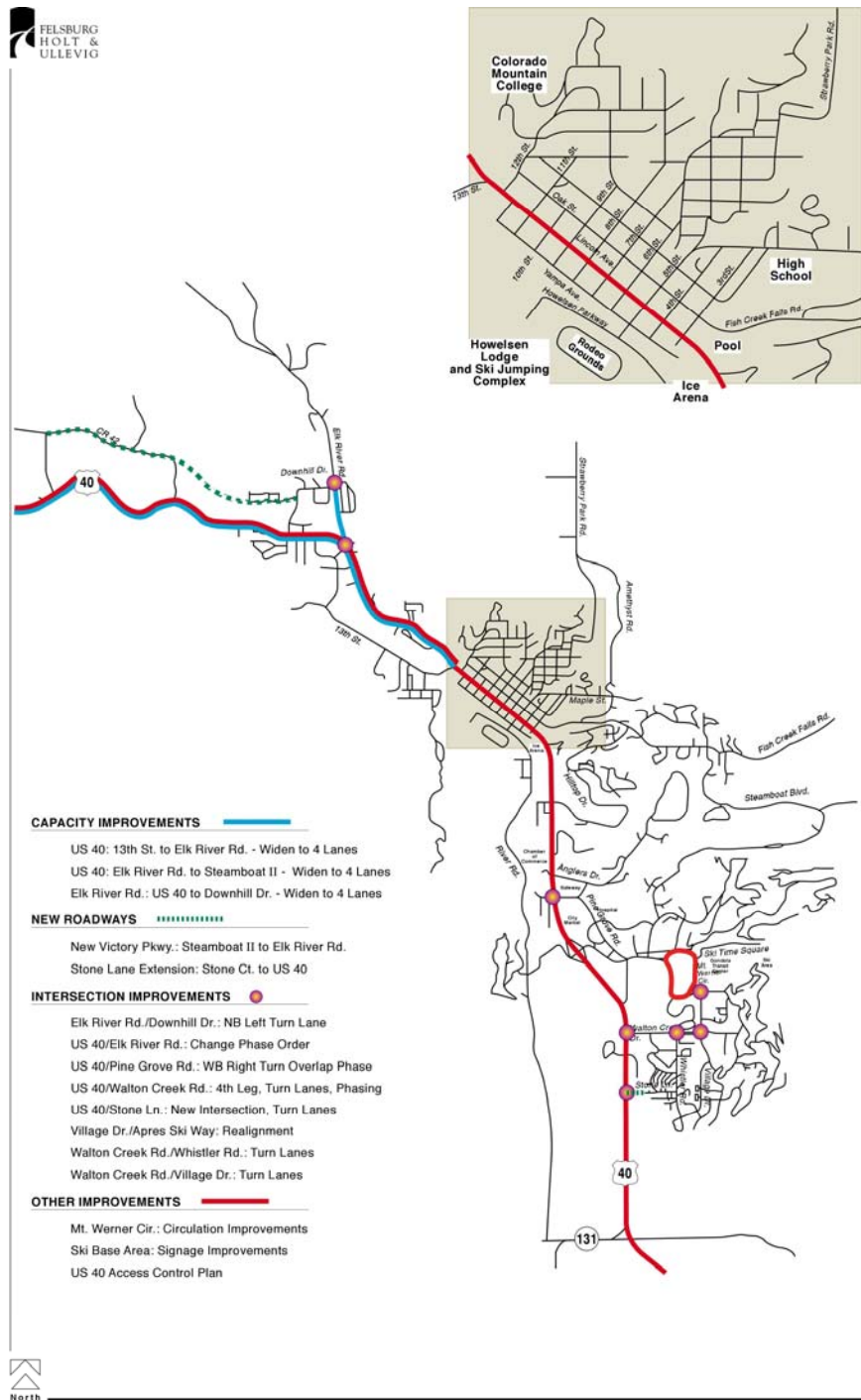


Figure T-3 Recommended Road System Improvements

It should be stressed that the above improvements represent incremental roadway widening steps that would be necessary to incrementally increase the development potential in West of Steamboat Springs. These improvements address congestion locations in the order they would occur as development in the area progresses (i.e., US 40 north of 13th would be the first segment of roadway to become congested, followed by the bottleneck, followed by US 40 west of Elk River Road, followed by Elk River Road). As such, if an earlier improvement is skipped, the incremental development increase gained by a later improvement is not realized.

Table T-2 shows the incremental increase in development that is gained by each improvement. At this time, due to potential impacts to the environment and community character, neither the Yampa Extension nor any other capacity improvements through the bottleneck have been included in this Plan. Improvements through that area would become necessary once development in West of Steamboat Springs reaches 1,100 units and 1.1 million square feet of commercial space. Because no improvements have been identified, and any development beyond these limits would increase delay through that area (in excess of 10 minutes at buildout). As a result, the development potential linked to the improvements to US 40 (Elk River Road to Steamboat II) and Elk River Road (US 40 to Downhill Drive) identified in Table T-2 should be viewed with caution; while these improvements would improve mobility within West Steamboat, they would merely allow vehicles to arrive at the bottleneck a little faster.

Table T-2: West of Steamboat Springs Road System Improvements

Improvement	Development Potential ¹
No Improvements (Existing Road System)	2008 600 Residential 580,000 SF Commercial
US 40 13 th - Elk River Road	2013 1,100 Residential 1.1 million SF Commercial
US 40 Elk River - Steamboat II	2022 1,900 Residential ² 1.9 million SF Commercial
Elk River Road US 40 - Downhill Drive	2027 (Buildout) 2,635 Residential 2.4 million SF Commercial

¹. Level of development that could occur in West of Steamboat Springs (and projected year) before road system would require additional improvement. Development potential assumes all transit and pedestrian improvements identified previously are implemented and the community shifts to a higher reliance on alternative modes.

². Because no capacity improvements through the bottleneck have been included in this Plan, any development beyond 1,100 residential units and 1.1 million SF of commercial space would increase the delay through that area.

It should also be noted that each of the above improvements would include transit stops, pedestrian, and bicycle facilities in their design to enforce the emphasis travel via alternate modes.

In addition to these capacity improvements, the following improvements should be implemented to improve the connectivity and efficiency of the existing road system. These improvements should also include pedestrian, bicycle, and transit improvements where appropriate:

- New Victory Parkway - Construct a new two lane collector road between County Road 42 and Downhill Drive in the West of Steamboat Springs area as an alternative route to US 40 for local traffic (to be constructed concurrent with new development in that area).



New Victory Parkway area

- Construct the circulation improvements planned for Mt. Werner Circle (underway).
- Install a westbound right turn signal overlap phase at the US 40/Pine Grove Road intersection to reduce queues and improve intersection level of service (2004).
- Install westbound right turn signal overlap phasing at the US 40/Walton Creek Road intersection to reduce queuing and enhance intersection performance (2004).
- Install a northbound left turn lane at the Elk River Road/Downhill Drive intersection, to eliminate blocking problems from vehicles turning left there (2005).
- Improve signage at the Ski Base Area (2006).
- Stone Lane Extension - Extend Stone Lane west from the current terminus to connect with US 40; construct northbound right turn and southbound left turn lanes at the new intersection (2010).
- Reconfigure the Village Drive/Apres Ski Way intersection to align the approaches (2010).
- Provide north and south left turn lanes at the Whistler Road/Eagle Ridge Drive/Walton Creek Road intersection (2018).
- Provide north and south left turn lanes at the Village Drive/Walton Creek Road intersection (2018).
- Construct the 4th leg of the US 40/Walton Creek Road intersection (2018)

Figure T-2 shows the location of these improvements.

It should be noted that the traffic forecasts also indicated that US 40 between 3rd Street and Mt. Werner Circle would exceed the existing capacity by 2013 as a result of growth throughout the community. Two additional travel lanes, which could be restricted to bus lanes only or bus and high occupancy vehicles to enable transit and/or high occupancy vehicles to bypass congestion, would address the problem. However, both the community and Steamboat Springs Transit have expressed that a six-lane road through this section is not acceptable at this time; of particular concern would be the potential impacts on pedestrians accessing bus stops on the opposite side of the road. Since Steamboat Boulevard and River Road are both available as alternate routes through this section, and both have adequate excess capacity to accommodate any shift that may occur from US 40, widening of US 40 south of downtown has not been included in this plan.

Roundabouts

Over the course of the Steamboat Springs Area Community Plan update process, the subject of roundabouts has been raised several times. As a result of the success of these devices in other mountain towns such as Vail,

Avon, Eagle, Frisco, and Aspen, both as traffic control devices and as prominent entry features for the town, members of the community have expressed interest in installing one or more in Steamboat Springs.

Like all other forms of traffic control devices, there are certain locations where roundabouts are appropriate and other locations where they would not be successful. Application of traffic control devices are largely governed by the traffic volumes and travel patterns at individual intersections, and roundabouts are most successful at locations where through and left turning movements on the main roadway is low to moderate, and the predominant side street movement is a left turn. Other appropriate locations may include:

- High accident locations, especially related to cross movements or left or right turn movements;
- Locations with high levels of delay;
- Locations where traffic signals are not warranted;
- Four-way stop intersections;
- Intersections with more than 4 legs;
- Intersections with high left turn flows;
- Intersections where U-turns are frequent or desirable;
- Locations where storage capacities for signalized intersections are limited, or where the queues created by signals cause operational or safety problems;
- Replacement for a pair of closely spaced intersections;
- Along congested arterials, in lieu of full-length roadway widening;
- Intersections where the character of the roadway changes, such as at entry points to a community; and
- Intersections that are important from an urban design or visual point of view (as long as basic safety and engineering criteria can still be satisfied).

Conditions that are generally not conducive to roundabouts include:

- Locations where there is insufficient right-of-way for an acceptable outside diameter;
- Locations where it would be difficult to provide a sufficient flat plateau for the roundabout construction;
- Locations within a coordinated signal network where the roundabout would disrupt traffic flow; and
- Locations with heavy flows on the major roadway and low flows on the minor road(s).

At the request of the City early in the planning process for this Plan update, an analysis was conducted at the US40/Elk River Road intersection to determine if a roundabout would be appropriate there. The analysis determined that while a roundabout would work based on existing traffic volumes, it would not work there in the future because the combination of high eastbound and westbound volumes on US 40 left too few gaps available for the high left turn volumes on Elk River Road.

However, the following locations may be appropriate for future roundabouts:

- Walton Creek Road/Village Drive;
- Whistler Road/Eagle Ridge Drive/Walton Creek Road;
- Village Drive/Apres Ski Way (approach grades and pedestrian activity may be an issue here);
- Mt. Werner Circle/Pine Grove Road;
- One or more of the four Oak Street four-way stop intersections (3rd, 5th, 7th, and 9th Streets); and
- Elk River Road/Downhill Drive (while not appropriate now due to low traffic volumes on Downhill Drive, may be appropriate in the future as New Victory Parkway is constructed and West of Steamboat Springs develops).

Chapter 7: Natural, Scenic, and Environmentally Sensitive Areas

Natural, Scenic, and Environmentally Sensitive Areas Vision

The Steamboat Springs community will be responsible stewards of the natural, scenic, and environmentally sensitive areas. Responsible stewardship includes identification, preservation and conservation through education, guidelines, regulations and enforcement.

Background and Intent

Steamboat Springs is a community that highly values its extraordinary setting. The natural and environmental setting is not only important to residents and an element of how they perceive the community and its quality of life; it provides an underpinning to the regional economy. The community has been working to conserve lands through a variety of techniques, however, as in most communities it is difficult for conservation to keep pace with development. This chapter outlines the various approaches that the community is using to conserve lands, and outlines goals and policies to continue to conserve natural, scenic, and environmental resources in the future. Information on the following topics is located after the goals and policies in this chapter:

- Protected areas and conservation approaches; and
- Resource mapping.



Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Growth Management	Community Design	Transportation	Open Space, Recreation	Housing	Economic Development	Historic Preservation	Capital Facilities	Specific Planning Areas
MAJOR THEMES IN THIS CHAPTER										
River and wetlands protection	✗									✗
Transfer of Development Rights	✗									
Visually sensitive areas protection	✗		✗							✗
Open space and trails	✗		✗		✗					✗

Natural, Scenic and Environmentally Sensitive Areas Goals and Policies

This section defines a series of goals, policies, and strategies that would enhance the community's ability to protect natural, scenic, and environmentally sensitive areas.

Goal NS-1: Our community will work to maintain the health and integrity of the Yampa and Elk Rivers and their tributaries.

Rationale

The city already has a floodplain regulation that limits building within the designated 100-year floodplain. The regulations provide, however, for building within the floodplain provided the building is elevated one (1) foot above the base flood level. The county's floodplain regulations require development to be constructed a minimum of two feet above base flood elevation. Additional restrictions on building within the floodplain, such as no construction within the 100-year floodplain could further protect riparian habitat. Although the city and county have a setback requirement, the 50-foot setback from a major drainage, like the Yampa River, is minimal and inadequate to protect water quality and other resource values. Many communities are requiring at least a 100-foot setback, in accordance with recommendations in the scientific community.

Policy NS-1.1: New development will not occur in the 100-year floodplains and will be designed to protect water quality and riparian areas.

The city and county will discourage future development from occurring in identified floodplains through more restrictive floodplain regulations, in order to reduce hazards and protect water quality and riparian areas.

Strategy NS-1.1(a): Identify Flood-prone Areas - Use the Federal Emergency Management Act (FEMA) floodplain study and other site-specific floodplain mapping (at County and City Planning) to help identify areas that may be subject to appropriate preservation and conservation methods.

Strategy NS-1.1(b): Revise and Strengthen Floodplain Standards – Revise city and county codes to strengthen floodplain regulations. The new regulations should be based on a policy of preventing any further urban development within the 100-year floodplain of the Yampa River. In this context, urban development refers to buildings constructed for residential, commercial, or other purposes. To provide an appropriate level of flexibility and recognition of situations where lot size or other considerations create special circumstances, the regulations should allow exceptions (e.g., less restrictive within urban areas with small lot sizes, or existing platted lots). The exceptions would be performance based (i.e. in return for restoration of other important riparian habitat or other appropriate conservation efforts.).

Policy NS-1.2: Provide water body and riparian area buffers from development to protect water quality.

Strategy NS-1.2(a): Consider Increasing Minimum Setback - The city and county should evaluate the existing waterbody regulations and determine the feasibility of increasing such setbacks. The city and county should consider revising the development codes to increase the minimum setback for rivers to at least 100-feet in order to provide greater levels of resource protection. A buffer distance of up to 300 feet may be appropriate in more sensitive areas. The minimum setback for tributaries should be increased to 50-feet. To provide an appropriate level of flexibility and recognition of situations where lot size or other considerations create special circumstances, the regulations should allow exceptions to these minimum setbacks (e.g., less restrictive along Yampa Street or other urban areas with small lot sizes). The exceptions would be performance based (i.e. in return for restoration of other important riparian habitat or other appropriate conservation efforts, the minimum setback could be adjusted on a case-by-case basis). Setbacks could address historic meanders of the Yampa River.

Strategy NS-1.2(b): Use Non-Regulatory Approaches - In addition to enhanced regulatory tools, the community will undertake a series of efforts that promote conservation of riparian systems. Some of these efforts are on-going, such as the promotion of voluntary efforts to conserve lands through donation of conservation easements or other



means that can take advantage of tax credits or provide other incentives to landowners. The Yampa Valley Land Trust, in partnership with various local and other agencies, plays a leading role in this effort.

Other strategies focus on educational programs that emphasize the importance of protecting riparian resources, programs that should be directed at river users as well as landowners. The Yampa River Basin Partnership is a good example of a program with an educational emphasis as well as other joint action initiatives.

Goal NS-2: Our community will work to preserve adequate water quantity and quality in the River during drought and non-drought years.



Rationale

Efforts to maintain an adequate amount of water in the river are fundamental to the achievement of water quality, ecological health and other resource protection goals. The Yampa River also serves an important recreation and ecological function in the community. The policies described below are in addition to on-going efforts to secure a minimum stream flow in the Yampa River through the Colorado Water Conservation Board.

Policy NS-2.1: Conserve water and increase water storage capacity.

The community needs to assure that water resources are used efficiently, or conserved, and that new storage capacity is provided or other efforts undertaken to assure that the community has a reliable, long-term water supply.

Strategy NS-2.1(a): Develop and implement a Water Conservation and Management Plan - A Water Conservation and Management Plan will identify and implement methods to conserve water at all times, such as the use of recycled water (grey water) for irrigation of city and county-maintained land, as well as for domestic residential uses. The Plan shall also identify and implement methods to increase water storage capacity.

Policy NS-2.2: The city and county will ensure that both groundwater and surface waters are protected from degradation and are of a high quality.

State and federal regulations provide the primary framework for protecting water quality from further degradation. However, local governments can play an important role in monitoring water quality and assuring that adopted regulations are adequately enforced. In Colorado, the Department of Public Health and Environment (the "Division") administers the recent EPA mandated phase II municipal stormwater discharge permit requirements. The City of Steamboat Springs Public Works Department has submitted an application to the Division to become an MS4 stormwater operator. As per the Division's regulation, the main requirement of this general permit will be for the MS4 operator to develop and implement a community stormwater management program.

Strategy NS-2.2(a): Implement an Effective Water Quality Monitoring Program - Further develop and implement a water quality monitoring and management plan that is based upon the Colorado Department of Health Yampa Basin Watershed Plan. Further develop and implement a groundwater quality monitoring program.

Strategy NS-2.2(b): Enforce Stormwater Management Regulations - Actively enforce stormwater management regulations, including erosion from construction sites and from improperly located snow storage areas (e.g., scoria reaches the Yampa from these snow storage areas).

Strategy NS-2.2(c): Implement New Approaches to Reducing Sediment Loads - Identify and implement new methods to prevent sedimentation to the Yampa, such as passive separation systems within existing stormwater systems.

Goal NS-3: Our community will identify critical wetland areas and critical wildlife habitats, and enhance and conserve these areas for current and future generations.

Rationale

The community has indicated through surveys that protecting and maintaining wildlife habitat is an important value. Wetlands are important habitats for birds and wildlife. The City and County do not have specific wetland protection regulations. Such regulations should provide for a setback from critical wetlands and include other protection strategies. Though wetlands are protected by federal regulations, these regulations do not define buffer areas or mitigation requirements that may be appropriate for a particular community or location.

Policy NS-3.1: Develop a local Wetland Protection Program.

A local wetland protection program can provide for a greater degree of local control and focus more attention on protection of the resource. It can also provide greater protection for isolated wetlands, or those wetlands not considered to be "jurisdictional" as a result of recent court cases.

Strategy NS-3.1(a): Prepare a Wetlands Inventory - The city and county should cooperate with willing landowners to inventory wetlands in the study area. The inventory can be at a coarse level of detail (e.g., based on existing sources and interpretation of aerial photos accompanied by limited field verification), but it should be designed to identify all potential wetland areas. No disturbance of these areas would be allowed prior to more detailed study, which would either confirm the presence of wetlands or trigger a requirement for a more detailed delineation, or result in a determination that no wetlands are present.

Strategy NS-3.1(b): Develop a Wetlands Protection Program and Standards – Key elements of a local program include establishment of a buffer zone and definition of mitigation requirements. There are two

basic approaches in defining an appropriate buffer distance. One is to make a determination on a case-by-case basis after considering the importance of an individual wetland and the functions it serves. This approach provides more flexibility but it also requires more study and administrative time in implementing the regulation. An alternative approach is to base the buffer distance on the size of the wetland (e.g., a wetland less than an acre in size would have a 50-foot buffer distance, while a wetland an acre in size or greater would have a 100-foot buffer). It should be noted that a wetland buffer is not synonymous with a water body setback requirement, since some wetlands may not have standing water for much of the year.

A similar choice arises with respect to determining mitigation requirements. They can either be based on the quality and functionality of each wetland, which offers the flexibility as well as the disadvantages noted above, or on a pre-determined ratio, such as affecting one acre of wetlands is accompanied by a requirement to replace it with 1.5 acres of new wetlands.

Policy NS-3.2: New development will be designed to respect Wildlife Habitat.

The City and County have completed habitat mapping, but current regulations do not provide substantive criteria for determining impacts and developing strategies for their mitigation. New development should:

- Be sited and designed to not interfere with wildlife habitat;
- Protect wildlife habitat on private and public lands;
- Minimize conflicts between wildlife and human uses;
- Minimize impacts on migration corridors by siting housing away from the corridors, minimizing fencing, allowing for migration through the property;
- Minimize fragmentation of wildlife habitat by identifying tracts of land and movement corridors necessary for wildlife, time and phase construction activities to avoid impacts, minimize cumulative impacts of development, and
- The city and county should review cumulative impacts on wildlife caused by recreation use, developments and other plans.

Strategy NS-3.2(a): Prepare Wildlife Habitat Overlay District and Standards – Revise Codes to include more comprehensive wildlife protection standards or guidelines through an overlay district. The overlay district would incorporate the habitat information shown on the Important Wildlife Habitat map and would be refined, as appropriate, following community review and comment. The following types of habitat information are shown on the Important Wildlife Habitat map (see Appendix A):

- Conservation sites (Colorado Natural Heritage Program);
- Elk production areas;
- Elk Winter Concentration Areas and Severe Winter Range;
- Mule Deer Winter Concentration Areas and Severe Winter Range;
- Bald Eagle Nesting Sites and Winter Concentration Areas; and

- Great Blue Heron Nesting Areas.

This habitat information would serve as a “first screen” to determine if potential wildlife issues are present. A landowner or developer would have the option to supplement this generalized mapping with site specific studies to further illuminate the relative importance of the habitat and how it actually functions from an ecological standpoint. Required mitigation efforts could then be tailored to the level of effect that is actually anticipated. The overall aim of the policy is to define specific performance criteria and provide incentives for development that prevents “significant adverse” effects on these and other types of important wildlife. The policy would also incorporate specific standards for protecting especially sensitive habitat types and features. An example of this type of standard is providing a buffer of 835 feet around a great blue heron nesting site during the period March 1 to July 31. Such a standard would prevent residential and other types of development within the buffer area and restrict other uses (e.g., gravel mining), during the nesting period.

Policy NS-3.3: Promote the Use of a local Transfer of Development Rights (TDR) Program to conserve high priority resource lands.

A TDR program is a tool to regulate site densities by allowing higher densities on some parcels in exchange for lower densities on other parcels. A TDR program can be used to supplement existing tools, such as conservation easements, Land Preservation Subdivisions (LPS), and Purchase of Development Rights (PDR), to conserve natural, scenic, and environmental areas.

Strategy NS-3.3(a): Develop a Joint City/County TDR Program - Use of a TDR program requires establishing both “sending” areas (areas where lower density is desired) and “receiving” areas (areas usually within a municipality where higher densities are acceptable). Sending sites will be areas in the county designated as high priority natural and scenic protection areas. The West of Steamboat lands designated as “Estate Residential” are designed to become a receiving area, as well as residential areas within the Steamboat Springs city limits. (See Land Use Classifications and Location Criteria on P.3-10.)

Goal NS-4: Our community will protect its important view corridors and visually sensitive areas, including its nighttime skies.

Rationale

The importance of maintaining the community’s scenic setting is widely recognized. This sense of importance emerges in a variety of ways, including general public comment as well as specific studies such as “The Recreation Value of Ranch Open Space,” completed in 1993. This study underscored the importance that Steamboat Springs area visitors place on the landscape setting in making travel choices.



Policy NS-4.1: Maintain the quality of visually sensitive areas.

Comprehensive mapping of Visual Sensitivity was accomplished through the 2002 community plan update (see Appendix A). The mapping defines visually sensitive areas from the valley floor to the mountain zone, including community entry corridors, agriculturally important areas, and areas of important heritage such as certain open space parcels with diverse cultural and historical character, and highway foreground areas.

Strategy NS-4.1(a): Adopt additional Visually Sensitive Areas

Standards - Existing regulations focus only on ridge lines and do not address other visually sensitive areas. The city and county should consider additional measures, including variable setbacks and design guidelines to provide more comprehensive landscape protection. Of particular importance in this context are the highway foreground zones and key viewpoint locations shown on the Visual Sensitivity map, including:

- Yampa Valley View;
- First View of Ski Area/Mountain Community; and
- Yampa River Views.

(See also Goal CD-4: Corridors and Gateways.)

Policy NS-4.2: Protect our Region's Dark Skies.

Protection of dark skies and conservation of energy can be accomplished by minimizing the detrimental effects of artificial lighting to the region's quality of life and nighttime sky viewing conditions.

Strategy NS-4.2(a): Implement Policies and Consider Regulations to Protect Dark Skies – Consider policies and/or regulations to protect night skies by using state-of-the-art technology for reducing light trespass and glare; such as the lighting of parking lots and recreational areas.

Goal NS-5: Our community will prevent future development of geologically unstable areas or steep slopes.

Rationale

The city allowed development on slopes over 30% on lots platted prior to 2001, provided the developer met certain standards. The Routt County Master Plan sets forth policies for avoidance of steep slopes and natural hazards, and the County Zoning resolution lists a menu of mitigations for steep slopes and other natural hazards. Many communities limit development on steep slopes to avoid resource degradation and hazards associated with slopes, such as landslides.

Policy NS-5.1: New development will be limited on steep slopes.

The city and county will continue to limit development on slopes greater than 30%.

Goal NS-6: Our community will continue to promote responsible stewardship of soils and mineral resources.

Rationale

The Yampa Valley contains extensive deposits of commercially valuable mineral resources. For the most part, these resources are alluvial deposits of sand and gravel that are located in the scenic valley floor/riverine complex. As previously described, this is a setting with numerous natural and scenic resource sensitivities. The need for careful management of these resources and the process by which they are recovered and the landscape restored, has emerged as a major issue within the valley.

Policy NS-6.1: Mitigate impacts from mineral extraction and development.

Responsible stewardship includes mitigation of impacts from mineral development (refer to the Routt County Master Plan and the Routt County Gravel Pit Evaluation Guidelines).

Strategy NS-6.1(a): Identify Best Available Technologies (BATs) and Other Practices to Reduce Impacts of Mineral Extraction - Identify and implement Best Available Technologies (BATs) and practices in mineral resource extraction processes that reduce environmental impacts. Use the county's Gravel Pit Evaluation Guidelines (2003) to evaluate gravel pit proposals and only approve proposals that mitigate significant impacts.

Strategy NS-6.1(b): Develop a Mineral Resource Management Plan - Develop and implement a Mineral Resource Management Plan for more efficient utilization of mineral resources that minimizes redundancy and surface impact.

Goal NS-7: Our community will work to improve air quality through local air quality programs.

Rationale

The community has adopted some measures to control air quality, including a wood burning ban. Without measures to maintain and improve the air quality in the Yampa Valley as development continues, air quality could deteriorate over time.

Policy NS-7.1: Instigate air quality programs to improve air quality.

Air quality programs can include but are not limited to reducing the growth rate of total vehicle miles of travel in the community, reducing wood burning emissions, and using roadway construction to reduce air-borne

particulates from unpaved roads.

Strategy NS-7.1(a): Develop Vehicular Air Quality Maintenance Programs – The city will adopt air quality maintenance programs to reduce total vehicle miles of travel in the community, such as requiring connected streets, providing pedestrian connections, and supporting transit and other measures to support non-vehicular travel.

Strategy NS-7.1(b): Investigate Use of Alternative Road Construction Materials – Investigate, and where appropriate, use alternative materials, other than concrete and asphalt, to reduce air-borne particulates from unpaved roadways.

Additional Background Information

This section contains information on the existing protected areas and tools, and sensitive resources as mapped.

Protected Areas

Although thousands of acres of National Forest and other public lands are located in proximity to the Steamboat Springs community, slightly more than half of land in Routt County is privately owned (51%). As development pressures increased in the 1990's, public and private groups began to look for ways to preserve some of the ranch lands and other privately held areas. As a result of these efforts, a substantial amount of land has been protected. These areas are shown in the Generalized Land Ownership/Status Map (see Appendix A).

The largest single category of land shown in the Ownership Status Map is identified as "Other Protected Areas", which consists of a variety of lands, including those with conservation easements that were donated, purchased, or the result of the county's Land Preservation Subdivision (LPS) process. As a result, the level of protection varies on these parcels, ranging from areas with no additional development potential to areas with a limited number of building sites. A summary of two of the existing tools and approaches used for land conservation in the Steamboat Springs vicinity is provided below.

Land Preservation Subdivision

Routt County adopted the Land Preservation Subdivision (LPS) process in 1995. This process provides for an alternative to the traditional subdivision process and the pattern of largely unregulated 35-acre parcels allowed under Senate Bill 35. The LPS process offers incentives, including additional building lots, to landowners who conserve agricultural lands and other important resources through clustering and sensitive siting of development. Lands outside of the designated building sites are conserved, and future building is limited through a conservation easement.

Purchase of Development Rights

In 1996, voters passed a 1-mil increase in property taxes dedicated to a purchase of development rights program. As assessed values increased, proceeds from this levy have also increased, rising from \$350,000 in 1997 to more than \$600,000 in 2003. The county uses these funds to purchase and extinguish development rights on a property, thereby limiting the amount of development that can take place. The county had partnered with the Yampa Valley Land Trust, The Nature Conservancy, and the City of Steamboat Springs leveraging additional funds from Great Outdoors Colorado (GOCO), the USDA's Farmland Protection Program (FPP), and the Colorado Division of Wildlife (DOW). These transactions have received very generous donations of value from landowners involved. Some of the Routt County PDR funds were utilized to leverage conservation through the Yampa River System Legacy Project demonstrating the importance of a countywide funding initiative.

The City has also participated in a number of conservation efforts, but lacks

a dedicated funding source. A discussion of additional funding tools is provided in Chapter 8, Open Space, Recreation and Trails.

Sensitive Resources and Environmentally Constrained Areas

This section summarizes the natural and scenic resource conditions. Those areas of high sensitivity or resource significance were mapped and form the basis for many of the policies described later in this section. To better understand the range and distribution of natural and scenic resources, the consultant team produced a series of resource maps (see Appendix A), including the following:

- Important Wildlife Habitat;
- Visual Sensitivity;
- Environmental Constraints (including, geologic hazards, slopes and flood prone areas); and
- Wildfire Hazards.

Sensitive Resources

Important Wildlife Habitat

Wildlife resources and habitat include the combination of landform, vegetation and water resources within the valley and the surrounding areas. Many of the lands within the valley provide migration corridors for large mammals, while other areas include habitat for reproduction and areas of winter range critical for the survival of individual species. While there is abundance of publicly-owned land within the county, property divisions do not necessarily conform to natural system boundaries and, therefore, it becomes critical to develop a system for protection of both public and private lands.

The Important Wildlife Habitat Map (see Appendix A) illustrates some of the more important habitat types and features that occur in the Steamboat Springs vicinity, each of which is briefly discussed below:

- ***Elk Production Areas.*** These are areas where elk calve, which generally occurs from May 15 to June 15. Calving areas are widely distributed, most notably along much of Emerald Mountain, and scattered upland areas along the eastern edge of the Yampa Valley.
- ***Elk Winter Concentration Areas and Severe Winter Range.*** As the name implies, these are areas where elk concentrate during the winter. Severe winter range includes those areas where 90% of the herd concentrates in extreme conditions, such as during the winter of 1983-84.
- ***Mule Deer Winter Concentration Areas and Severe Winter Range.*** Deer use this habitat in the same way as was described for elk. Relatively little of this habitat type occurs in the Steamboat Springs vicinity; those that do occur are generally located along lower elevation, south and west-facing slopes above the Yampa River.

- **Yampa River Corridor.** Riparian habitat is one of the most valuable habitat types in Colorado, providing habitat for a wide variety of aquatic and terrestrial species. In addition to its overall habitat values, the Yampa River corridor supports two active bald eagle nesting sites within the study area and provides winter habitat and concentration areas for this species. The river corridor also contains a series of great blue heron nesting areas.

The Important Wildlife Habitat Map also shows a series of conservation sites designated by the Colorado Natural Heritage Program (CNHP). The Steamboat Springs vicinity has two primary CNHP sites, the largest of which is Pleasant Valley at the south end of the study area. This site is rated by CNHP as having a high biodiversity significance and is described as being a part of the extensive Yampa River riparian corridor, which is “. . . one of the last remaining intact riparian systems in the west.” In addition to montane riparian forest, cottonwood riparian forest, and riparian shrub communities, the Pleasant Valley site has a documented occurrence of boreal toad (a candidate for listing under the Endangered Species Act of 1973). Historically, the area has also been used as a great blue heron nesting site.

Soda Creek at Strawberry Park is the other primary CNHP site in the Steamboat Springs vicinity. This site is also ranked as having high biodiversity significance and includes montane riparian forests and willow carrs. Several other CNHP sites are located at the edge of the planning area, including a tributary to Walton Creek that contains Colorado River Cutthroat Trout, which is listed as a Colorado Species of Special Concern.

Landscape Character and Visual Sensitivity

The study area has an abundance of attractive landscapes, including those with significant views into, and across, the large open hay meadows along the valley floor. The Yampa River meanders through the valley floor, adding to the quality of the visual environment. Other panoramic views within the study area include Emerald Mountain, the "Sleeping Giant" formation, Strawberry Park, and Pleasant Valley. The *Visual Sensitivity Map* depicts key landscape elements, including landscape units and visual sensitivity.

As shown on the Visual Sensitivity Map (see Appendix A), eight landscape units were defined, all of which contribute to the overall setting of the Steamboat Springs community. Two of these landscape units have an urban character and are discussed in another section of this plan (community design). The more natural landscape units are discussed below.

- **Valley Bottom.** This unit includes the most visible portions of the South Valley and, to a lesser extent, the Yampa River corridor in the West of Steamboat vicinity. This is an important cultural landscape that contains many of the remaining buildings and agricultural uses that evoke the area's ranching heritage. It is arguably the landscape that most defines the Steamboat community and distinguishes it from other mountain resort communities. Due to its open and historic character, this landscape is very sensitive to change.

- **Valley Transition.** This unit consists of the open, side slopes that mark the transition between the flat valley bottom and the more forested uplands. Portions of the unit are used for hay production, but the sloping landforms are more difficult to cultivate and thus grade into pasture and mountain shrub. While these areas are usually not in the foreground zone of the main highways, this unit is visually sensitive due to its open character.
- **Upland Shrub.** This unit has some similar characteristics to the valley transition unit but is generally too steep for cultivation. In the area south of downtown, this unit is a relatively narrow band; it widens on the north side of Emerald Mountain. Lower portions of this unit are highly visible from Highway 40, particularly through the downtown area. In general, however, this unit has a lower visual sensitivity than the valley units due to its greater distance from major roads and more dense and complex patterns of vegetation.
- **Montane.** Most of this unit is densely forested. As a result, it is somewhat less sensitive to change and has the ability to absorb development that is carefully done. However, insensitive development that removes a substantial number of trees and creates un-natural appearing openings in the forest cover would be highly visible.
- **Strawberry Park.** This unit encompasses Strawberry Park, an open, scenic area that is enclosed by mountains. It consists of a mix of rural residential development; horse pastures and smaller scale agricultural uses.
- **Riparian.** In most places, this landscape unit is a narrow corridor extending along the Yampa and Walton Creek drainages. Although small in area, this landscape is a key element of the overall community setting. The natural values within the corridor are an important resource, and views to the river corridor should be maintained as much as possible from the highways and other key viewpoints.

In addition to landscape units, the Visual Sensitivity Map identifies areas with high visual sensitivity, including the highway foreground zone, key viewpoints and prominent ridgelines. Through much of the planning area, including the South Valley, the landscape remains mostly open with relatively little development adjacent to Highways 40 or 131. At these locations, the foreground zone extends to a distance of approximately $\frac{1}{4}$ mile on both sides of the highway, which is the area depicted in the map. Approximately $\frac{1}{2}$ mile north of the intersection of Highways 40 and 131, the setting becomes more urbanized, resulting in a reduced foreground zone and generally less sensitive landscape character. This condition extends through the urban area to a point approximately $\frac{1}{2}$ mile west of 129 Road. Past this point, the landscape opens up again and the highway foreground zone extends for a distance $\frac{1}{4}$ mile either side of the highway.

The highway foreground zones depicted on the map are the most visually sensitive areas in the Steamboat Springs vicinity. They combine high visibility, which results from an open character and heavy traffic, with foreground views to ranch lands, the river corridor, and historic features that greatly contribute to the quality of the community setting. Also noted in this zone are a series of key viewpoints. The first of these key viewpoints is near the big turn on Highway 40 as the road descends into the Yampa Valley. The view from this point is highly scenic and also provides a first impression and sense of arrival into the Steamboat Springs area. Another key viewpoint occurs approximately ¼ mile north of the Highway 40/131 intersection, where a driver traveling west comes upon the first view of the ski area and mountain community. Two other key viewpoints are foreground views to the Yampa River, which occur along Highway 40 near the western edge of the city limits and again near the intersection with Mount Werner Road.

Prominent ridgelines are also depicted on the Visual Sensitivity Map. These are areas that are visible throughout much of the planning area in views from major roads and other key viewpoints. The visual sensitivity of these areas derives from the fact that individual structures sited on top of a ridgeline may become “skylined” or visually prominent. The most significant visual impacts result from the skyline being penetrated by man-made structures, without a mitigating backdrop to reduce their visibility. Many of the sensitive ridgelines in the Steamboat vicinity occur along Emerald Mountain, but others are located west of Steamboat II and north of Colorado Mountain College.

Environmentally Constrained Areas

A variety of conditions occur in the Steamboat Springs vicinity that present some degree of limitation to urban development and other types of uses. These include geologic hazards, steep slopes, floodplains, and wildfire hazard. Each of these conditions is briefly discussed in the remainder of this section. A series of maps that depict these conditions is presented in the Appendix. At the end of this section, a composite map is presented that combines each of the types of development limitations into an overall hazard map.

Geologic Hazards

The Environmental Constraints Map (see Appendix A) depicts a series of geologic hazards that occur in the Steamboat Springs vicinity. The majority of these hazard areas are associated with steep slopes, including areas with landslide potential and other types of slope failure risk. Development in areas with natural or geologic hazards poses threats to life and safety. The specific hazard types shown include:

- **Landslide.** Area depicted presents a risk of a large-scale, slope failure involving surficial and/or bedrock material. Generally consists of one slope failure type (i.e., a rockslide or a landslide).
- **Potentially Unstable Slopes.** Area where geological conditions are present that may lead to instability when disturbed.
- **Slope Failure Complex.** Large area where various slope failure

types are present, including rockslides, landslides, debris slides, mudflows and debris avalanches.

- **Unstable Slopes.** Areas where slow downward movement is in evidence, typically in the form of soil creep, minor earth flow or heavy erosion. More rapid movement is possible and may result from man-induced activities or natural conditions.
- **Debris Fan.** Area of stream deposited material that is subject to recurring flooding and deposition.

Avalanche areas have not been mapped.

Slopes

Steamboat Springs lies in a valley surrounded by steep slopes. The Environmental Constraints Map depicts the steepest slopes (30% and over).

Flood-Prone Areas

Areas subject to flooding are also shown on the Environmental Constraints map, which depicts the 100-year floodplain for the Yampa River, Walton Creek, and other selected drainages.

Wildfire Hazard Areas

Wildfire hazard areas were mapped for a portion of the planning area using mapping produced for Routt County by the Colorado State Forest Service. The classifications include:

- Low hazard;
- Medium hazard;
- Severe hazard; and
- Severe hazard – brush.

Natural, Scenic, and Environmental Regulation Summary Table

The following table summarizes key provisions within the Codes of the City of Steamboat Springs and Routt County, as of 2003.

Table NS-1: Summary of Current Resource Protection Measures in City and County Land Development Codes

Resource Type	Steamboat Springs	Routt County	Proposed Changes
Wetlands	Conditions of approval for new development require conformity with community plan and minimizing of impacts to wetlands. No specific standards are stated. In some cases, the setback from water bodies would be applicable. See below.	No specific reference is made to wetlands.	Adopt a local wetland ordinance that provides an appropriate buffer distance.
Water Bodies	A 50 foot building setback is required from larger drainages, including the Yampa River, Walton Creek, Spring Creek, Burgess Creek, Fish Creek, Butcherknife Creek and Soda Creek. Distance is measured from the ordinary high water mark. A greater setback may be required in particularly sensitive situations. A 30-foot building setback required from the centerline of all "tributary streams."	A 50-foot building setback is required from perennial and intermittent drainages, as measured from the ordinary high water mark.	Increase building setback distance to 100 feet for major drainages and to 50 feet for tributary streams.
Wildlife Habitat	Conditions of approval for new development require conformity with Community Plan and minimizing of impacts to wildlife habitat. A wildlife mitigation plan may be required. No specific performance criteria are stated. Mapping from the 1995 Plan defines "sensitive" habitat as including: severe winter range, production areas, and critical habitat for elk, critical habitat for mule deer, eagle nest sites, and habitat for threatened and endangered species.	Defines critical wildlife areas as including, but not being limited to: nesting and staging areas for waterfowl, great blue heron rookeries, movement corridors, calving/fawning grounds, and winter range for elk and mule deer, nesting sites, dancing grounds, and staging areas for Sandhill cranes, booming grounds for sharp-tailed grouse, nest sites for raptors, streams for trout production. Further provides that if mitigation cannot be accomplished, the use shall not be permitted.	Adopt a wildlife overlay zone with specific performance criteria.
Vegetation	Subdivision regulations provide that 50% of larger trees (12-24") and 75% of large (24") trees must be preserved. Existing vegetation preserved to maximum extent possible. Conditions of approval for new development require minimizing of impacts to vegetation.	Subdivision regulations provide for preserving natural features of the site, including trees.	No changes.

Resource Type	Steamboat Springs	Routt County	Proposed Changes
<p>Visually Sensitive Areas: Ridgelines</p> <p>Other visually Sensitive Landscapes</p>	<p>Skyline overlay zone defined. No structure can be situated above the crest of a skylined ridge by more than 25 feet. Significant vegetation must be preserved. <i>(New draft language appears to soften these requirements.)</i></p> <p>No specific recognition is given to protection of other sensitive landscapes, such as foreground zone from US 40, community entries, etc. However, 1995 Community Plan calls for minimizing visual impacts along the US 40 and SH 131 corridors.</p>	<p>Regulations (adopted 4/8/2003) state the following: No new structure permitted within skyline area (as identified on the Skyline Area Map) that protrudes more than 15 feet above the skyline, unless obscured by vegetation etc.</p> <p>Routt County's regulations do not address other visually sensitive landscapes such as highway foregrounds.</p>	<p>Adopt design guidelines and standards for other types of visually sensitive areas, including highway foreground and key viewpoints.</p>
<p>Steep Slopes</p>	<p>Criteria for approval require consideration of the site's suitability for development, including topography (the presence of steep or unstable slopes). The 1995 Community Plan states that development on slopes over 30 percent should be required to meet specific standards of development. The subdivision standards prevent development on slopes over 30 percent.</p>	<p>Steamboat Springs Area mapping identifies 30 percent slopes as a constraint.</p> <p>Routt County Regulations: All slope classes have been identified and mitigation measures are set forth.</p>	<p>No changes.</p>
<p>Floodplains</p>	<p>Residential and most other buildings must be elevated to 1 foot above the "base flood" (100-year) elevation. No activity allowed in floodway unless it can be demonstrated that the activity will not result in an increase in flood levels during a base flood event.</p>	<p>Routt County: Flood plain resolution requires a min. of 2' elevation above base flood elevation. Requires consideration of effects on floodway capacity, downstream lands, flood profile and flood, heights, etc. Further provides for avoiding development in flood way areas or flood channel zones.</p>	<p>Restrict residential and other types of urban development within designated 100-year floodplains.</p>
<p>Other Hazard Areas</p>	<p>Criteria for approval require consideration of the site's suitability for development, including environmental hazards such as avalanche or landslide paths, rockfall hazard areas, or wildfire hazard areas. No specific performance criteria are defined.</p>	<p>Several types of hazard areas are identified, including avalanche, landslide, rockfall, mudflow, unstable slopes, and wildfire hazard areas. Further provides that if mitigation cannot be accomplished, the use shall not be permitted.</p>	<p>No changes.</p>

Chapter 8: Open Space, Recreation and Trails

Open Space, Recreation and Trails Vision Statement

The Steamboat Springs area will continue to have a well planned, well maintained, financed, and integrated system of trails, open space, and recreational opportunities that foster a high quality of life.



Background and Intent

This chapter has a close connection with Chapter 7, which also deals with protection of natural areas and open space. The emphasis in Chapter 7 was on identification of key resource areas and a discussion of regulatory and related approaches for protecting these areas. The current chapter (Chapter 8) also addresses open space protection, but does not repeat the information previously discussed. Instead, it focuses on the need to provide additional financial tools for open space acquisition and protection tools that could also be used for related parks and trails purposes. For these reasons, the two chapters should be read in conjunction with each other. In addition, this chapter addresses at a broad level some of the other recreation and trails issues that have emerged in the community.

Population growth and the corresponding development of vacant land within the Steamboat Springs urban area have made open lands and park land ever more precious to the community. As a result, the acquisition and maintenance of open lands and parks have become increasingly important within areas that are largely built out, in undeveloped future neighborhoods, and in rural portions of the study area.

In the Old Town, Mountain, and Fish Creek areas, the issue is maintaining existing park space and adding new parks in appropriate locations as these areas build out. In West of Steamboat Springs, a variety of parks must be planned to complement existing and proposed development. In Strawberry Park, the issue is creating more linkages to city and rural trails and connections along RCR36 to Buffalo Pass and the Strawberry Hot Springs.

Key community facilities are also in need of upgrading and new needs have emerged. Among these needs are purchase of additional open space, development of additional pedestrian/bicycle trails, improvements to the Howelsen Hill Sports Complex, and a youth activity/recreation center (Community Survey, 2002). An off-leash dog park has also been identified as a community need.

The system of neighborhood parks and associated trails linkages must be expanded. This includes defining strategic park opportunities within existing developed areas and ensuring that a park and trails system is





Trail system (Stephens Park, Vail, CO example) (EDAW)

included in new development proposals. The current focus for enhancing the trail system is to expand the system to provide connections within the existing urban area. Creating a framework for new development in West of Steamboat Springs and providing linkages to rural areas and rural development are also high priorities.

The trail system serves a wide variety of users, including equestrians, bicyclers, joggers, river users, and everyday walking use. Because the core trail parallels the Yampa River for much of its length, management of the trail system and river recreation uses needs to be integrated with the goal of sustainable use compatible with resource protection. The primary focus for expanding the system includes:

- Completing key links within the existing trail system;
- Providing connections to and creating an internal framework for new developments; and
- Expanding upon the existing system to provide regional connections.

Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Growth Management	Community Design	Transportation	Natural/Scenic Resources	Housing	Economic Development	Historic Preservation	Capital Facilities	Specific Planning Areas
Funding source for open space protection					✗					
Preserve open lands	✗									✗
Enhanced trail system	✗			✗						✗
Enhanced parks and recreation									✗	
Balancing recreational uses with resource protection					✗					

Open Space, Recreation, and Trails Goals and Policies

Goal OS-1: Our community will establish a permanent and constant revenue source dedicated to the acquisition and preservation of open space.

Rationale

Any successful open lands protection effort uses a variety of tools and strategies. The importance of partnering with the Yampa Valley Land Trust, Colorado Cattlemen's Agricultural Land Trust, and other private conservation groups, leveraging funding through grants, encouraging conservation type developments, and many other strategies are essential. As in much of Colorado, land costs in the Steamboat Springs area have been increasing rapidly and funding is limited. In light of the importance the community places on protecting open lands, the need for additional funding mechanisms and approaches to protecting open lands have been identified as a priority. Although Routt County has a dedicated funding source for open lands and agricultural lands protection (i.e., the PDR Program), the City of Steamboat Springs does not—it is one of the few mountain resort communities in Colorado that lacks a funding source specifically dedicated for this purpose

Policy OS-1.1: Create new funding sources for protection of open space.

Some level of on-going, local funding for open space is essential. Without a dedicated funding source, the community's ability to acquire and manage open lands will continue to be subject to unreliable and unpredictable funding procedures.

Strategy OS-1.1(a): Explore and Adopt a Dedicated Funding Source -

The following items address an identified need to increase the amount of available funding. A formal decision on what funding strategies to use will require further analysis and public comment. Initially, an increase in the lodging tax or property tax appears to be the most promising options.

Possible Open Space Funding Sources

Dedicated Sales Tax. This is the tool of choice for open space protection in Colorado. It typically consists of a sales and use tax ranging from .1 to .5 cent (one tenth of a cent to one half cent) on purchases. Aspen and Breckenridge are examples of mountain communities that utilize a dedicated sales tax to fund open space protection. Like many communities, however, the City of Steamboat Springs is heavily reliant on sales tax revenues and already has one of the highest rates in the state. The opportunity to use this funding source for open space may be limited.

Increase the Lodging Tax. A lodging tax can be utilized for a variety of purposes, including open space protection. It usually consists of a 1 or 2 percent levy on the cost of lodging or a flat rate (e.g. \$2 added to the cost of the room). The city currently has a 1% lodging tax that could be increased for open space funding.

Property Tax. Several counties, including Routt County and a few municipalities in Colorado have used an increased mill levy to fund open space protection.

Goal OS-2: Our community will preserve and manage open space to protect the agricultural, rural, and recreation-based nature of the community and to preserve wildlife habitats and view corridors.

Rationale

As discussed in Chapter 7, Steamboat Springs has a variety of important natural resources and a landscape setting that residents and visitors value highly. Although the community can point to a number of notable land conservation accomplishments, the need for a more structured open space program has emerged.

Policy OS-2.1: An Open Space Master Plan will define types of open space to preserve, such as buffer zones, skyline ridges, and large passive recreation or agricultural parcels, and the appropriate amount and location of each type.

One of the elements of an Open Space Master Plan would be an open lands classification system that defines types of areas to be included in the system, and outlines guidelines for their management. Table OS-1 below demonstrates the beginnings of such a classification system for open space.

Table OS-1: Open Space Classification System

Classification	Acreage	Purpose/Function	Management Guidelines
Park Preserve	100 acres or greater	Protects large areas with natural resource values of community-wide significance. Provides opportunities for nature-oriented, outdoor recreation.	Emphasis is on achieving an appropriate balance between resource protection and public use.
Natural Areas	10 acre minimum	Protects natural values on smaller parcels than the park preserves. Often located along stream corridors. Provides opportunities for nature-oriented, outdoor recreation, which often includes multi-purpose trails.	Emphasis is on resource protection with some public access provided. No more than 10% of site area can be dedicated to park-like uses, including roads, parking, trails, environmental education/interpretive areas, picnic sites, and visitor support facilities.
Special Resource Areas	Varies	Protects areas with important natural, cultural, and other community values. These may include areas of significant vegetation, important and sensitive habitats, scenic areas, or areas that contribute to the urban shaping and buffering goals of the community.	Emphasis is on protection of the values that qualify the area for designation as a special resource area. In some cases, public access will not be provided and no facilities will be developed. If public access is not desirable or needed, conservation easements may be a suitable preservation tool.
Agricultural Lands	Varies	Preserve agricultural areas and operations on lands traditionally used for such purposes.	Typically, agricultural lands are subject to conservation easements or other constraints that limit public access. Ag operations are managed for sustainable use with resource protection.

Strategy OS-2.1(a): Prepare an Open Space Master Plan - The city and county should jointly prepare an Open Space Master Plan, which will include strategies for identifying, preserving and managing open space. The plan should acknowledge and incorporate elements of the 1995 Routt County Open Lands Plan. In addition, at a minimum, the Master Plan should address the following issues:

- Goals and specific objectives of the program;
- Comprehensive inventory and map of existing open lands;
- Prioritization of potential acquisition parcels;
- Description of funding mechanism, acquisition costs and operating costs;
- Policies and procedures for managing open lands, including public access and use; and
- Procedures for public involvement and oversight.

Strategy OS-2.1(b): Identify and Map Existing Open Space Parcels -

Identify and map potential open space parcels for preservation. Important resource values, as well as protected areas, have been mapped and are discussed in Chapter 7, Natural, Scenic, and Environmentally Sensitive Areas.

Strategy OS-2.1(c): Create Open Space Protection Incentives -

Create real benefits/incentives for landowners to promote the preservation of open space, such as development application fee waivers or local tax incentives.



Policy OS-2.2: New development within and adjacent to the designated Steamboat Springs Area Community Plan area should protect adjacent agricultural operators and preserve sensitive wildlife areas.

Strategy OS-2.2(a): Partner with Landowners and Agricultural Operations – To preserve agricultural lands, work with landowners and ranchers to develop conservation easements and use other tools. Specific areas of focus include:

- The South Valley Area;
- Along 20 Mile Road in the West of Steamboat Plan Area;
- Copper Ridge, adjacent to Colorado Mountain College; and
- The open meadows in Strawberry Park.

Strategy OS-2.2(b): Support Community Efforts to Purchase Key Open Space Parcels – Work with the community to purchase the Werner gravel pit in the South Valley and the 6,345-acre Emerald Mountain State Land Board parcel adjacent to the Howelsen Hill Recreation Area.

Strategy OS-2.2(c): Support the Yampa River Legacy Committee – Support the Yampa River Legacy Committee’s efforts to preserve and enhance the Yampa River and adjacent lands and create more public open space through the West of Steamboat Area project from Steamboat Springs to Routt County’s Hard Rock site.

Goal OS-3: Enhance and expand our existing City of Steamboat Springs trail system.

Rationale

As in many communities, trail use is a very popular activity in Steamboat Springs. The 2002 community survey indicated that 72% of residents view development of more trails and bike paths as “very important.” This rating is among the highest of all project types included in the survey, second only to open space acquisition, which received a 75% “very important” rating. Although the city has made great progress in meeting trail needs through development of the Yampa River core trail and other projects, much work remains to be done to create a fully interconnected system, enhance trail accessibility, serve additional areas of the community, and meet other identified needs.



Policy OS-3.1: Take a comprehensive approach to the region’s trail system, to link existing trails as a contiguous system; give neighborhoods access to trails; and connect city and county trails and public lands.

Strategy OS-3.1(a): Identify and Preserve Existing Informal Trails Used Within the Community - A network of informal trails has evolved over time, some of which provide access to public lands. As the community continues to develop, it is likely that conflicts and landowner concerns

will become increasingly apparent on these informal trails. The community needs to determine which segments of the informal system, if any, are important elements of the overall trail system and acquire the necessary easements or land rights to maintain these trails.

Strategy OS-3.1(b): Address and Manage Compatibility of Uses on Trails – Another result of the increasing popularity of trail use is an increase in conflicts among various types of trail users (such as equestrian, pedestrian, and bicycles). Where major conflicts have emerged, it becomes necessary to provide parallel tracks, limit certain user types, or implement other measures. A review of the overall trail system, including public lands connections, is needed to assure that potential user conflicts are effectively managed.



Manage trail users (EDAW)

Strategy OS-3.1(c): Require Trail Dedication - Require new trails to be dedicated and constructed by developers and/or landowners when the trails have the current or potential ability to provide a needed linkage between the new developments and key destinations, rather than requiring trails to be dedicated or constructed that have little practical value.

Strategy OS-3.1(d): Create a Cash-in-Lieu System for Trails - Create a cash-in-lieu system for the expansion of the trail system when installation of trails in new developments is not practical.

Strategy OS-3.1(e): Promote County Trail Linkages - The county should emphasize trail linkages in new developments within the county and become actively involved in linking the city's trails to recreational destinations in the county.

Strategy OS-3.1(f): Determine Appropriate Winter Trail Maintenance - Determine appropriate winter maintenance for trails. Several issues have emerged on this topic, including defining maintenance practices that are best suited for cross-country skiing and other winter uses, as well as a determination of which trail segments should be plowed and remain available for walking, biking and other uses.

Strategy OS-3.1(g): Update the Trails Master Plan - Update the trails master plan and adopt a more comprehensive trails map and management plan (the community trails map is shown at the end of this chapter). A Trails Master Plan for the Howelsen Hill/Emerald Mountain area is also presently being developed under the direction of the Parks, Open Space and Recreational Services Department. The public should be engaged in the trail planning process.

Strategy OS-3.1(h): Educate Trail Users - Educate trail users regarding private property rights and trespassing concerns, trail etiquette, user protocols and natural resource concerns. Coordinate educational materials and displays with other groups such as Yampatika, Division of Wildlife, USFS, Rotarians, The Nature Conservancy, Routt County Riders, etc. Develop community-based trail maintenance support and work groups.

Strategy OS-3.1(i): Coordinate Trail Planning Efforts – Coordinate efforts among the city, county, federal government and private landowners for the design, construction and maintenance of trails within the community.

Goal OS-4: The community will enhance and expand the existing city parks and recreation system to include a diversity of recreational opportunities and parks.

Rationale

Population growth, as well as increasing visitation to the community, has created additional demands for recreational facilities. As previously discussed, a number of specific needs have emerged as well as a general perception that neighborhood parks and other facilities are not keeping up with growing demands. As outlined below, a number of efforts are needed to better define community needs, including consideration of level of service standards, as well as adoption of other tools to improve the community's ability to respond to emerging needs in a timelier manner.

Policy OS-4.1: Establish an appropriate amount of park lands according to population and demands of the community.



Parks and Recreation (Fort Collins, CO and Vail, CO examples) (EDAW)

Strategy OS-4.1(a): Require Park Land Dedication – The city will require new development to dedicate park land to meet the recreation demand generated by the population in the new development. (Thresholds should be established that identify when the park land dedication would apply, as well as language regarding acceptance of private versus public parks.) Park land dedication amounts should be in accordance with Level of Service guidelines established in the Parks and Recreation Master Plan.

Strategy OS-4.1(b): Create a Cash-in-Lieu System for Parks - Create a city cash-in-lieu system for the expansion of the parks and recreation system when dedication of land in new developments is not practical.

Strategy OS-4.1(c): Develop a Parks and Recreation Master Plan - A Parks and Recreation Master Plan is an in-depth document that focuses specifically on parks and recreation. A standard component of a parks and recreation master plan is a comprehensive inventory of existing parks, recreation facilities and programs, including an analysis of the adequacy of existing resources and participation trends. Through extensive public outreach, review of recreation use trends, and other data, community needs are identified and documented. This typically occurs within the context of level of service standards and how the community compares to other similar communities. A specific set of projects is then developed that responds to identified needs, including costs, phasing and priorities. In support of these projects, a range of specific implementation recommendations is developed, including policy revisions and financial tools. The Parks and Recreation Master Plan should identify specific needs, such as pocket parks and

off-leash dog parks. The following table provides a general classification system for parkland that will need to be refined in the Parks and Recreation Master Plan.

Table OS-2: Park Land Classification System

Classification	Acreage	Purpose/Function	Site Characteristics
Neighborhood Park	5-12 acres	Provides nearby recreation and leisure opportunities within walking distance (one-half mile) of residential areas. Should serve as a common area for neighbors of all ages to gather, socialize and play. Typically would include a paved, multi-purpose area for court games/in-line skating or two tennis courts, a multi-purpose play field with backstop, play equipment, ADA accessible trails and shaded areas for picnics and sitting within a landscaped setting that is a blend of full irrigation for active uses and xeriscape. On-street parking is typically adequate.	<p>Locate adjacent to elementary or junior high schools when possible.</p> <p>Centrally locate within area served around existing natural habitat, along trail or drainage corridors, or at urban centers.</p> <p>Accessible via trail.</p>
Community Park	30-100 acres	Provides opportunities for community wide activities and facilities. Should maintain a balance between programmed sports facilities and other community activity areas such as urban forests, gardens, water features, performance areas, festival spaces, plazas, etc. and have features that appeal to the broader community. Sports complexes should not be considered community parks in function.	<p>Portions of the site should be relatively flat to accommodate fields and facility development. Special site features such as streams, lakes, forests, rock outcrops, historic or archaeological sites and other interesting elements may add to the unique character of the park.</p> <p>Ideally, will have good access from a collector or arterial street.</p> <p>Direct access to regional trail system desirable.</p>
Sports Complexes	Varies	Provides opportunities for community-wide programmed and non-programmed sports such as: baseball, softball, soccer, tennis, in-line hockey, and skateboarding in higher intensity use facilities. Limited areas for passive recreation uses and other features that appeal to the broader community. Strategically located to fill service gaps for specialized sports facilities.	<p>Majority of site should be relatively flat to accommodate sports fields.</p> <p>Locate away from residential areas to avoid light and noise conflicts.</p>
Regional Park	Varies	Provides facilities and recreational amenities intended to serve city residents as well as the surrounding region. As such, regional parks typically involve partnerships involving several jurisdictions that come together to provide a service or benefit that they can't individually afford or that they can provide more economically through a partnership. Typically, regional parks contain a mix of active sports fields, open space and other amenities.	<p>Portions of the site should be relatively flat to accommodate fields and facility development. Special site features such as streams, lakes, forests, rock outcrops, historic sites and other interesting elements may add to the unique character of the park.</p> <p>Direct access from an arterial street.</p> <p>Direct access to regional trail system</p>

Goal OS-5: Balance the needs and demands for recreation opportunities against the impact on riparian lands and minimize the disturbance on natural areas.

Rationale

A management plan for the Yampa River was adopted in January of 2004. The management plan provides further guidance for many of the policies outlined below. Topics within the management plan include recreational use carrying capacity, access points, overall management strategies, and resource protection and enhancement measures.



Policy OS-5.1: Identify critical natural areas along the Yampa River corridor and other important riparian corridors before the land surrounding them is proposed for development.

Strategy OS-5.1(a): Establish a Water Quality Baseline - Establish a baseline for water quality of the Yampa River, Walton Creek, Burgess Creek, Soda Creek, Spring Creek, Butcherknife Creek, and Fish Creek, and monitor water quality on a regular basis.

Strategy OS-5.1(b): Provide and Manage River Access - Develop a rivers and creeks (riparian areas) access management plan and maintain appropriate access points to the Yampa River.

Strategy OS-5.1(c): Develop Tools for Riparian Areas Restoration - Identify and develop tools and community programs for restoration of riparian areas.

Strategy OS-5.1(d): Continue to Pursue Water Rights Adjudication – Continue to pursue recreational in-channel diversion water rights and minimum in-stream water flow for the City for recreation and/or biological needs, including fish survival. The city is currently pursuing these water rights.

Chapter 9: Housing

Housing Vision

The Steamboat Springs community will allow the majority of people who work in Steamboat Springs to afford to live here, if they so choose. This also applies to those who have worked for many years in the community and have retired.

Background and Intent

Over the past decade, housing availability has been a growing issue within the Steamboat Springs community. A recently completed study determined that the percentage of owners burdened by an unaffordable housing payment increased from 23 percent in 1990 to 31 percent in 2000. In addition, approximately 42 percent of renter households are paying in excess of 30 percent of their income for housing and are considered to be cost burdened (*Routt County Housing Needs Assessment, June 2003, Housing Collaborative LLC*).

Based on the Housing Needs Assessment, the Steamboat Springs area appears to be at an affordable housing crossroads. If recent housing trends continue, Steamboat Springs will continue to lose more of its resident work force and its social and economic diversity. Residents are aware of the shortage of housing that has occurred in other mountain resort communities that have not proactively planned for housing local residents, and the community is seeking to avoid this direction. But, to take another road and achieve housing for all workers and residents will require building a strong commitment and the cooperation of the whole community.

In the Steamboat Springs area, a variety of housing types and styles currently serve a diverse population, including year-round residents, second-home owners, seasonal employees, and visitors. Providing housing for this diverse population will require creating opportunities for new residential development, maintaining and enhancing existing diverse neighborhoods, promoting infill within city limits, and redeveloping properties to prolong and enhance their usefulness.

The goals and policies in this chapter are intended to help create opportunities for individuals who work in the community to live in the community indefinitely and to address the general issues of balance and quality of housing.

Achieving these goals will require support for a comprehensive range of programs. The blend of strategies proposed will require active participation of both public and private sectors. It will not be enough to select the one or two strategies deemed most acceptable by the public or private sector. In addition, the need to provide available and affordable housing will at times have to be evaluated in relation to other community desires, such as the need to protect agricultural lands and minimize impacts on the natural



environment.

Strategies in this chapter support the broad range of existing housing activities as well as the creation of a larger housing stock, some of which will be available for rent or purchase by the area's working and middle class people. The community must provide for the supply of housing, as well as create programs to direct housing types to appropriate areas of need to address the issues. Other considerations include keeping the community's supply of affordable housing affordable over the long-term, through actions and strategies designed to establish permanently affordable housing.

The community has suggested a range of policies and strategies as the basis for future action. The identification of new urban development areas in West of Steamboat Springs and additional opportunities for residential development within the existing urban area are part of the land use portion of this document (see also Land Use and Growth Management chapters).

Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Growth Management	Community Design	Transportation	Natural, Scenic	Open Space, Recreation	Economic Development	Historic Preservation	Capital Facilities	Specific Planning Areas
MAJOR THEMES IN THIS CHAPTER										
Compact, mixed-use development	✗									✗
Jobs-housing balance	✗									
Infill and redevelopment	✗	✗								✗
Neighborhood protection and planning	✗		✗							✗
RELATED THEMES IN OTHER CHAPTERS										
Residential design standards			✗					✗		✗

Definition of Affordable Housing

Defining the term "affordable housing" is often elusive, since there is no absolute definition of what is "affordable." Working Group members identified the need to reach consensus on the Steamboat Springs community definition of "affordable housing" in this Plan, and on setting clear goals to address affordable housing issues.

According to the Routt County Housing Needs Assessment, housing affordability is defined as: "...when the amount spent on rent or mortgage payments (excluding utilities) do not exceed 30 percent of the combined gross income of all household members. The term is not synonymous with low-income housing; households in lower through middle-income ranges

tend to have affordability problems with housing costs in the Steamboat Springs area.” The Housing Needs Assessment definition of “affordable housing” is hereby carried forward into this Plan.

Housing Goals and Policies

Goal H-1: Our community will continue to increase its supply of affordable home ownership, rental, and special needs housing units for low, moderate, and median-income households.

Rationale

If recent housing trends continue, the Steamboat Springs area will continue to lose more of its resident work force, its social and economic diversity, as well as the character that results in such a unique community. It is clear that the community needs to take action to address housing balance, availability, and affordability. To address these issues, the community must implement policies to promote a diversity of housing opportunities over time. Just as the issues associated with available and affordable housing have not evolved overnight, even a comprehensive program will not bear fruit immediately. It will require not only action, but also education, to develop and maintain the community's will to address the issues.

Policy H-1.1: Continue to monitor needs for and barriers to affordable housing in the community.

The Housing Needs Assessment identifies a number of trends and indicators for the housing market, including building permit activity; rents, vacancies, and changes in short-term rental units; changes in housing/jobs balance; for-sale listings of affordable units; annual median income information; and changes in local wages and personal income. The Needs Assessment recommends that the city and county continue to monitor these indicators, in order to monitor their housing situation over time.

Strategy H-1.1(a): Develop a Database of Key Housing Indicators –

Develop a database from statistics and indicators identified in the Housing Needs Assessment, including population, employment and commuting data, for-sale market conditions, listings, rental market conditions. This database will help the community understand housing affordability trends and problems, such as cost burdened households, and should be considered to be an ongoing extension of the Housing Needs Assessment.

Strategy H-1.1(b): Update the Housing Market Database - Update the housing database to current conditions and on a periodic basis make the information readily available to the public. Monitor problem trends in the housing market.

Policy H-1.2: Support a variety of affordable housing options that are integrated throughout the community, but protect the character of existing neighborhoods.

Affordable housing should be integrated in existing and new neighborhoods in ways that do not compromise the character of neighborhoods by ensuring that the scale, form, and quality of housing development is compatible with surrounding development.



Mixed housing options (Fort Collins, CO Example)

Strategy H-1.2(a): Develop Inclusionary Zoning Standards – Develop inclusionary zoning standards within Urban Growth Boundary that require a minimum number of affordable housing units to be built in new developments. The West of Steamboat Springs Plan requires 30 percent of all new units to be affordable.

Strategy H-1.2(b): Develop a Jobs-to-Housing Linkage Program- Amend land use controls to require that commercial/lodging developments provide jobs-to-housing linkage (i.e., certain amount of housing must be built to offset new jobs created). A linkage program should include requirements for providing funds or other mitigation to meet some portion of the identified housing needs created by new commercial or resort development. If it is not feasible to implement a linkage program in the near-term, consider tying the implementation of a linkage program to a benchmark related to the community's housing/jobs balance. This would require establishing a program to monitor the community's housing/jobs ratio over time, with the implementation of a linkage program for larger employers if the ratio were to continue to show an increase in the number of jobs in the community without a corresponding increase in the number of available housing units (see Policy GM-2.1 in the Growth Management chapter for a more detailed discussion of this approach). Such a program would need to be carefully designed, in order to avoid adverse impacts on small and start-up businesses.

Strategy H-1.2(c): Reevaluate Affordable Housing Incentives - Reevaluate affordable housing incentives in the code (e.g., waiver of fees or credits) and dimensional standards (e.g., smaller lot sizes, street widths, or setbacks) to entice developers to meet the affordable housing challenge. Continue to allow developers to increase density within the basic zoning designation when they tie a portion of their units to deed restrictions or price controls. Consider additional incentives as appropriate, such as the affordable housing exemption from the city's excise tax. Efforts should be made to monitor and evaluate regional and national trends and policies on affordable housing.

Strategy H-1.2(d): Establish Provisions to Ensure Permanently Affordable Housing - Permanently affordable housing refers to housing that is sold or rented only to households with incomes below fixed maximums. Protective measures should be evaluated to ensure that affordable housing be resold or re-rented only to households whose incomes fall under the same maximums, typically adjusted for inflation and sometimes for household size. This may require that the land on

which the housing is built be reserved permanently for persons of that relative income level. Other approaches such as subsidy recapture, deed restrictions, and housing land trusts, should be evaluated to see if they are appropriate for Steamboat Springs.

Strategy H-1.2(e): Convert Existing Inventory into Affordable housing Stock - Encourage the conversion of existing short-term rental properties into long-term affordable housing, using such techniques as tax credits and deed restrictions on acquisitions.

Strategy H-1.2(f): Consider Market Intervention Techniques - As determined through monitoring the housing market (see strategy H-1.1(a) above), if housing affordability becomes a more severe problem, the community may wish to use market intervention techniques to encourage developers to build affordable housing. These techniques may include living wage requirements, and direct employer assistance (e.g., employer-developed housing, loan cosign programs, and direct private financial assistance).

Strategy H-1.2(g): Assess Preservation of Mobile Home Housing Ordinance – Assess the existing Preservation of Mobile Home Housing Ordinance to determine if it is having the intended effect on the preservation of mobile homes. Review, amend, and strengthen the ordinance to ensure mobile homes are preserved as a viable housing option.

Policy H-1.3: Integrate housing in mixed-use areas.

Housing should be integrated into mixed use commercial areas and close to resort commercial and industrial/employment areas. The resulting mix of land uses will help promote a greater diversity of housing opportunities as well as social interactions.

Goal H-2: The Steamboat Springs community will develop an oversight body to administer and coordinate existing and new affordable housing programs.

Rationale

A Regional Housing Authority is capable of undertaking many different types of housing programs, such as partnerships for income-restricted rental housing through acquisition of existing housing units and/or new development; and homebuyer support programs, such as down-payment assistance, homebuyer training, and coordination with mortgage lenders to provide more appropriate products and services for affordable housing programs. A Housing Authority could also review development proposals and provide comments and guidance on the mix and pricing of housing units. It would serve an important role in the education and counseling of prospective renters and homebuyers. The Authority could also serve as an important resource for the general public on housing trends, employee housing needs, and broad community housing needs. These types of programs will be important in the success of overall housing efforts.

Policy H-2.1: Coordinate efforts to develop and support a Regional Housing Authority to oversee affordable housing programs.

The Housing Authority will serve an important function of undertaking programs, reviewing development proposals, applying for grants and funding, and educating the public on housing issues.

Strategy H-2.1(a): Prepare a Regional Affordable Housing Plan – Work with surrounding communities to jointly develop a regional plan for affordable housing that outlines programs, strategies, and funding for affordable housing in Steamboat Springs and surrounding communities.

Policy H-2.2: The Housing Authority should use the Housing Needs Assessment (as updated on a periodic basis) to create a multi-faceted approach to address programs and coordinate partners working toward addressing housing needs of today and in the future.

Strategy H-2.2(a): Continue Private-Public Partnerships - Continue public-private partnership programs with organizations that promote the conversion of short-term to long-term rentals, technical assistance in the development of affordable units, and acquisition assistance. Other partners could include Habitat for Humanity, local lenders (through their CRA commitments), and the local development community.

Strategy H-2.2(b): Co-sponsor Housing Grants - Both the city and the county should actively participate as a co-sponsor with the Housing Authority in applying for grants.

Strategy H-2.2(c): Coordinate Assistance Programs - Coordinate programs that offer down payment assistance, mortgage assistance, and subordination financing with the community reinvestment requirements of local lending institutions.

Strategy H-2.2(d): Work with the Private Sector to Provide Creative Lending- Work with the private sector to help with loan underwriting to provide financial assistance to qualified households. For example, the city and county could certify loans for energy efficient homes or location-efficient mortgages (where the buyer's ability to make payments is strengthened by minimizing assumed car payments or transportation costs).

Strategy H-2.2(e): Develop Personal Financial Responsibility Programs – Work with the private and non-profit sector to develop educational programs that address housing needs (e.g., rental counseling, homebuyer training, mortgage default counseling, and reverse mortgage counseling).

Strategy H-2.2(f): Establish a Dedicated Funding Source for Housing- The Housing Authority should work with the city, county, and private sector to explore options for establishing a dedicated funding source for affordable housing. Options include establishing a housing trust fund as a source of revolving loans, or a subsidy recapture program.

Goal H-3: The Steamboat Springs community will have a mix of housing types and styles that can accommodate the people who work in the community.

Rationale

A continuing goal of the City and County is to promote infill and redevelopment as well as new neighborhoods that contain a variety of housing types and densities, with amenities, services and retail to ensure opportunities for a variety of household income levels.

Policy H-3.1: New Development will incorporate a Mixture of Housing Types

The City shall encourage, through its land use regulations and incentive programs, the private sector to provide a mixture of housing types with varied price ranges and densities, that attempt to meet the needs of all elements of the community's population. In particular, the City will promote the siting of higher density housing near public transportation, shopping, and in designated neighborhoods and districts. This Plan also supports the concept of mixed-use development in neighborhoods. This pattern may be characterized by a mix of mutually supportive and integrated residential and non-residential land uses, and a network of interconnected streets with good pedestrian and bicycle access and connections to transit.

Policy H-3.2: The city will encourage the Conversion of Mobile Home Parks from Rental to Ownership

The City shall encourage the conversion of existing rental mobile home parks to ownership, through a subdivision conversion process.

Strategy H-3.2(a): Establish a Process for Mobile Home Park Conversions – The city shall establish a simplified process for the conversion of existing mobile home parks from rental to ownership via a mobile home subdivision process. The process should be flexible to allow for existing park conversions to occur without requiring the same level of standards and facilities that are required for new mobile home parks.

Strategy H-3.2(b): Protect Existing Mobile Home Parks – Discourage conversion of mobile home parks to other uses. If converted to residential, ensure that affordable housing within the UGB is offered to mobile home occupants.



Mix of housing types (Longmont, CO and Fort Collins, CO Examples)

THIS PAGE BLANK

Chapter 10: Economic Development and Sustainability

Economic Development and Sustainability Vision

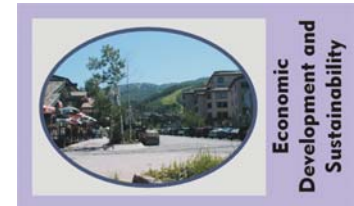
The Steamboat Springs community will sustain a self-reliant, vibrant, and diverse economy that is based upon our social, economic, and historic heritage, while protecting our natural environment. Our economy enables a healthy community by promoting local business, rewarding efficiency and natural resource protection, encouraging new alternative/non-traditional endeavors, and using 21st century technology and communications.

Background and Intent

When asked what they envisioned for the future of the city and regional economy, planning process participants and citizens cite a high quality of life that includes a diversified economic base providing a decent standard of living to area residents, a healthy natural environment, and a strong downtown. Participants in the planning process spent many hours discussing the economy and the progress the community has made to ensure economic stability for our region, as well as ways to ensure a better economic future for generations to come.

The Steamboat community's economy is largely based on tourism and outdoor recreation, and the service sector and retail jobs that support tourism. In recent years, the community has seen increased activity in the real estate and construction sectors, and it has increased its role as a regional center for commercial, medical care, and services, yet the tourism economy is predominant. The community is interested in exploring concepts and approaches for "sustainable economic development," that may help to create a year-round and long-term diversified economy that is more stable through economic "ebbs" and "flows." This will require an integrated approach to economic development—one that considers social and environmental factors as well as economic benefits in the community.

The city can foster economic development through actions that include activities primarily directed toward economic development and those undertaken for other reasons that also produce economic benefits. Examples of activities primarily directed toward economic development include allocating land for manufacturing and commercial uses, ensuring that water and sewer systems are available to serve business sites, providing tax credits and incentives, and completing advance planning to accommodate desired growth. Examples of activities with economic benefits as secondary impacts include providing an efficient transportation system, encouraging high quality schools, provision of affordable housing, efficient permit processes, and providing parks and recreational activities that improve the quality of life.



**New business park development
(Boulder, CO Example)**

Market-driven economic growth depends upon the decisions of individuals and firms; most jobs and investments are generated by private businesses. Steamboat Springs must also contend with economic forces beyond local control, such as changes in the regional, national, and international economies. The city, however, can plan to take advantage of favorable trends and lessen the impact of unfavorable trends by anticipating and responding to these changes.

These economic development and sustainability issues serve as the foundation for the goals and policies in this chapter that guide decisions about our economic future. Although the focus of the planning effort is on city issues, the goals and policies also reflect a regional approach to the economy, given that the economies of the region and city are inherently linked. This chapter addresses:

- Creating a vital and diverse sustainable economy;
- Defining an appropriate mix of land uses to support a sustainable economy;
- Protecting existing local businesses and increasing opportunities for local ownership to increase local wealth; and
- Exploring the potential for environmental or “green” industries.

Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Growth Management	Community Design	Transportation	Natural, Scenic	Open Space, Recreation	Housing	Historic Preservation	Capital Facilities	Specific Planning Areas
MAJOR THEMES IN THIS CHAPTER										
Vibrant/diverse sustainable economy	✗	✗								
Appropriate mix of uses to support economy	✗					✗		✗		✗
Protect/increase local businesses	✗									✗
RELATED THEMES IN OTHER CHAPTERS										
“Big Box” standards			✗							
Commercial Activity Nodes	✗	✗		✗						✗

Economic Development and Sustainability Goals and Policies

Goal ED-1: Steamboat Springs will have a vital, sustainable, and diverse year-round economy.

Rationale

Sustainable Economic Development may be defined as that which produces a healthy and strong economy across multiple sectors; meets the needs of the present without compromising the ability of future generations to meet their own needs; and is diversified, flexible and adaptable for the future. While the services, retail trade, and government sectors will continue to play a crucial role in the area's economy, this Plan encourages diversifying into other sectors that provide clean industry and quality employment opportunities for all residents. A well-balanced, diversified, and stable economic base is critical to providing high quality jobs to residents, generating wealth within the community, and establishing a dependable tax base to support needed services and infrastructure improvements.

A strong and diverse economy is necessary for Steamboat Springs to remain a vital, livable city. A strong economy implies that wages are high enough to keep a stable, skilled workforce intact and that the costs associated with maintaining a household are low enough, relative to wages, to be affordable to the majority of those working in the community. A diverse economy is one that has balance between tourism, manufacturing, resource, and service sector businesses and employment. A strong and diverse economy not only encourages expansion and retention of existing business but also promotes the creation of new, local business and the relocation of business into the area.

Policy ED-1.1: Continue to support tourism-related land uses, businesses, and marketing.

Recreational and tourism business opportunities abound in the Steamboat Springs region because of the geographical location and abundance of lakes, streams, and mountains. Not only must the community protect these natural resources, the community must also promote them as the base of unique opportunities for new business. This Plan recognizes that tourism provides the backbone for the economy, and that the community should continue to support both winter and summer tourism commercial businesses.

Strategy ED-1.1(a): Continue to Promote Recreation and Tourism -

Continue to promote the region's outdoor amenities as recreational and tourism business opportunities.





Policy ED-1.2: An adequate supply of useable industrial and commercial land will be available.

Land is a basic requirement for commercial and manufacturing activity. The City of Steamboat Springs encourages economic growth in locations suited for those uses based upon available public facilities, physical land capability, neighboring uses, and an orderly development pattern. The Future Land Use Plan includes lands classified for industrial and commercial uses for economic development activities that are environmentally compatible with adjacent land uses and that support a range of employment types. In addition, this Plan supports the expansion of basic employment within the Steamboat Springs area that meets various income levels by providing locations for new companies and allowing companies on existing sites, where appropriate, to expand or diversify their operations.

Strategy ED-1.2(a): Inventory Available Buildings and Sites for Employment - By developing and maintaining an inventory of available land and facilities, the community can be prepared to attract new industry by knowing what types of opportunities for development or redevelopment are readily available.

Strategy ED-1.2(b): Develop Sustainable Economic Indicators - Developing and monitoring a set of sustainable indicators can be a helpful way to assess the community's economic health over time, as well as its environmental and social health. It is recommended that the staff provide an indicators report to the City Council periodically, providing baseline information for a series of key measurements as well as correlations among key related indicators. At a minimum, existing economic indicators from the Yampa Valley Partners Community Indicators Project should continue to be tracked and reviewed, as well as the following additional indicators:

- Annual net change in the number of jobs in the Steamboat Springs area (by type of industry);
- Jobs-to-Housing ratio (see Policy GM-2.1 in the Growth Management chapter);
- Wages by industry;
- Number of citizens who work from home (Full-time and part-time);
- Number of non-residential square feet issued building permits annually; and
- Annual net change in the square feet of office and industrial space that primary employers have absorbed.

Strategy ED-1.2(c): Encourage Businesses to Pay Livable Wages - Encourage the development of businesses that pay wages at least commensurate with the cost of living and that provide health and retirement benefits.

Policy ED-1.3: The community will target and promote "Green Industry."

The city and county will promote and attempt to attract more industries that preserve and enhance its significant natural and environmental

features, produce high quality educational, scientific resources, or products, and minimally pollute the environment by focusing on attracting those companies that advocate these “green industry” principles.

Strategy ED-1.3(a): Revise Industrial Performance Standards -

Adopt more quantitative industrial performance standards (e.g., maximum noise levels, and lighting standards) to protect surrounding businesses and residential areas from adverse impacts.

Strategy ED-1.3(b): Promote Environmentally Appropriate Industry -

Promote development of new employment industries whose processes require minimal water consumption and generate minimal ambient air or water degradation, or where processes recycle waste products.

Policy ED-1.4: Opportunities for home occupations will be expanded.

Continue to promote home occupations and cottage industries to provide expanded employment opportunities. More people are working from their homes, a trend that results from shifts in the economy toward services, corporate down-sizing and improved telecommunications. Teleworking and appropriate home businesses can produce many community benefits including new business opportunities, such as information technology development, reduced traffic congestion, and reduced air pollution.

Strategy ED-1.4(a): Ensure that the Development Code Supports Home Occupations -

Continue to allow home occupations and cottage industries under certain conditions. The City and County’s Development Regulations should be reviewed to ensure that the appropriate standards are in place, including size restrictions, number of employees, signage restrictions, and environmental impacts.

Policy ED-1.5: Continue to support value-added agricultural practices.

The Steamboat Springs region’s agricultural heritage remains a foundation of the local economy. The city and county shall continue to support the agricultural community’s ability to remain viable and create more jobs by seeking opportunities for value-added agricultural industries, and by working to support the activities of public and private organizations such as Yampa Valley Beef, Routt County Woolens, and the Community Agricultural Alliance.

Strategy ED-1.5(a): Support Programs that Support Locally Produced Agricultural Products -

As farmers and ranchers experience ever declining incomes, many have turned to directly selling their products in local markets. The city and county should support these activities by encouraging and promoting Farmers Markets and community supported agriculture programs. In addition, the development of the highest value of agricultural enterprises should be sought thru the linking of the traditional, market-based economy with related industries of tourism and other “green” industries (see Policy ED-1.3 above).



Farmer's Market (Santa Fe, NM Example)

Strategy ED-1.5(b): Promote Agricultural Tourism - Agricultural tourism refers to the act of visiting a working farm or ranch for the purpose of enjoyment, education, or active involvement in the activities of the operation. Agricultural tourism is one alternative for improving the incomes and potential economic viability of rural communities. The city and county should support such activities by helping promote agricultural tourism opportunities as part of the region's overall tourism marketing.

Policy ED-1.6: Promote a Sustainable, Year-round Economy.

The city and county will continue to support year-round tourism in the community and will explore new ways to create greater diversity and economic self-sufficiency for the region. The community is interested in exploring concepts and approaches for sustainable economic development that may help to create a year-round and long-term diversified economy that is more stable through economic "ebbs" and "flows." This will require an integrated approach to economic development—one that considers social and environmental factors as well as economic benefits in the community.



Offices (Salt Lake City, UT Example)

Strategy ED-1.6(a): Target Compatible, Diverse Industry - Target attraction efforts and marketing towards a mix of new jobs and industry that would diversify the economic base and benefit the community overall, as determined through a "niche" analysis.

Strategy ED-1.6(b): Foster a Well-Trained and Educated Workforce - Continue to develop relationships with higher education institutions and school districts to provide appropriate entry-level training and to market the community as a center for vocational training and technical employment.

Strategy ED-1.6(c): Support Business Incubators - The city and county should consider a more active approach to supporting economic development through funding or partnerships to develop business incubators and/or location-neutral jobs, such as Internet-based businesses.

Strategy ED-1.6(d): Develop a Regional Economic Strategic Plan – Work jointly with the Steamboat Springs Economic Development Council and other municipalities in the region to prepare a regional economic strategic plan. This effort could focus on designing and implementing a development strategy that cultivates innovation and economic diversity for the region.

Policy ED-1.7: Foster cooperative partnerships with the public and private sectors.

The city and county play a key role in providing leadership to ensure that economic development plans and policies of the city and other organizations are coordinated, implemented, and monitored. They should work together to support and participate in regional economic development planning with the public and private sectors.

Strategy ED-1.7(a): Coordinate Economic Development Activities -

The city and county should coordinate their economic development activities and plans for economic growth with other jurisdictions, businesses, citizens, and the educational community to help attain and sustain a healthy, diversified economy within the city and region.

Goal ED-2: Steamboat Springs will support the maintenance and expansion of local businesses.

Rationale

Local businesses help to provide economic stability and a positive business environment by reducing the flow of capital from the area. Local industries tend to have a stake in the community, leading to more involved corporate citizenship. The greater activism of local businesses is particularly important to the city, especially in an era of diminishing government revenues, when the private sector may be more willing and able to address public problems.

Policy ED-2.1: Support opportunities to expand and increase the number of local businesses in Steamboat Springs.

Strategy ED-2.1(a): Seek Opportunities to Expand and Increase Local Businesses -

The community encourages public and private sectors to support local businesses in their bid and purchase process. The city should explore mechanisms to promote local business in public projects, such as creating a priority system for local bidders. Although the city's ability to help finance private business start-ups and expansion is limited, several federal programs and state programs to assist in financing are available. The city and the Steamboat Springs Economic Development Council should maintain information on these sources, to assist potential new local start-up businesses.

Strategy ED-2.1(b): Support Local Business Ownership Programs -

Support programs that are designed to strengthen local business ownership, such as business co-ops, land/building trusts for local businesses, and employee stock ownership programs.



Goal ED-3: Steamboat Springs will maintain its role as a regional economic center.

Rationale

The community's long term commitment to the continued stability and vitality of Steamboat Springs as the regional commercial, office, governmental, and cultural center for the region will continue to drive ongoing planning efforts and public and private investments.

Policy ED-3.1: Continue to promote Steamboat Springs as the center of the community and the region.

To protect past public and private investments, and to provide continued job opportunities in office, government, retail service, and tourism, the city will continue to support expansion of economic opportunities in Old Town



and other community cores by revitalizing retail activity, and working to attract recreational, arts, and entertainment and tourist businesses to the community core areas. In addition, the city will support housing in downtown to achieve a stable resident population that is essential to a healthy downtown as the region's center.

Strategy ED-3.1(a): Channel Funds to Improve Infrastructure and Beautify Downtown - by targeting public investment to the public realm in the downtown area, the community may provide the stimulus for private sector investment. The Mountain Town Sub-area Plan identifies priority public locations. The city will also reinforce the role of downtown by making it more accessible to the region via multiple-transportation modes; supporting a variety of uses as a focal point for the entire region; improving the appearance of the architecture, public spaces, and rights-of-way; and promoting historic building preservation.

Strategy ED-3.1(b): Focus on Ski Base Area Improvements – As one of the prime drivers of the region's economy, continue to focus improvements in the ski base area, as identified in the Mountain Town Sub-area plan and in the Special Planning Areas section of this Plan (see Special Planning Area Policies 2.1-2.4).

Strategy ED-3.1(c): Strengthen the Role of the Regional Medical Center – continue to strengthen the role of the Yampa Valley Medical Center as the regional health care delivery system for the 5-county Northwest Colorado region.

Chapter 11: Historic Preservation

Historic Preservation Vision

Steamboat Springs is a proactive preservation community with regard to lands, waters, structures, and cultural heritage. We have implemented the appropriate tools to ensure such preservation in perpetuity, inventoried all known properties, and taken necessary steps to compile, preserve, and disseminate information regarding our history.

Background and Intent

Historic preservation as a local, state, and national movement has matured over the past few decades, while at the same time economic and demographic changes have altered the natural and built environment, and in many cases diminished the cultural heritage of communities. These changes have threatened, and in some cases succeeded in diminishing the cultural heritage of communities through a process of steady attrition.

The 1995 Area Community Plan noted the importance of acknowledging the community's history, listening to its present voice, and honoring its preferences and opinions about the future, although it did not include a specific Historic Preservation chapter. The 1995 Plan also contained policies to accommodate future growth while maintaining the community's strong sense of history, character, self-identity, and economic vitality.

This new Historic Preservation chapter reflects the values of the community, as expressed through the recent work of local government, preservation organizations, and the public—all of whom prioritized the preservation goals presented herein.

Steamboat Springs and Routt County recognize the risks to its urban and rural historic resources and have taken steps to address this problem. These efforts have placed the city and county at the forefront of preservation in Colorado. A substantial part of this success is due to the voluntary, incentive-based approach that has resulted in partnership efforts among the public, private, and non-profit sectors. Even with these successes the community feels that its battery of preservation tools should be strengthened to place greater emphasis on education, outreach, funding sources and incentives. In addition, the community should engage in a dialogue about the role that regulations ought to play in protecting the community's historic resources.



Note: This chapter of the Plan was partially funded by a planning grant from the State Historical Fund of the Colorado State Historical Society and by a Colorado Heritage Preservation grant from the Department of Local Affairs Office of Smart Growth.

The following background information is located after the Goals and Policies section of this chapter:

- Historic Preservation Organizations and Programs
- Existing Preservation Studies, Plans and Guidelines
- City and County Historic Resources

Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Growth Management	Community Design	Transportation	Natural, Scenic	Open Space, Recreation	Housing	Economic Development	Capital Facilities	Specific Planning Areas
Preserve cultural heritage	✗		✗				✗			✗
Regulations and standards	✗	✗	✗				✗			
Funding/ financing									✗	
Old Town preservation			✗				✗			✗

Historic Preservation Goals and Policies

Goal HP-1: Our community will prioritize the study and documentation of urban and rural historic properties to prevent the degradation and loss of significant sites, buildings, and structures in Old Town and within the Urban Growth Boundary and planning area.

Rationale

Since 1996, Steamboat Springs has pursued the completion of historic building surveys in the Old Town area. Historic Routt County! has also documented a small number of ranch properties in recent years. To date, approximately 200 historic properties in the urban growth area that are over fifty years old have been documented, the majority of them in the Old Town area. Also, as time passes, more buildings will reach the fifty year mark and require addition to the growing list of properties to be surveyed.

The continued completion of historic building surveys, both in Old Town and throughout the urban growth area, is a key element of community efforts to document properties, determine what is significant and what is not, and to establish administrative methods of district-wide preservation. In addition, the information provided by surveys allows the community to establish priorities for future preservation efforts.

Policy HP-1.1: Increase the number of properties surveyed each year.

The community should make completion of large-scale surveys a priority to be able to completely document Old Town over the next several years. In addition to urban properties, the community needs to extend its survey work to include properties throughout the urban growth area that helped shape the history of Steamboat Springs.

Strategy HP-1.1(a): Seek Funding to Complete Intensive-level Historic Preservation Surveys - Apply for and use funding provided by the Colorado State Historical Fund to complete large-scale surveys of Old Town and rural areas over the next several years.

Policy HP-1.2: More effectively document and recognize unique historic features.

With the continued development pressures in the city and its surrounding rural lands, it is important to gain a clear understanding of the significance and unique qualities of the area's historic properties and features before they are lost. Such efforts are already being undertaken, primarily within the city limits, and should be continued in the city and outside the Urban Growth Boundary (see description of Existing Preservation Studies, Plans and Guidelines contained at the end of this chapter). Survey documentation should be used as a tool in zoning, development approvals, and public



works considerations for properties that are adjacent to contributing features.



Strategy HP-1.2(a): Continue to Document Natural Springs along the Yampa River- The community should place greater emphasis upon the significance of the natural springs along the river in the downtown area. Effort should be made to preserve their unique geological characteristics, to document them fully, and to make them more of a centerpiece of the community's historic resources through preservation and interpretation.

Strategy HP-1.2(b): Continue to Document Historic Features Outside the City - In rural areas surrounding the city, the community should focus upon documenting, prioritizing, and preserving the history of the valley through unique cultural and historic features such as the cemetery, working farms, cultural landscapes, rural buildings, and other patterns and individual historic resources that become apparent through the survey process.

Goal HP-2: Our community will enhance historic preservation education, awareness, and outreach.

Rationale

It is important to raise public awareness about the benefits of preservation of historic buildings, sites, structures and cultural landscapes. This education is critical to garner public support for historic preservation; without public awareness historic preservation efforts tend to fail.

Broad educational outreach is necessary to foster understanding of, and support for, a community's history and historic resources. Outreach should include property owners, community organizations, school groups, business associations, neighborhood residents, tourists, city and county planners, and others, such as Historic Routt County!, the Tread of Pioneers Museum, and the city. With the wide-reaching existing network of preservation organizations, the basic structure needed for enhanced education, awareness and outreach is already in place.

Policy HP-2.1: Coordinate planning efforts to enhance preservation education, outreach, and awareness.

As described above, a number of agencies and organizations are working to further historic preservation goals; however, they tend to operate independently. It would serve the community well for these agencies and organizations to coordinate preservation efforts.

Strategy HP-2.1(a): Establish a Preservation Coordinating Committee
– Establish a Preservation Coordinating Committee to increase coordination between local preservation agencies and organizations and ensure effective preservation activities. This committee should consist of representatives from each local agency and organization involved in preservation, including but not limited to: the City of Steamboat Springs (preservation planner), Historic Routt County!

(historic preservation specialist or board member), the Routt County Historic Preservation Board (chairperson), Steamboat Springs Historic Preservation Advisory Commission (chairperson), Tread of Pioneers Museum (director), and the Yampa Valley Land Trust (director). In addition to local organizations, coordination efforts should also include the Colorado Office of Archeology and Historic Preservation.

Policy HP-2.2: Establish broad and long-term preservation education efforts.

Education, outreach, and awareness efforts will be most effective if they are broad in scope and long-term in vision and approach. Building support for historic preservation in the community will require on-going, long-term educational strategies. Short-term projects such as workshops, surveys, or individual building restorations should also strive to create long-term educational, outreach and awareness impact, even if this is a secondary effect of the project.

Strategy HP-2.2(a): Develop Preservation Education, Outreach and Awareness Programs – The community should enhance the frequency and outreach of programs. A variety of programs of education, outreach and awareness should be planned, with the underlying goal of building long-term community support for preservation. This will include the following activities, among many others, that may be created:

- Continue to present the slide show prepared by Historic Routt County! To public groups and organizations:
- Increase the number and visibility of activities scheduled each year for *Historic Preservation Week*;
- Work to create a historic preservation resource area in the public library that includes information on local activities and preservation topics of interest to the public;
- Ensure that articles appear frequently in the newspaper about local preservation efforts;
- Work with the school district to enhance preservation education among the young;
- Increase the number of locations where free walking tour brochures and other local preservation information is available for residents and visitors to the area; and
- Make sure that the community's applicable websites all include information related to local historical and preservation topics.

Policy HP-2.3: Target interested stakeholders in the planning of educational, outreach, and awareness efforts.

Education, outreach and awareness efforts will be most effective if they are geared to the diverse interests of individual groups. Preservation organizations should identify and reach out to diverse groups and stakeholders.

Strategy HP-2.3(a): Support Outreach for Local Stakeholder Groups – To develop effective support for preservation in the community, it is necessary to identify the variety of groups that have an interest, positive or negative, in the topic and tailor efforts to meet their needs. For

example, the community should:

- Work with existing neighborhood and area organizations and strive to create new ones, through which “preservation” can be discussed.
- Provide preservation outreach materials to these organizations and encourage them to work with the community’s historic preservation organizations to advance preservation.
- Present awards for successful preservation efforts through these local organizations, with neighbors recognizing one another for their achievements.
- Continue to provide copies of completed survey forms to each owner of a property that has been documented so they can see what has been determined about the history, integrity and significance of their home or commercial building or rural property.
- Continue to provide guided “historic walking tours” to educate those who attend, and make the historic significance of neighborhoods and districts more visible to those who reside and work there.
- Continue to provide community and business organizations with speakers, printed educational materials, and technical support geared toward their particular interests in historic preservation with the goal of increasing their support over the long term.

Policy HP-2.4: Work with and enhance the resources of existing local historical and preservation organizations.

The collection of existing historic and preservation organizations are a good resource for future promotion of historic preservation. These organizations, while already serving as excellent resources for the community, may benefit from opportunities to enhance their services.

Strategy HP-2.4(a): Continue to Enhance Services of Existing Preservation Organizations

- The city and Historic Routt County! have collaborated successfully on preservation efforts in the area, providing the community and the state with an excellent example of interagency cooperation, and will likely continue to serve as the primary sources of preservation information and assistance. The community can enhance their role through the following:

- Support continuing education of staff members;
- Increase coordination of efforts on specific projects;
- Increase interaction with other agencies and organizations in the community that promote or deal with preservation issues; and
- Continue efforts to raise public awareness and support for their efforts and preservation in general.

Strategy HP-2.4(b): Increase Role of Tread of Pioneers Museum

– The Tread of Pioneers Museum is well-suited to the dissemination of information on the topic of historic preservation, specifically through its museum store, and its ability to co-sponsor educational speakers and seminars with preservation agencies and organizations in the community. The museum store is an excellent, accessible venue for the display and sale of preservation publications of interest and

assistance to the public. In addition to selling books, the store could serve as a source of free brochures and publications acquired from Historic Routt County!, the City of Steamboat Springs, the Colorado Historical Society, National Park Service, National Trust for Historic Preservation, Barn Again!, and other organizations that provide information about historic preservation and related technical issues. The museum has already co-sponsored a lecture series on the topic of historic preservation with Historic Routt County! and from time to time will continue to offer this type of programming for the benefit of the community. The Tread of Pioneers Museum will offer the public a local source for obtaining published materials and occasional lectures and seminars on the topic with the assistance of other area preservation organizations.

Strategy HP-2.4(c): Ongoing Training for City and County Advisory Commission and Historic Preservation Board Members – The City and County should commit to providing annual and ongoing training for members of the Routt County Historic Preservation Board and the Steamboat Springs Historic Preservation Commission. Training could be accomplished by staff, state conferences and training programs, or other venues as appropriate.

Policy HP-2.5: Publicize community preservation events, issues, and information.

One of the best methods to promote historic preservation in the community is to produce educational, outreach, and awareness materials that are easily accessible, provide useful and interesting information, and regularly and repeatedly draw the public's attention. Efforts should focus on making information more readily accessible to the general public through multiple linked sources.

Strategy HP-2.5(a): Develop a Historic Preservation Newsletter - Publishing a regular historic preservation newsletter is a way to focus on preservation. The newsletter should publicize designation of local properties, offer information on financial incentives, focus upon local preservation projects, celebrate citizens involved in preservation, and discuss other topics to promote preservation.

Strategy HP-2.5(b): Develop a Local Historic Preservation Internet Presence - A website can be used to disseminate information on preservation, including a newsletter. The website should also include access to preservation plans and studies completed by the city and county, copies of relevant ordinances, regulations and studies, information about upcoming events, discussion of ongoing preservation projects and goals for the future, and links to other preservation sites.

Policy HP-2.6: Use information and assistance provided by state and national preservation agencies and organizations.

The Colorado Historical Society, National Trust for Historic Preservation, and National Park Service have all invested great effort to determine how preservation impacts local communities, individual property values, and other related issues such as public housing, rural landscapes, downtown districts, and heritage tourism. For example, in their recently-released

report, entitled “The Economic Benefits of Historic Preservation in Colorado,” the Colorado Historical Society concluded that historic preservation is in fact supporting economic redevelopment and revitalization across the state, resulting in tremendous impact to individual properties and historic districts. It is promoting heritage tourism, increasing property values and resulting in the creation of affordable housing through the reuse of otherwise derelict or underutilized buildings. The preservation of rural landscapes and agricultural properties has also resulted from efforts throughout the state.

Strategy HP-2.6(a): Develop Alliances with State and National Preservation Agencies and Organizations - Preservation leaders, organizations, and agencies in Steamboat Springs should continue to work with state and national sources of preservation information and assistance and benefit from these resources.

Goal HP-3: Our community will establish and promote new funding sources and financial incentive programs designed to preserve our cultural heritage.



(R. Sladek)

Rationale

Organizations or individuals in the Steamboat Springs area that are planning to develop a preservation program, complete a study, or restore a site or building, have access to a number of incentive programs for historic preservation. These programs include the following:

City of Steamboat Springs Sales Tax Rebate – all properties listed on the Routt County Register of Historic Properties are eligible for a rebate on all city sales tax paid on materials used for renovation, provided the work is carried out in accordance with Federal standards for historic preservation projects.

Colorado State Tax Credits for Preservation – eligible properties within in the City limits (listed on the Routt County Register of Historic Properties, on the State or National Register, or contributing properties in Local, State, or National Districts) are eligible for a 20 percent State Tax Credit of approved rehabilitation cost, up to a maximum credit of \$50,000.

Colorado State Historical Fund Grant Program - eligible properties with demonstrated public benefit can receive a grant for stabilization, rehabilitation, or reconstruction ranging from \$10,000 to \$100,000. This program is very is competitive and the completion of a successful application usually requires the skills of an experienced grant writer.

Federal Tax Credits for Preservation – non-residential properties can receive a 20 percent federal tax credit for qualifying buildings, and 10 percent credit for non-qualifying buildings.

While state and federal incentives are an important part of any preservation project, many communities throughout Colorado have

developed a variety of local funding sources and financial incentives that are available to assist private and public sector preservation projects through a focus upon homegrown standards, values and goals. These can be used on their own for smaller projects or in conjunction with larger grants and tax credits obtained from state and federal sources.

In addition, it should be noted that the Certified Local Government status allows the city to process and approve state tax credits for historic preservation. This can serve as a means of linking local objectives with incentive benefits available from the state.

The community will benefit from improving and broadening local funding mechanisms and financial incentives designed to encourage and support historic preservation in alignment with local priorities.



(R. Sladek)

Policy HP-3.1: Develop effective local sources of preservation funding and financial incentives.

Access to funding is critically important and often makes or breaks a historic preservation project. Identifying, developing, and using public and private funding sources and financial incentives are important to fueling efforts in the Steamboat Springs area.

Government agencies need to secure funds to prepare studies, promote preservation, and complete specific projects. Without access to funding, local governments must wait to act upon projects that are necessary and sometimes critical. Or, they may choose to proceed with limited funds and a scope of work that does not allow for effective preservation.

Non-profit organizations and private property owners similarly need to secure funding from a variety of sources, to complete preservation projects. Lacking funds or incentives, many non-profits and private property owners will take the most cost effective approach, even if it means avoiding preservation of a historically significant site, building, or structure. With access to various local, state, and national funding and financial incentives, these entities will be better able to complete their work.

Strategy HP-3.1(a): Develop Property Tax Rebates and Development Fee Waivers - As an encouragement to owners of historic properties who engage in preservation, the city and county should develop and offer property tax rebates and waivers of development fees to be implemented in addition to the city sales tax rebate.

Strategy HP-3.1(b): Develop a Program of Mini-Grants and Loans - A program of local mini-grants and low-interest loans should be developed and offered to private and non-profit owners of historic properties who engage in preservation. The low-interest loan program can be developed in conjunction with interested local financial institutions. Consideration should also be given to other low-interest loan programs such as the Colorado Historical Foundation.



Policy HP-3.2: Continue to assist eligible property owners to obtain local, state, and federal preservation funding and financial incentives.

The city and Historic Routt County!, the two agencies most likely to offer local preservation funding and financial incentives, can work to actively enhance the private sector's awareness and use of financial incentives that may become available. Although local government agencies are typically aware of the state grants program, many private and non-profit property owners are not familiar with grant sources and financial incentives available from all three levels of government. These efforts will, over the long run, encourage property owners to engage in and support preservation efforts.

Strategy HP-3.2(a): Provide Public Assistance with Securing Financial Incentives - The city and Historic Routt County! should continue to provide staff assistance with grant-writing to owners of historic properties who are seeking preservation incentives on the local, state and federal levels. This will be done by serving as a clearinghouse for information on these programs, by sponsoring and providing letters of support for applications when appropriate, and by providing technical assistance that might help with the preparation of applications. These agencies can also identify preservation consultants and grant writers experienced with the requirements of the State Historical Fund to whom property owners can be referred.

Policy HP-3.3: Ensure that Routt County becomes a Certified Local Government.



The federal government offers a source of preservation grant funds to local government agencies, administered and distributed through the Colorado Historical Society. Known as Certified Local Government (CLG) funds, these monies are provided to the state by the federal government with the express purpose that they be distributed to support preservation projects engaged in by local governments. Typically, CLG funds help pay for historic building surveys and other studies and planning projects. The city became a CLG in 1999, but Routt County has not applied for certification and is currently ineligible for this source of preservation funding. If Routt County becomes qualified as a CLG, it will become eligible for funding to complete studies of the historic resources outside the UGB and throughout the county. CLG funding is typically offered at levels below \$20,000 per grant, making them appropriate for preservation studies and small restoration projects. It is important for both the city and county to access these funds, which are frequently used by public agencies to complete historic preservation surveys.

Strategy HP-3.3(a): Initiate the process for Routt County to become a Certified Local Government (CLG) - The County will take the steps necessary to become a CLG so that it can be eligible to receive grant funds. In addition, this will allow rural properties in Routt County to become listed on the local historic register and then access tax credits that are currently unavailable to them.

Goal HP-4: Our community will evaluate and establish additional programs and approaches to encourage preservation of our cultural heritage and to prevent the loss of historically significant sites, buildings, and structures.

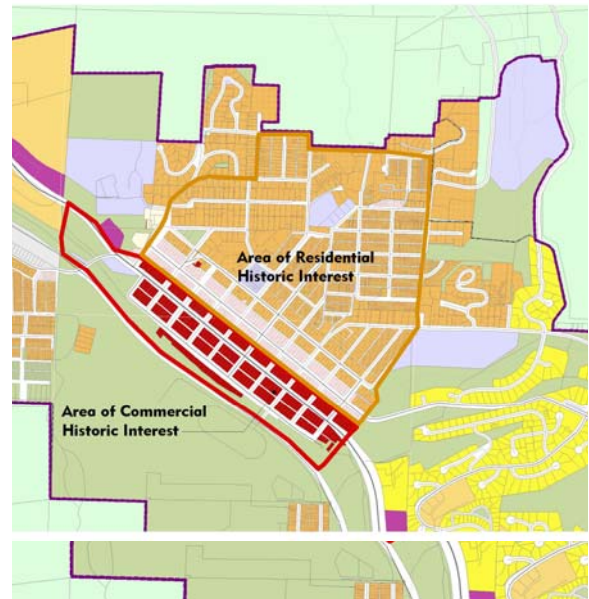
Rationale

As previously noted in this chapter, the Steamboat Springs community has achieved a good deal of success in preserving historic resources through a voluntary, incentives-based approach. However, participants in the planning process identified the need to create an appropriate balance between incentive based and regulatory approaches to historic preservation.

Determining the appropriate character and strength of historic preservation regulations in any community always presents a challenge. Each community has its own unique characteristics in terms of demographics, attitudes, tolerances, connections to the past, community activism and business climate, factors that directly influence a community's attitudes towards regulation and the resulting impact that it has upon the preservation of cultural heritage. Steamboat Springs has expressed an interest in combining financial incentives with effective preservation regulations in a balanced form that will appeal to the majority of the community. This can be achieved through the implementation of strategies designed to take the community to an even more sophisticated level of preservation than it has achieved thus far.

A large number of communities in Colorado and across the nation have successfully established historic districts. In Steamboat Springs, the establishment of districts would provide a mechanism for implementing both regulatory and incentive-based approaches. Any consideration of establishing districts in the community, or changes in the regulatory framework, would need to include a process for engaging the participation and consent of property owners in the Old Town Area.

Two approaches that might warrant consideration in Steamboat Springs are Historic Districts and Conservation Districts (see sidebar below).



Historic districts, according to the National Register of Historic Places, possess "a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development." In Steamboat Springs, two clear examples of distinct areas that might be eligible for historic district designation are the downtown commercial district and the residential neighborhood to the north of downtown. Other areas might also be identified through survey documentation that could qualify as eligible districts. Field survey of these areas of the city can determine the recommended boundaries for historic districts. The continued completion of historic buildings surveys within these areas will eventually provide the city with a list of which properties officially contribute or do not contribute to the districts that are established.

Two types of district designation are available and are commonly used throughout the country. The first of these is the National Register District, which is an honorary designation achieved by nominating the area of historic interest to the National Register of Historic Places. This type of district designation sets boundaries for the historic district and provides federal recognition of the area's historic importance. According to federal law, however, owners of properties listed in the National Register are free to "maintain, manage, or dispose of their property as they choose." National Register districts do not protect properties from change, but are established to recognize and enhance a sense of place, educating residents and visitors that a distinct area has been recognized, in light of national standards, as a place that is historically notable. National Register districts are promoted for a variety of purposes, foremost among them tourism, and are highlighted by communities as places worth visiting and protecting. Finally, the establishment of National Register districts requires federally funded projects to consider and mitigate their impact upon properties in such districts. Federal tax incentives and planning grants can also be made available to properties determined to be contributing to National Register districts.

Local historic districts are typically established to effectively and legally preserve historic resources of importance to the local community. They can be created in conjunction with, or separately from, National Register districts and are defined differently by each community. A local district can be established to reflect the community's interest in seeing a particular area preserved simply because it is important to the local citizenry. Local districts also allow each community to base the establishment of such districts upon local criteria and considerations, in some cases permitting the inclusion of properties whose integrity might be somewhat more diminished than would be allowed in a National Register district. In many cases, however, local districts are established to match the boundaries and characteristics of National Register districts. This allows the local community to have the district recognized on a national level, yet effectively apply its locally designed regulations and incentives to the most important historic areas of the community. Together with a design review process, the establishment of a local district can effectively protect the character-defining features of individual resources and of the district as a whole.

Conservation districts, geared to preserving the character of existing neighborhoods, are being considered or have been adopted in a growing number of jurisdictions across the country as an alternative to more stringent preservation district regulations. Many conservation districts have been implemented for areas that fall short of meeting the criteria for a local, state, or national historic designation, but which nevertheless have important historic or cultural significance. Some are intended as step-down, buffer, or transition areas immediately surrounding a protected historic district. Others are directed at preserving the residential character of a neighborhood or emphasizing an important cultural element of a community.

Design flexibility is an important attribute of conservation districts, as opposed to full-fledged historic preservation districts. Whereas the primary purpose of a preservation district is to protect the historic integrity of an area (usually by preventing demolition and requiring appropriate renovation or highly compatible new construction), conservation districts can, depending on how they are drafted, be much more flexible and can allow design elements that might accent or complement a particular neighborhood feature so long as the general character of the area remains intact.

Design guidelines in conservation districts generally are not overly detailed and are developed on the basis of specific neighborhood concerns and features, such as building height, setbacks, and landscaping. A conservation district could be an appropriate tool to address concerns such as encroachment of commercial uses into residential areas, by imposing some limited design and development standards designed to preserve the existing character of the area. The conservation district could be a good tool for allowing infill development that is consistent with established neighborhood design (contextual setbacks, shape of building, pitch of roof, etc.).



Policy HP-4.1: Consider establishing historic districts in the Old Town area.

Strategy HP-4.1(a): Consider whether to implement one or more districts for Old Town - As property surveys are completed, the city should evaluate whether to utilize historic preservation or conservation districts as an implementation tool. The City's Historic Preservation Advisory Commission should conduct meetings with neighborhoods to help determine the potential interest and extent of districts.

Policy HP-4.2: Consider amending the Community Development Code to strengthen historic preservation efforts.

The city's development review process includes a review of all projects and building permits within the city for structures that are more than 50 years old. This review, which is undertaken by city staff and the Historic Preservation Advisory Commission, is conducted prior to Planning Commission and City Council action. The city's Community Development Code includes a set of design standards that apply to commercial development. Residential uses are subject to a set of Historic Preservation

Design Guidelines that are advisory only. In many instances applicants for residential uses are complying with the design guidelines. However, in some cases they are not, with potentially negative impacts on the city's historic fabric and character. Accordingly, it may be appropriate for the city to consider strengthening its approach to historic preservation by implementing targeted regulations for residential uses, in support of its already successful incentive-based programs.

Strategy HP-4.2(a): Amend Zoning Standards - Consider refinements to the zoning process and standards for residential uses to ensure the preservation of important properties and districts. There are several possible approaches to be considered:

- Establish a Historic District in the Old Town Area (see Policy HP-4.1 above) and utilize an overlay district to enact the City's Historic Preservation Design Guidelines as mandatory standards.
- Establish a set of regulations that apply to residential projects that have the potential to significantly impact the character of the Old Town area. These "safety net" regulations would be triggered by certain projects as a result of their size, scale, or proposed removal of existing significant buildings. Examples of such criteria that would trigger the applicability of these regulations might include:
 - Projects that would result in the expansion of an existing structure by more than fifty percent (50%) of the existing structure's floor area.
 - Proposed construction of a new building or structure on a lot where an existing building is located (i.e., building "scrape-offs").

The city could either draft a specific set of regulations that would apply, or utilize the Historic Preservation Design Guidelines as mandatory standards for projects that fall within this category.

Additional Background Information

Historic Preservation Organizations & Programs

The Steamboat Springs area community has developed a variety of successful programs through a number of local government offices and non-profit organizations. Staff members working within the various programs regularly cooperate on preservation efforts. However, each office and organization has its own independent purpose.

The community's efforts over the past decade by each of these organizations are summarized briefly below.

Historic Routt County!

Historic Routt County! is the primary organization in the Steamboat Springs area involved in historic preservation from a regional perspective, promoting efforts countywide. This non-profit organization coordinates rural historic properties surveys and assists the public with the preparation of Local, State and National Register nominations. In addition, Historic Routt County! offers technical assistance to property owners, engages in education and outreach, and facilitates state grant applications.



County courthouse (R. Sladek)

Routt County Historic Preservation Board and the Routt County Board of Commissioners

The Routt County Historic Preservation Board (RCHPB) oversees the local process for designating historic properties in the area, including those found within the city limits of Steamboat Springs. The RCHPB makes their recommendations to the Routt County Board of Commissioners, which then provides the official listing in the historic register. The designations are honorary, identifying the importance of the sites without imposing any preservation-specific restrictions upon the properties.

City of Steamboat Springs

The city has engaged in historic preservation efforts since 1997 utilizing a variety of tools. Presently, the city employs a historic preservation specialist dedicated to analyzing historic resources and promoting preservation, not only within city limits but throughout Routt County. This staff person also provides assistance to the city's Historic Preservation Advisory Commission. In 1999, the city became a certified local government (CLG), allowing it to access preservation grant funds through this federal program. In addition, the city manages a number of historic properties, including the Mesa School, Howelsen Hill, Centennial Hall, the Carver Power Plant, the Elkins House, the Legacy Ranch, and some of the springs along the Yampa River, all of which have been listed on the local, state or national registers. Finally, the city has completed more than 200 surveys of historic properties in the Old Town area.



Centennial Hall—city offices
(R. Sladek)

Historic Preservation Advisory Commission

Following the adoption of its historic preservation ordinance, the City of Steamboat Springs appointed a Historic Preservation

Advisory Commission (HPAC) to promote preservation in the community and to review building permits for infill, alterations and demolition in the Old Town area. City regulations require that all permits for buildings 50 years old or older come before HPAC for review. The demolition review process allows for a ninety-day delay. As stated in its title, while permit review is mandatory, this commission's advice is non-binding and incentive-based due to concerns that the community will not respond well to mandatory preservation requirements. However, even with this limitation, HPAC's opinions are taken seriously and carry real weight that is often translated into action. In addition to permit review, HPAC is directly involved in public education and the encouragement of preservation.



Tread of Pioneers Museum

Although the Tread of Pioneers Museum is not strictly a preservation agency or organization, it plays an important role in the preservation of the history of the Steamboat Springs area. As the central location for the collection, archiving, interpretation and dissemination of local history, the museum is directly involved in the preservation of the area's history and historic artifacts. Its displays and programs have in the past, and will in the future, speak to issues of historic preservation in the community. This excellent institution is important to the goal of public education in the area of historic preservation and should be encouraged and assisted in this role.



Yampa Valley Land Trust

The Yampa Valley Land Trust has been engaged in purchasing easements from area ranchers for the preservation of open space. In conjunction with other preservation agencies and programs, the Yampa Valley Land Trust is a powerful tool in the preservation of the Steamboat Springs area's open space and rural cultural landscape. The work of this organization is likely to increase in importance as development pressure rises in the open spaces surrounding the city of Steamboat Springs.



Haymeadow/Legacy Ranch (R. Sladek)

Existing Preservation Studies, Plans and Guidelines

In addition to the various preservation programs, government agencies and non-profit organizations operating in the Steamboat Springs area, the community has completed various studies, plans and guidelines over the past decade. Each of these documents was designed to enhance the community's understanding and interpretation of historic resources, to gauge public opinion on the topic of historic preservation, and to initiate guidelines and standards for preservation. Included among these are the following:

Steamboat Springs Master Plan for Culture and Livability (1991)

This plan emphasized the need to preserve historic resources along the Yampa Valley.

Vision 2020 (1994)

This document encouraged the community to recognize its historical resources and called for public and private support for historic preservation.

Historic Context of Routt County (1994)

This document provided the analysis necessary for the region to see its history in context and to develop an understanding of the significance of its historic resources.

Steamboat Springs Area Community Plan (1995)

This plan stressed the importance of maintaining the community's character, particularly in the Old Town area.

Property Survey of Downtown Steamboat Springs (1996)

This study provided detailed information and analysis about numerous individual historic properties in the Old Town commercial area.

Mountain Town Sub-Area Plan (1999)

This study highlighted the need for preservation incentives and design guidelines.

Residential Survey and Historic Context for Steamboat Springs (2000 to date)

This study documented and analyzed numerous residential properties in the Old Town area, and provided historic context information for the residential districts.

Community Survey (2000)

This study of community attitudes showed strong community support for continued historic preservation efforts through land use regulations and public acquisition of historic properties.

Historic Preservation Design Guidelines (2001)

This document provides guidelines for the restoration and rehabilitation of historic buildings in Steamboat Springs. These Guidelines address such topics as building materials, architectural details, roofs, building additions, and secondary structures. In addition, the City's Community Development Code includes a limited number of building and architectural design standards that apply in the Old Town area.

Preservation Plan for Howelsen Hill (2002)

This plan addressed preservation concerns unique to this recreational area adjacent to downtown.

City and County Historic Resources

The following planning areas in and around Steamboat Springs contain a variety of historic resources, many of which contribute significantly to the area's historic character and cultural heritage:



Old Town Area

Old Town is the historic core of the Steamboat Springs area in terms of its concentration of commercial, residential, governmental, natural and recreational features. As the largest city in the region, as the focus of tourism, and as the central marketplace, Old Town Steamboat Springs has long been, and will long be, the historic regional urban core for Routt County. With its mixture and density of historic features, Old Town has naturally received the lion's share of attention from the preservation community. Its historic resources are obvious and common to mountain towns, and in many ways this area is the least neglected of the various planning areas. Yet some resources have been overlooked or have not yet received the attention they deserve. In addition, mechanisms are available for different ways of handling the preservation of resources in the Old Town Area than on a building-by-building basis.

Mountain Area

The Mountain Area, historically rural and agricultural, is now dominated by the Steamboat Ski Area and appears to be totally modern. With this transition from open agricultural use to heavily developed recreational, residential and commercial uses, the Mountain Area is largely devoid of historic features, which have been obscured or erased by modern development. As such, this planning area requires little historic preservation emphasis unless significant historic resources are found to exist there. A brief survey of the area would conclusively determine whether any historic features remain (e.g., the Steamboat Barn is currently the only such feature that seems to be commonly known). It appears likely, however, that if a formerly rural resource was found to exist in the Mountain Area, its integrity will have been diminished by the development that has taken place there.

Fish Creek Area

Located to the east-southeast of Old Town, the Fish Creek Area was historically occupied by hay meadows, groves of forest, steep hillsides, a very small number of cabins or rural residences, and Fish Creek. Today it is occupied by modern suburban-type residential subdivisions close to the city, beyond which is the narrow valley with its open meadows and a couple of older residences. Fish Creek Falls, often mentioned as the only historic feature in this area, is actually located beyond the planning area on National Forest land.

Strawberry Park Area

Located to the north and northeast of Old Town, the Strawberry Park Area was formerly occupied by crop fields, a modest number of single-family homes, Strawberry Park Hot Springs, and the Perry-Mansfield Performing Arts Camp. Today, the fields are no longer in use for growing strawberries, although many of them remain open, vacant and in use as horse pasture. In addition to the meadows and stands of aspen and evergreen, the park also contains a modest number of older homes along with modern



residences built on large parcels, allowing the area to exhibit its open landscape. The rustic Perry Mansfield Camp remains in use and contains the largest collection of historic buildings found in the Strawberry Park Area. No historic buildings or structures are believed to be present at the hot springs.

West of Steamboat Springs Area

Located to the west of Old Town, the West of Steamboat Springs area was historically occupied by cattle ranches and the area's old rail corridor. Today it contains commercial and light industrial properties close to town, the city airport, the rail corridor along the Yampa River valley, the city cemetery, and numerous residences. The area along Highway 129 and some of the other outlying portions of the West of Steamboat Area retain some of their historic ranches and open fields. Also found there are resources related to the cattle industry, including stock yards and transportation areas.

South of Steamboat Springs Area

Located to the south of Old Town, the South of Steamboat Springs area has historically been occupied by rich farmland. Crop fields, farmsteads, ranches, fence lines, drainages and county roads were the only features breaking up its broad open spaces bordered by mountains. Today the area is characterized by many of these open fields, rural features, and historic agricultural buildings. Golf courses, along with historic ranch houses, farmhouses and outbuildings, are all found throughout the area.



Among the more impressive historic features in the South of Steamboat Springs area is the ranchstead found on the south side of Lake Catamount along Highway 131. The 1916 Mesa Schoolhouse along Highway 40 has already been identified as an important area resource, restored by Historic Routt County! and donated to the city. Additional historic ranch properties are found along Highway 40, all of which could benefit from documentation and preservation incentives or programs. The Legacy Ranch-Hay Meadow Ranch property, also in this area, is an example of the city emphasizing the combination of open space preservation with historic preservation on the rural fringes of Steamboat Springs.

This area is experiencing increasing development pressure in recent years. Even with the changes that are ongoing in the South of Steamboat Springs Area, it has thus far retained much of its rural, ranching and farming character and appearance. However, this character could easily be lost without careful planning and the implementation of substantial historic preservation and open space efforts.

THIS PAGE BLANK

Chapter 12: Capital Facilities

Capital Facilities Vision

The Steamboat Springs community will enhance, maintain, and protect the character and heart of our community through a coordinated capital facilities plan that supports other Community Plan elements.



Background and Intent

Capital facilities and utilities provide services that are essential to a community and its ability to sustain itself in the future as well as facilities that enhance the quality of life for residents. Capital facilities consist of facilities owned by public entities, such as water and sewer systems and fire and police stations, as well as utilities such as electrical distribution lines, telecommunication lines, and gas lines. Capital facilities also include structures and buildings such as City Hall and Centennial Hall that house offices for employees who provide services to residents; roads, bridges, and other transportation systems; and recreational facilities such as Howelsen Hill, parks, and trails.

The availability of water, wastewater, fire protection and emergency management services, police protection, schools, parks and other utilities and services affects the safety and quality of life for residents and the economic stability of the city and county.

The city currently has two sources of revenue for capital projects; an excise tax and a use tax. In 2002, voters approved the excise tax which replaced a previously enacted impact fee. The excise tax is based on the size of any new construction project, charging 1.2% of the building permit value. The excise tax is expected to generate approximately \$500,000 annually, earmarked for capital projects. The use tax is also earmarked for capital projects. During its first year in 2002, it generated approximately \$700,000, and is expected to generate approximately \$1 million annually thereafter.

This Chapter identifies goals and policies that represent the community's values and vision for the provision and maintenance of public facilities and services. Ideally, facilities and services should be developed or expanded in a manner commensurate with the rate of growth and paid for, in part, by development. This chapter is intended to guide how these crucial public facilities and services coordinate with and support future growth and development. Both current and future residents should be assured that service capacity is adequate to meet demand. It is particularly important to ensure existing users that efforts to provide for future growth do not degrade or diminish their services. Even more fundamentally, the location of capital facilities and utilities (where service is available) should be in sync with community plans to support and foster development where it is desired. In an age of scarce fiscal and environmental resources, it is

important to carefully plan capital facilities and utilities to achieve efficient service. Efficiencies can be gained through greater coordination between service providers and jurisdictions, more predictable and orderly patterns of development, and by using capital facilities and services to serve multiple purposes.

Finally, in this era of scarce fiscal resources, the community must differentiate between capital facilities that are essential for the health, welfare, and safety of the public and facilities that enhance our quality of life. The city and county must provide adequate fiscal resources to ensure the health, safety, and welfare of the community. The community should generate resources to provide for and maintain desired facilities that enhance the quality of life.

Major Themes and Related Chapters

The following matrix lists the themes that this chapter discusses and related themes that are addressed in other chapters:

Chapter Title	Land Use	Growth Management	Community Design	Transportation	Natural, Scenic	Open Space, Recreation	Housing	Economic Development	Historic Preservation	Specific Planning Areas
Adequate public facilities and services		✗								✗
Level of Service Standards		✗								✗
Stable/sustainable funding sources		✗				✗				
Management plans/CIP										
Development where it can be concurrently served by critical public facilities	✗	✗								✗

Capital Facilities Goals and Policies

Goal CF-1: Our community will provide infrastructure and public services in an efficient and equitable manner.

Rationale

The availability and phasing of quality infrastructure and public services in the region affects the safety and quality of life for residents and dictates the location, type, and intensity of urban land uses. In conjunction with the Urban Growth Boundary (UGB) policies in this Plan, coordinated urban capital facility projects should be directed to contiguous urban areas so that public facilities and services can be delivered more effectively.

Policy CF-1.1: Adequate public facilities and services will be provided for and maintained, with reliable funding to protect investments in existing facilities and ensure appropriate levels of service.

The primary objective of the city and county will be to provide and maintain adequate public facilities and utility services and reliable funding to protect investment in existing facilities and ensure appropriate levels of service.

Strategy CF-1.1(a): Prepare a Cost of Community Services Study - The particular demands for public services and the logistics of providing those services will require preparing a specific study for the community—jointly conducted for the City of Steamboat Springs and Routt County using available data. In addition to projecting fiscal requirements for capital facilities, a Cost of Community Services Study may include an analysis of the local tax base, allowing for specific strategies to be implemented in areas where current funding mechanisms are unable to satisfy public needs.

Policy CF-1.2: Utility and public facility requirements shall be determined using level of service (LOS) standards.

Level of service standards should be developed for the following urban governmental services and public facilities: fire, police, parks and recreation, public wastewater, public water, and transportation. The LOS should be defined as the optimum level of service desired from a service provider, which may differ from the current LOS.

Strategy CF-1.2(a): Develop and Adopt Level of Service (LOS) Standards -

Adopt written level of service LOS standards for each type of public facility or utility service, and plan for capital improvements to achieve and maintain such standards for existing and future development. Capital facilities planning using LOS standards can help planners and developers mutually assess each development proposal in terms of immediate needs and impacts; this case-by-case assessment helps facilitate a balance of capital facilities throughout the community

Policy CF-1.3: Establish a stable/sustainable funding source for essential capital projects.

Identify and pursue all practical and equitable ways to fund the capital improvement projects necessary to serve existing and future development. Leverage and supplement city funds to the fullest extent possible to maximize limited city and county resources.

Strategy CF-1.3(a): Stabilize Revenues Through a Mill Levy on Property Taxes - Consider opportunities to stabilize revenues through a Mill Levy on property taxes. Property taxes are a legitimate funding source in Colorado, and funds generated through property taxes may generally be used for any type of capital expenditure. The capability of property taxes to fund major projects for capital facilities in Steamboat Springs, as with all Colorado jurisdictions, is limited by the TABOR amendment and its restrictions on the growth of government funding. If property taxes are raised, the city may want to consider lowering

other forms of taxes, since the objective is to stabilize revenue sources, not necessarily increase them.

Strategy CF-1.3(b): Explore Use of Business Improvement Districts -

Where desired capital facilities are mostly limited to a commercial district, such as Downtown Steamboat Springs, Ski Time Square, or the Mountain Base Area, a Business Improvement District (BID) is a unique statutory entity that the community may want to explore. A BID has authority to finance a wide variety of improvements related to healthy and vibrant commercial areas, such as pedestrian areas, public restrooms, or special aesthetic improvements, such as fountains or signage. Business Improvement Districts have authority to recover costs for capital facilities through a wide range of mechanisms, including special assessments.

Strategy CF-1.3(c): Consider Special Districts for New Development -

Special Districts are a cost recovery method that shifts costs for new urban services to the developers and property owners within new development. The services provided by a Special District may include, but need not include all of: street improvements, central water and sanitary sewer, parks and recreational facilities, police and fire protection, transportation, certain telecommunications services, and mosquito abatement. In this way, funding for other capital projects can be preserved under existing plans. Special Districts that are formed outside of the Urban Service Boundary should include sunset clauses.

Strategy CF-1.3(d): Evaluate Other Financing Strategies for Capital Facilities -

During the planning process, the Capital Facilities Working Group identified a large variety of capital projects for the Steamboat Springs area. Some of these projects may be better suited to alternative public and private financing sources than the options listed above. For example, a Public Building Authority is a special type of non-profit corporation that could be used for traffic and safety improvements at the ski base area, where a public-private partnership might be appropriate. Other types of projects, particularly open space acquisition, might be better suited to a dedicated sales tax. Projects, and their potential revenue sources, should be evaluated on a case-by-case basis.

Strategy CF-1.3(e): Examine Incorporating Existing Capital Facilities as Statutory Enterprises -

A Statutory Enterprise is another option that may provide potential for self funding of existing capital facilities. Publicly-owned facilities that generate revenues, such as Howelsen Hill or the rodeo grounds, would need to generate at least ninety percent of their revenue from sources outside allocated City or County general funds. If so qualifying as a potential enterprise, they would be able to exempt the facility from TABOR limitations and possibly undertake major renovations without impacting other planned capital improvements.

Policy CF 1.4: Management Plans for facilities and services shall be implemented through ongoing Capital Improvements Planning.

A Capital Improvements Plan (CIP) lists all capital facilities identified for future needs of the community, including renovations of existing facilities, and tracks funding and schedules for each improvement. The CIP is also useful as a growth management tool, linking new development to the City's ability to contemporaneously provide adequate public facilities. In recent years, the City has initiated a capital improvements planning process. A predictable, ongoing CIP process will provide a solid basis for requiring development approvals to be contingent on the capacity of existing and planned facilities to support growth. The Plan should incorporate an approach that anticipates and sets priorities for capital projects and expenditures by geographic area as well as over time.

Strategy CF-1.4(a): Assess Condition of Existing Capital Facilities -

The city should prepare an inventory and assessment of existing facilities, to reasonably estimate when existing capacity will be reached, and to determine what investments will need to be made for operations and maintenance of existing facilities and for needed new facilities. This study is a first step to establish priorities for future capital expenditures.

Strategy CF-1.4(b): Continue to Include Land Acquisition as a Component of the CIP – the city should continue to include land acquisition as a component of the CIP.

Strategy CF-1.4(c): Prioritize Projects in the Capital Improvements Plan - Goals should be developed to prioritize capital projects, to allow for a more objective analysis of competing needs. Potential factors in the method of prioritization should include, but not be limited to, the following:

- Capital projects should address the most significant identified deficiencies in adopted level of service (LOS) standards.
- Capital facilities investments should be targeted and focused to encourage and support areas of new growth and redevelopment when consistent with land use and growth management policies.
- Energy conservation and green concepts should be considered with all capital projects.
- Capital projects should be completed during economic down times to support the local economy.

Other programs that the CIP should address include:

- Projects to maintain and preserve Steamboat's ski town and Western heritage;
- Revitalization of the ski base area;
- Projects to diversify and stabilize the local economy and meet multiple program goals;
- Balanced projects throughout the community and neighborhoods;
- Downtown projects, including parking, transportation, and public restrooms.

Policy CF-1.5: Development should only occur where it can be concurrently served by critical public facilities and services.

Adequate facilities and services must be available before the city and county approve new development. In the case of water and wastewater facilities, the actual improvements must be constructed and in place at the time of occupancy and use. For other facilities and services, a financial commitment as part of an approved Capital Improvements Plan must in place at the time of development approval. All facilities and services must be in place within the time frame of the adopted CIP.

Strategy CF-1.5(a): Implement a Concurrency Management System - Implement a system designed to ensure that adequate public facilities and services needed to support development and protect the environment are available when the service demands of development occur. This should include annual evaluation of service levels and land use trends to anticipate demand for service and determine needed improvements to be addressed in Capital Improvement Plans, Annual Capital Budget, and all associated capital facilities documents to ensure that financial planning remains sufficiently ahead of the present for concurrency to be evaluated.

Policy CF-1.6: Promote a pattern of contiguous, orderly development and provision of urban services through the regional coordination of land use and public services related to capital facilities and utilities.

Agreements between jurisdictions and special purpose districts relating to the provision of urban services and public facilities should address fiscal impacts, revenue sharing, use of existing facilities, and level of service standards.

Strategy CF-1.6(a): Develop Interlocal Agreements - Enter into agreements with special purpose districts within the City's Urban Growth Boundary (UGB), such as water and sanitation districts, to address the provision of urban governmental services and public facilities.

Strategy CF-1.6(b): Develop an Infrastructure and Facilities Phasing Schedule-Develop and implement a phasing schedule for the provision of services within the UGB that is reflected in capital improvement plans and strategically coordinates planned service levels with anticipated land use and development trends.

Policy CF- 1.7: The provision of water and sewer service by the City shall be limited outside the Urban Growth Boundary (UGB).

The City will not extend or expand urban governmental services outside of the UGB, other than in those limited circumstances shown to be necessary to protect basic public health and safety and the environment, and when such services are financially supportable at rural densities, do not diminish level of service standards, and do not permit urban development.

Policy CF-1.8: Compact areas of concentrated development shall be promoted in designated centers to facilitate economical and efficient provision of utilities, public facilities, and services.

Infill development and redevelopment should be encouraged where excess capacity is available. However, it may also be necessary to periodically include upgrades in the Capital Improvement Plans if sufficient capacity is not currently available to support intensification of development in targeted redevelopment areas.

Policy CF-1.9: Development that maximizes capital facilities benefits and return on investment shall be encouraged.

Complementary to many of the policies contained in this chapter is the concept of development that maximizes capital facilities benefits and return on investment. For example, cluster development will reduce demand for street construction and street maintenance; household or commercial gray water systems reduce capacity requirements for wastewater treatment; and a stormwater detention facility that also accommodates ball fields may preserve funds for a major parks improvement elsewhere.

These types of development not only implement ecologically oriented policies, they are effective means of achieving capital facilities goals for the community, generating less demand for basic public services and conserving funds for otherwise difficult to afford capital improvements.

THIS PAGE BLANK

Chapter 13: Specific Planning Areas

Background/Intent

This chapter contains policies for the six planning areas, identified on the map to the right. These areas are distinct, unique districts, some that are mostly built out, such as Old Town, and others that contain land for new growth, such as West of Steamboat Springs. The six planning areas are described briefly below.

The Planning Areas

The Old Town area

This area is characterized by four specific features: the Yampa River, the hills on either side of the valley (including Howelsen Hill and Emerald Mountain), the mineral springs, and the railroad. The Old Town area's character is also defined by its historic layout, consisting of three major plats (known as the Original Town). Old Town contains largely residential neighborhoods, as well as commercial development along Lincoln Avenue and Yampa Street.

The Mountain area

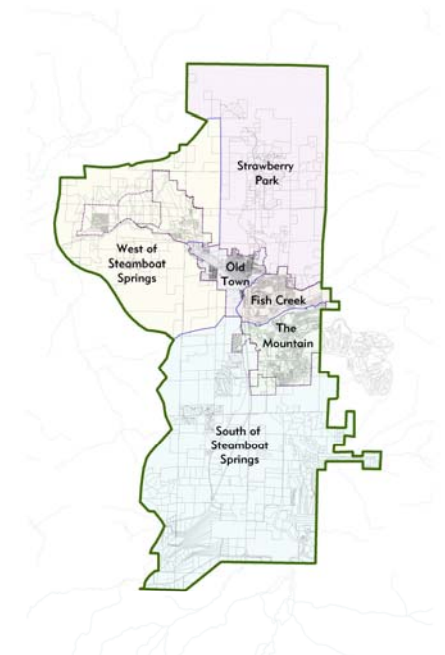
The Mountain area serves as the primary base facility for the Steamboat Ski Area and houses the majority of resort accommodations in the community. It is the center for commercial resort activities and provides the mainstay for the winter tourism economy. The area also contains a series of commercial/retail nodes anchored by Ski Time Square. Central Park Plaza is another retail and commercial hub. Located along US 40 at Mt. Werner Drive, it includes a variety of office, commercial, and retail space serving a regional market. The mountain area also includes residential neighborhoods that are addressed in this chapter.

The Fish Creek area

The Fish Creek planning area is comprised of the residential neighborhoods north of Fish Creek and south of Old Town. The neighborhoods are a mix of very low density single family development and duplex units have filled more of the vacant land.

The Strawberry Park area

While the fields of strawberries have long disappeared from this area north of Old Town, Strawberry Park maintains a unique mountain valley character with meadows bordered by aspens and evergreens. The area provides a variety of recreation uses and residential development types. The planning area is accessed from the city by RCR 36 and Amethyst Drive. Lots within Strawberry Park are still generally large and homes are set back from the road, although many smaller rural residential lots exist. The area also contains the Strawberry Park Hot Springs facility.



The West of Steamboat Springs area

West of Steamboat Springs is the area of future growth for Steamboat Springs that is designed for mixed use, affordable neighborhoods. It is characterized by industrial and commercial development adjacent to the airport and along US 40 and RCR 129, and large tracts of vacant lands.

The South of Steamboat Springs area

The South of Steamboat Springs area reaches south of the city for almost 12 miles and is characterized by the flat, open river valley surrounded by forested hillsides. The area is predominantly rural and supports a number of viable ranching and agricultural operations. It includes some of the best irrigated hay meadows in the state, and the views of vibrant green fields from the main roads establish the image for the whole of the south area and Routt County.

This chapter incorporates goals and policies from specific area plans (including the West of Steamboat Springs Area Plan, the Mountain Town Sub-Area plan), and includes policies that are particular to the six planning areas described above. Previous chapters have addressed broader community-wide goals and policies for the six planning areas.

Old Town Planning Area Goals and Policies

Goal SPA-1: Steamboat Springs will maintain and improve the historic character of Old Town

Rationale

Old Town is the historic heart of the Steamboat Springs Community. The character of Old Town is defined by its street layout and lot pattern which were determined by three major historic plats that established views and a relationship to Howelsen Hill. The existing development pattern is predominately one- to two- story residential structures within the neighborhoods and one- to three- story commercial development along Lincoln Avenue.

Historically, the Old Town area has also been the center for government. Both city and county offices and a number of educational facilities continue to provide a strong, institutional anchor in this part of town.

The community continues to value maintaining the Old Town as the heart of the community, and conserving the character—of both the residential and the commercial districts. The Mountain Town Sub-Area plan addresses concerns about improving the quality of the pedestrian environment and continuing to support the retail and local businesses in this area. This recent planning effort has identified the following priorities:

- *Retain Old Town as the heart of the community;*
- *Retain government presence downtown;*
- *Promote infill development on commercial streets;*
- *Increase amount and mix of retail downtown;*



- Assure a future supply of parking;
- Improve the sidewalks, public spaces, and green space downtown;
- Reduce traffic volume and congestion;
- Connect neighborhoods to the river through downtown with safe pedestrian/bike pathways;
- Restore historic buildings;
- Continue to provide a visual arts center; and
- Minimize night sky glare from exterior lighting.

Policy SPA-1.1: Maintain the historic character of Old Town.

Within the Old Town planning area, land use planning efforts should focus on maintaining the historic character of the existing residential neighborhoods and the Lincoln Avenue commercial core. Historic design elements of Old Town include:

- Lot coverages that range from 10 to 35 percent coverage;
- Lot sizes that range from 25 to 50 feet wide, and 125 to 140 feet deep (or 3,125 – 7,000 square feet);
- Residential buildings that are up to two stories in height;
- Non-residential buildings along Lincoln Avenue that are one to three stories in height, with an average of two stories;
- Steep roof pitches; and
- Building additions that are typically at the rear of the structure.

Policy SPA-1.2: Promote infill, redevelopment, and affordable housing in Old Town, but new development should preserve Old Town's historical character.

The city encourages infill on vacant parcels, redevelopment of underutilized parcels, and development of new affordable housing units in the Old Town commercial area and new residential units in Old Town residential area. Infill and redevelopment of parcels in all parts of Old Town should be contextually compatible with the scale and massing of existing development. Historic preservation survey documentation should be used as a tool in zoning, development approvals, and public works considerations for properties that are adjacent to contributing features.

Strategy SPA-1.2(a): Develop Contextual Design Standards for Old Town - Develop contextual design standards that are a means of allowing new development to conform to the existing pattern and scale in Old Town. Consider incorporating Historic Preservation Guidelines that address new construction in Old Town.

Strategy SPA-1.2(b): Explore Funding Options for Old Town such as a Business Improvement District – a business district or other funding mechanism should be explored for funding of Old Town improvements.

Policy SPA-1.3: Support neighborhood planning for the Old Town residential neighborhood(s).

The city will support neighborhood planning for the residential areas of Old Town to address issues such as historic preservation, design quality, infill and redevelopment. Residential neighborhoods in Old Town include:

- Old Town;
- Fairview; and
- Brooklyn.

Policy SPA-1.4: Maintain a strong institutional/government land use base in Old Town.

Federal, state, city and county government offices should continue to have a strong presence in Old Town. Schools, hospitals, courts, and other quasi-public uses should continue to be an integrated part of the community, each located as close as feasible to the clientele served.

Strategy SPA-1.4(a): Continue to locate government facilities in Old Town – The city and county will continue to maintain current government offices and will expand or build future government office buildings and service centers in the Old Town area when appropriate.

Policy SPA-1.5: Improve pedestrian circulation and safety in Old Town.

Support widening and improvements to sidewalks and pedestrian facilities along Yampa and Lincoln Avenues; add signalized crosswalks and bulb-outs (i.e., wider sidewalks at intersections) to increase pedestrian safety within and through the Old Town commercial area (See also Transportation Chapter policies and strategies).

Policy SPA-1.6: Preserve views of Howelsen Hill.

As future development occurs in Old Town, the city will consider views of Howelsen Hill and limit the impact of new development on views from public places and public roads.

Strategy SPA-1.6(a): Prepare a Downtown View Corridor Study - Identify important view corridors from downtown to determine whether building heights or massing should be limited in certain areas.

Policy SPA-1.7: New development will improve physical and visual access to the Yampa River.

The Yampa River is an important feature of the Old Town area that residents and visitors cherish. The city will encourage new development to relate to the river, rather than turn away from it, and will continue to improve public visual and physical access to the river from public rights-of-way, open space, and recreation lands.

Mountain Planning Area Goals and Policies

Goal SPA-2: Our community will continue to promote the Mountain Area as the focal point for tourism activity.

Rationale

The Mountain area serves as the primary base facility for the Steamboat Ski Area and houses the majority of the resort

accommodations in the community. It is the center for commercial resort activities and it provides the mainstay for the tourism economy. Resort and recreation commercial activity is concentrated around Ski Time Square. The area also contains several of the community's commercial shopping centers at US 40 and Pine Grove Road, and a US 40 and Mount Werner Drive.

This ski base area began to develop in the 1960's. Over a thirty-year period the ski area has become one of the country's premier winter resorts. However the age and somewhat disjointed growth over time means that many of the structures and facilities are dated, and the circulation system and way finding is less than optimal. The community believes that the base area requires significant improvements to infrastructure and physical form to make it more functional and attractive. The Mountain Town Sub-Area Plan identifies the following improvements:

- Improve public spaces;
- Improve pedestrian connections between destinations in the core, especially between the base village and the ski mountain and reduce conflicts between pedestrian crossings and vehicles;
- Improve the road and path circulation patterns and "wayfinding" to make circulation less perplexing;
- Diversify the mix of retail to make it less seasonal and more vigorous on a year-round basis;
- Improve the quality of the architecture;
- Develop a multi-purpose Civic Center facility; and
- Increase the connections (visual and physical) with the natural environment in the mountain area.

Policy SPA-2.1: Promote redevelopment of the Mt. Werner base area.

The community will support continued improvements and redevelopment of the Mt. Werner base area to enhance the public spaces, improve pedestrian circulation, make transportation and mobility within and to and from the ski base more efficient, and improve the visual quality of the architecture and landscape.

Strategy SPA-2.1(a): Implement the Mountain area primary recommendations in the Mountain Town Sub-Area Plan, including:

- Bus turn-around in Ski Time Square;
- New public spaces and streetscape treatment in Ski Time Square;
- Burgess Creek trail corridor and park;
- High frequency SST base area circulator shuttle;
- Reconfiguration of Mt. Werner Circle;
- Expansion and improvement of the Gondola Transit Center; and
- Development of a Civic Center facility.

Strategy SPA 2.1(b): Use incentives to promote redevelopment of the Mt. Werner base area – Reevaluate development incentives in the Code (e.g., waiver of fees or credits) and dimensional standards to entice developers to redevelop the area.



Strategy SPA-2.1(c): Explore Funding Options for the Mountain Area Such as a Business Improvement District – a business district or other funding mechanism should be explored for funding of Mountain Area improvements.

Policy SPA-2.2: Create a lively, year-round mixed-use commercial core for the Mountain area.

To the extent possible, improvements to the commercial core area at the ski base should focus on diversifying the mix of retail to make it less seasonal and more vigorous on a year-round basis.

Policy SPA-2.3: Support neighborhood planning for Mountain area neighborhoods.

Consider neighborhood planning for the following Mountain area neighborhoods:

- Fish Creek (North of Clubhouse Drive, including Mountain View Estates);
- Whistler area (South of Walton Creek Road); and
- Base Area (Clubhouse Drive to Walton Creek Road).

Policy SPA-2.4: Improve pedestrian and bicycle circulation patterns in the Mountain Area and reduce vehicular conflicts and the visual impact of parking.

The quality of the pedestrian and bicycle circulation systems should be improved in the Mountain area in the private and public realms. To integrate uses and visually hide parking spaces from view, the city promotes placing parking under the main structure(s) for developments in the base area. In addition, the city will provide incentives to reduce parking requirements and other options (including financial participation by the public sector). (See also Transportation Chapter policies.)

Policy SPA-2.5: Improve the appearance and circulation along the US 40 Corridor.

The US 40 Corridor within the Mountain area requires improvements to improve pedestrian safety, define stronger visual connections to the river, improve the architectural character, and make a strong entry statement at the south end of the city. The Mountain Town Sub-Area plan defines the following priorities for improvements:

- Create safe pedestrian and bicycle connections across US 40;
- Create stronger visual and physical connections with open space along the river;
- Do not allow more strip commercial development;
- Improve the architectural character;
- Continue the highway landscaping program; and
- Make a stronger entry statement at the south end of town.

Strategy SPA-2.5(a): Implement the Mountain Town Sub-Area Plan recommendations for the US 40 Corridor - Implement the Highway 40 Corridor primary recommendations in the Mountain Town Sub-Area

Plan, including:

- Continuous pedestrian circulation (sidewalks detached from roads) from Old Town to Pine Grove;
- Improved pedestrian crosswalks at Pine Grove and Anglers;
- Open space acquisition;
- Fish Creek trail corridor;
- Core Trail extensions;
- Landscaping program for the highway margin; and
- Walton Creek tree planting program.

Fish Creek Planning Area Goals and Policies

Goal SPA-3: Our community will maintain Fish Creek as distinct residential neighborhoods with commercial development that is located and designed to not impact the neighborhoods.

Rationale

Fish Creek residential development was originally characterized by small, single-family subdivisions that were separate and well-defined neighborhoods. More recent development of residential duplex units scattered through the planning area have filled in some of the former vacant lands. Fish Creek also contains a number of high end subdivisions. Over time the neighborhoods have become less defined.

Policy SPA-3.1: New development will maintain the residential character and natural landscape of the Fish Creek area.

The presence of Fish Creek and steep topography are also defining characteristics of the area that should be conserved as future development occurs. As new residential development occurs, the scale, character, and mix of residential uses should be compatible.

Policy SPA-3.2: A community Commercial Activity Node will be located at the Anglers Drive/US 40 intersection.

The US 40 commercial corridor passes through the Fish Creek planning area—connecting the Mountain area to Old Town. Along this corridor, infill commercial development should be limited to the Anglers Drive Commercial Activity Node. Commercial development should minimize impacts to the Yampa River, provide controlled access on US 40, and help to create an attractive image by meeting or exceeding design standards.

Policy SPA-3.3: Support neighborhood planning for Fish Creek neighborhoods to improve neighborhood identity.

Consider neighborhood planning for the following Fish Creek area neighborhoods:

- Huckleberry;
- Sanctuary;



- ValVerdant/Highlands Circle/Valley View;
- Anglers;
- Mountain View Estates to Clubhouse Drive;
- Blue Sage; and
- Tamarack/Hilltop.

Strawberry Park Planning Area Goals and Policies

Goal SPA-4: Our community will continue to reinforce the rural character of Strawberry Park.



Rationale

Strawberry Park, named for the fields of strawberries that once existed, has a unique mountain valley character due to the open meadows, largely enclosed valley, and rural residential development that has occurred largely away from RCR 36. The Park is also a gateway to many recreational uses in the surrounding National Forest lands. Strawberry Park has a group of residents and interested parties that have been active in formulating policies and planning the area's future for some time. These residents and others in the community continue to reiterate past goals and policies of maintaining Strawberry Park as primarily a rural valley and not a growth center. The county should continue to reinforce development patterns established over the past several decades to maintain the area's character.

Policy SPA-4.1: New development in Strawberry Park will maintain the rural character.

The county will encourage the pattern of new development in Strawberry Park to be similar to existing development patterns where lots and homes are located away from main roads to create privacy and to protect views.

Strategy SPA-4.1(a): Maintain current county zoning for Strawberry Park – The County will not change the current rural zoning provisions or allow urban development patterns in the valley.

Strategy SPA-4.1(b): Develop Rural Design Guidelines (see Community Design Chapter).

Policy SPA-4.2: New development in Strawberry Park will be sensitively sited development and clustered away from the road when possible.

Where it is difficult to place all development away from the road (i.e., RCR 36) and/or minimize the visual impacts through vegetative screening, the county will allow and promote clustering of home sites. Clustering can help to minimize access points on roads, reduce visual impacts (including for ridgelines and open meadows) and promote a more efficient use of infrastructure while still maintaining current zoning density requirements.

Strategy SPA-4.2(a): Promote Use of the Land Preservation

Subdivision (LPS) – Promote the LPS as a viable alternative to large lot development. Consider whether incentives and requirements are flexible enough to entice developers and landowners to consider this option.

Policy SPA-4.3: Development will be directed away from roads in Strawberry Park.

Road corridors and the lands along them within Strawberry Park feel “open” because the majority of development is set back from the roads (primarily RCR 36), and often within or behind the treelines. To the extent possible, the county will promote this development pattern.

Strategy SPA-4.3(a): Evaluate Use of a RCR 36 Overlay District –

Consider whether to establish an Overlay District along RCR 36 to ensure that development setbacks from the road are maintained.

Policy SPA-4.4: Minimize commercial expansion in Strawberry Park.

Expansion of commercial developments (other than on a limited basis) is generally not appropriate in Strawberry Park because of potential traffic impacts and the desire to maintain the scale and character of existing development.

Policy SPA-4.5: Institutional uses will maintain current development patterns and character in Strawberry Park if and when they expand.

As institutional uses (primarily educational) expand or add additional facilities in the valley, expansion of these facilities should be consistent with the existing scale of development and character of the surrounding area. Each facility should prepare an overall master plan prior to expansion to avoid unplanned, incremental growth.

West of Steamboat Springs Planning Area Goals and Policies

Goal SPA-5: The West of Steamboat Springs area will develop as a series of new planned mixed-use neighborhoods that are well connected to the Old Town area and other parts of the community. The West of Steamboat Springs Sub-area plan is a joint effort between the City and County to comprehensively plan the entire area to assure that coordinated and compatible development occurs in the most cost-effective manner possible.



Rationale

West of Steamboat Springs is planned to be the main future growth area for the community. The adopted West of Steamboat Springs Area Plan (WSSAP) proposes a series of new neighborhoods for this planning area. New retail development and other community commercial uses are also proposed as a Village Center that will be central to and integrated with new residential neighborhoods and designed to also serve existing residential areas west of Old Town.

The plan envisions approximately 2,600 dwelling units, including existing units. However, current development rates suggest that this is a very long-range (30 to 40 year) plan. It is anticipated that growth will occur in orderly phases progressing westward from the existing City boundary.

In order to minimize traffic impacts on an existing road system that has capacity limitations, it is desirable that the West of Steamboat Springs community be developed with a high degree of self-sufficiency—access to a wide variety of jobs and amenities—without having to travel into and through downtown Steamboat Springs.

Policy SPA-5.1: Create a “village center” that offers a variety of benefits for the community.

The West of Steamboat Springs area will feature a lively “village center,” where limited retail activity and public functions provide focal points for the community. The center's facilities will meet a variety of local needs: convenience commercial, institutional uses, child care, post office, fire/police, small offices, a school, and public parks.

Policy SPA-5.2: Design new development to be transit-friendly.

Development will have transit-friendly layout, with higher densities concentrated along the proposed New Victory Parkway and Slate Creek Road to allow walking-distance access to bus routes for a majority of the residences.

Policy SPA-5.3: Provide a variety of housing design, types, and prices.

The area will be a socially and economically diverse community with affordable housing intermixed with, and indistinguishable from, surrounding market-rate homes. There will be interesting, diverse neighborhoods with a variety of lot and unit sizes and types blended together throughout the community so as not to create mono-character enclaves.

Policy SPA-5.4: Develop interconnected street layouts.

Development will have a pattern of interconnected streets that connect neighborhoods, disperse traffic and serve as distinctive public places.

Policy SPA-5.5: Provide developed and natural open spaces.

There will be a combination of developed and natural open space, with a variety of recreation amenities, including a network of interconnected trails for both recreationists and commuters.

Policy SPA-5.6: Preserve open space, including key environmental and visual features.

The plan anticipates preservation of key environmental and visual features, including:

- interior ridges that create boundaries and embrace distinct sub-area neighborhoods while separating and screening development from each other and from public thoroughfares;
- natural stream courses and drainageways to maintain natural drainage patterns, wildlife habitat and movement corridors and minimize the need for expensive storm sewer systems;
- a natural, open scenic corridor along US Hwy 40 minimizing strip commercial appearance and function and
- the addition of 200 acres identified by updated mapping.

Strategy SPA-5.6(a): Review WSSAP within 12 Months - The City and County will review the WSSAP within twelve months of adoption of this Plan, to ensure that its policies and proposed actions are concurrent. A review of the Steamboat Springs Airport Layout Plan will be part of this process.

Strategy SPA-5.6(b): Review Intergovernmental Agreement within 6 Months - The Intergovernmental Agreement that was to be signed by the City and County must be reviewed and considered for signing within six months of the adoption of this Plan.

Policy SPA-5.7: Encourage continuation of agricultural uses in undeveloped areas.

The plan strongly encourages continuation of agricultural uses in all undeveloped portions of the Plan area.

South of Steamboat Springs Planning Area Goals and Policies



Goal SPA-6: Our community will conserve the rural character in the South of Steamboat Springs planning area.

Rationale

The South of Steamboat Springs area includes the agricultural valleys and forested hillsides which extend from the ridgelines immediately south of city limits to the CR 18 intersection with Hwy 131. A number of ranches with some of the most productive hay meadows in the region are situated in this valley.

In recent times many new homes have been built in the hills and valley, as well as recreation facilities such as the Haymaker golf course, but the overall character and density of the area remains low-key and largely rural.

The Urban Growth Boundary demarks the limits for the efficient and cost effective provision of future urban services. Significant development to the south would require lift stations for sewer service, additional water storage tanks, and expansion of the roads network, and is strongly discouraged by this Plan, the Routt County Master Plan, the South of Steamboat Area Plan # 1, and the Routt County Open Lands Plan.

Policy SPA-6.1: Residential uses should be sited to minimize impacts on agricultural operations, maintain the integrity of natural resources, and conserve the overall visual quality of the valley south of Steamboat Springs.

The county will continue to encourage clustered rural residential development and patterns other than 35-acre tract development. To the extent feasible, development should be hidden by topographic features or vegetation. In addition, residential development should be planned and sited to provide transitions or buffers to agricultural uses (see also Natural, Scenic, and Environmentally Sensitive Areas chapter).

Policy SPA-6.2: Support continued use of prime agricultural land and irrigated hay meadows as working landscapes by limiting urban development patterns in the South of Steamboat Springs area.

Encourage the economic viability of agriculture using a variety of means (as discussed in other chapters), by limiting urban patterns of development to designated urban growth areas, and by providing buffers between development and agricultural land uses (see Community Design and Image chapter).

Policy SPA-6.3: Maintain the visual quality of the community's southern community gateway.

Land uses and activities should support and enhance the community "entry" in the South of Steamboat Springs area along US 40 and SH 131. The county will encourage compatible land uses and design that uses minimal signage, large setbacks from the roads, and landscape buffers to enhance the visual quality of the gateway, and that minimizes light pollution.

Policy SPA-6.4: Ensure that all mineral extraction operations are designed and managed to be compatible with other land uses.

The city and county will discourage mineral extraction operations that do not mitigate impacts (including visual impacts). The county will evaluate gravel mine proposals according to the indicators and criteria in the county's Gravel Pit Evaluation Guidelines, developed in 2003, and require mitigation. New mineral extraction operations should minimize visual impacts along entry corridors to the community to the maximum extent feasible.

THIS PAGE BLANK

Chapter 14: Action Plan

Overview

A key aspect of the Community Area Plan is how it will be carried out after it is adopted. This chapter recommends how the City of Steamboat Springs and Routt County may best implement the policies outlined in this Plan. Both the city and county should annually review and prioritize the actions identified in this chapter, and revise them as necessary.

To effectively implement the goals and policies of this Plan, it is necessary for the city and county to identify the types of actions required and determine the priority and timing of the actions so the agencies are able to allocate resources. The Action Plan Matrix, located at the end of this chapter, supplements this section. The Matrix lists the actions required to implement the Plan, and the relative priority of actions.

This Plan recommends the appointed and elected officials meet within six months of adoption of this Community Plan to further prioritize the “prioritized” actions. Given the large number of actions within each priority category, it will be necessary to prioritize the action items within each category.

Summary of Priority Actions

This Action Plan identifies a number of immediate priority items that the city and county should implement as soon as possible, to ensure that future land use actions and decisions are aligned with the policies contained in this Plan and with the classifications on the Future Land Use Plan. These are summarized below.

Land Use

The intent of this Plan is to shape growth in a manner that preserves the region’s natural environment, livability, and sense of community. It directs growth to well-defined contiguous areas, and promotes infill and redevelopment of its core areas. To implement this aspect of the Plan, the following priority actions are recommended:

1. Direct future development to compact mixed-use neighborhoods within the Urban Growth Boundary

The city and county should direct development to existing and new neighborhoods within the Urban Growth Boundary as indicated on the Future Land Use Plan, while reducing the potential for dispersed growth not conducive to pedestrian and transit activity.

2. Support infill and redevelopment in the core area

Specific redevelopment and infill opportunities should be identified, and infrastructure improvements for infill and redevelopment areas that have deficiencies should be prioritized. The city should develop infill residential design standards to address scale; context, and design issues.

Growth Management

The Plan places a strong emphasis on managing the location and timing of urban development, to ensure that new development can be accommodated with a high level of infrastructure and public facilities and services, without reducing the level of public facilities and services that are provided to existing areas of the community. To implement this aspect of the Plan, the following priority actions are recommended:

1. Maintain and periodically review the Urban Growth Boundary (UGB)

The city and County should periodically review the UGB, using the criteria in this Plan, to determine if adjustments are needed to reflect changing circumstances, particularly with regard to the ability to provide urban services.

2. Appoint a Growth Management Advisory Group

The City and County shall appoint a Growth Management Advisory Group to study and provide recommendations on additional growth management measures for the community.

3. Establish a Plan Monitoring System to monitor the effectiveness of growth management tools

The City and County should develop and monitor the performance indicators set forth in this plan to evaluate the performance of the growth management approaches. Performance indicators to be monitored include:

- a) Rate of Population Growth;
- b) Jobs-To-Housing Ratio; and
- c) Level-of-Service for Infrastructure and Facilities.

4. Implement a Concurrency Management System

Implement a system designed to ensure that adequate public facilities and services needed to support development and protect the environment are available when the service demands of development occur. This should include annual evaluation of service levels and land use trends to anticipate demand for service and determine needed improvements to be addressed in Capital Improvement Plans, Annual Capital Budget, and all associated capital facilities documents to ensure that financial planning remains sufficiently ahead of the present for concurrency to be evaluated.

5. Update the 1995 City/County Intergovernmental Agreement

The city and county entered into an Intergovernmental Agreement (IGA) in 1995, in order to implement items pertaining to the 1995 Steamboat Springs Community Area Plan. The IGA should be reviewed and revised as needed, with particular emphasis on actions needed to implement this plan.

Community Design and Image

During the preparation of the Plan, citizens of the community expressed a strong desire to see the city and county implement stronger measures to preserve the community's character and image through design, planning, and community-based events. To implement this aspect of the Plan, the following priority actions are recommended:

1. Support neighborhood planning

Neighborhood planning can help reinforce community well-being and is an effective method to engage residents in the planning process, as well as a way to identify and target neighborhood improvement projects. The city and county should seek to provide staff resources and financial support to assist neighborhoods in the community that wish to improve physical infrastructure, and resolve problems at a grassroots level.

2. Review and update design standards to encourage high quality site planning and building design

The city and county should take a fresh look at existing design standards to ensure that all the design issues have been adequately addressed, especially for landscaping, pedestrian-oriented site planning, visual impacts of lighting, parking lot design, rural development patterns, and amenities and design of other outdoor semi-public areas.

3. Promote Traditional Neighborhood Design and Planning Standards

This plan incorporates the “principles of good neighborhood planning” from some of the recently adopted subarea plans. These principles also draw from the traditional land use and neighborhood patterns of the older areas of the city. The city should revise its development code to allow for and promote the Traditional Neighborhood Design and Planning Principles.

Transportation, Mobility, and Circulation

The primary objective of the transportation chapter is to provide a framework for creating a balanced and integrated transportation system to address the needs of a wide variety of users with a range of transportation alternatives. To implement this aspect of the Plan, the following priority actions are recommended:

1. Establish a city-wide and/or county-wide level of service policy

Establishing a city-wide and/or county-wide level of service policy would enable the city and county to determine the effects of development traffic on the road infrastructure and require developers to help pay for capacity improvements when and where they are needed.

2. Prepare an overall access control plan for US 40

To preserve the character and capacity of US 40 throughout the community, the city, working with CDOT, should develop an overall access control plan for the highway. The access control plan should identify locations for future intersections with the highway in developing areas such as West of Steamboat Springs, and include measures such as frontage roads and restricted movement intersections, where appropriate.

3. US 40 capacity and widening improvements

The city and county should pursue funds to construct widening improvements to US 40 between downtown and West of Steamboat Springs as the West of Steamboat Springs area develops and congestion dictates the need.

4. Sidewalks and bike lanes in new development

The city should modify development standards so that new roadways within developments include sidewalks and/or bike lanes.

5. Dedicated Funding Source for Transit

To ensure long-term viability, the city and county will need to establish a consistent, dedicated funding source for transit such as a property tax or a sales tax to aid in the development of long-term transit planning and improved service.

Natural, Scenic, and Environmentally Sensitive Areas

During the preparation of the Plan, citizens of the community expressed a strong desire to see the city and county implement stronger measures to preserve sensitive areas, and ensure that development occurs in an environmentally responsible manner. To that end, the following priority actions are recommended:

1. Provide greater protection of river corridors

Members of the community have consistently expressed their strong desire to see river and stream corridors protected from negative impacts of development. This should be accomplished by strengthening floodplain regulations and setback requirements.

2. Adopt a local Wetland Protection Program

The City and County should implement a local wetland protection program in order to provide for a greater degree of local control and focus more attention on protection of the resource. This should include the establishment of buffer requirements.

3. Adopt more specific wildlife habitat protection tools

Although the City and County have completed habitat mapping, the existing regulations do not provide substantive criteria for determining impacts and developing strategies for their mitigation. Work with Colorado Division of Wildlife to update mapping and prepare standards.

4. Protection of visually sensitive areas

Comprehensive mapping of visually sensitive areas was accomplished through the 2003 Community Plan Update, including community entry corridors, agriculturally important areas, and areas of important heritage such as certain open space parcels with diverse cultural and historical character. The existing City ordinance focuses only on ridge lines and does not address other visually sensitive areas, as noted above. The City and County may want to consider additional measures, including variable setbacks and design guidelines to provide more comprehensive landscape protection.

Open Space, Recreation, and Trails

The policies included in this Plan address open space protection, and focus on the need to provide additional financial tools for open space acquisition and protection tools that could also be used for related parks and trails purposes. In addition, this chapter addresses at a broad level some of the other recreation and trails issues that have emerged in the community. The following priority actions are intended to accomplish these goals:

1. Create new funding sources

Without a dedicated funding source, the community's ability to acquire and

manage open lands will continue to be subject to unreliable and unpredictable funding procedures. The Plan recommends a range of options to be evaluated for an ongoing funding source for open space protection.

2. Prepare an Open Space Master Plan

The city and county should prepare an Open Space Master Plan, which includes strategies for identifying, preserving and managing open space.

3. Enhance and expand trail system

Although the city has made great progress in meeting trail needs through development of the Yampa River core trail and other projects, much work remains to be done to create a fully interconnected system, enhance trail accessibility, serve additional areas of the community, and meet other identified needs.

4. Enhance and expand city parks and recreation system

Population growth, as well as increasing visitation to the community, has created additional demands for recreational facilities. A number of specific needs have emerged as well as a general perception that neighborhood parks and other facilities are not keeping up with growing demands. Efforts are needed to better define community needs, including consideration of level of service standards, as well as adoption of other tools to improve the community's ability to respond to emerging needs in a timelier manner.

Housing

The policies proposed in this plan are intended to create an opportunity for individuals who work in the community to live in the community on a permanent basis as well as to address the general issues of balance and quality of housing. The following priority actions are intended to accomplish this goal:

1. Monitor housing needs

The 2003 Housing Needs Assessment identifies a number of trends and indicators for the housing market. The city and county should periodically update a database of the statistics and indicators identified in the Housing Needs Assessment, to help the community understand housing affordability trends and problems, such as cost burdened households.

2. Consider additional strategies to increase the supply of affordable housing

The city and county should consider adopting other strategies that would increase the supply of affordable housing, such as inclusionary zoning requirements and/or a commercial/lodging linkage program. Inclusionary zoning standards require a minimum number of affordable housing units to be built in new developments. A commercial/lodging linkage program includes a specific requirement for providing employee housing tied to new commercial/lodging development.

3. Develop and support a Regional Housing Authority

The city and the county should work cooperatively to establish and fund a Regional Housing Authority. The Housing Authority would serve an important function of undertaking programs, reviewing development proposals, applying for grants and funding, and educating the public on

housing issues.

Economic Development and Sustainability

An important goal of the Plan is to ensure that the community has a strong, diversified economic base that provides a variety of jobs and services to residents. The following priority actions are identified to accomplish this goal:

1. Maintain Inventory of Available Sites with Services

Working closely with the Chamber of Commerce and Economic Development Council, the city and county should monitor the supply of finished sites and raw land that have available services suitable for economic development uses. In addition, the city and county's Capital Improvements Programs should be reviewed on an annual basis to ensure that the land supply and planned provision of infrastructure and services is coordinated with the Plan's goals and policies for economic development.

2. Regional Economic Strategic Plan

Work jointly with the Steamboat Springs Economic Development Council and other municipalities in the region to prepare a regional economic strategic plan. This effort could focus on designing and implementing a development strategy that cultivates innovation and economic diversity for the region.

Historic Preservation

1. Preservation Coordinating Committee

Establish a Preservation Coordinating Committee to increase coordination between local preservation agencies and organizations and ensure effective preservation activities.

2. Historic Preservation Newsletter and Website

Publish a regular historic preservation newsletter as a way to focus on preservation and develop a website to disseminate information on preservation. (i.e., www.yampavalley.info).

3. Initiate the process for Routt County to become a Certified Local Government (CLG)

The County should take the steps necessary to become a CLG so that it can be eligible to receive grant funds. In addition, this will allow rural properties in Routt County to become listed on the local historic register and then access tax credits that are currently unavailable to them.

4. Secure Funding to Complete Intensive-level Historic Preservation Surveys

Apply for and use funding provided by the Colorado State Historical Fund to complete large-scale surveys of Old Town and rural areas over the next several years.

5. Evaluate the Feasibility of a Historic District for Old Town

As property surveys are completed, the city should evaluate whether to establish a historic districts and what the boundaries should be. Properties within these districts will be evaluated as they are surveyed to determine

whether they are contributing or non-contributing to a district. Those found to be contributing would be subject to preservation regulations and design guidelines established for these districts.

Capital Facilities

The availability of water, wastewater, fire protection and emergency management services, police protection, schools, parks and other utilities and services affects the safety and quality of life for residents and the economic stability of the city and county. Ideally, facilities and services should be developed or expanded in a manner commensurate to the rate of growth and paid for by in part by development. The following priority actions are intended to accomplish this goal:

1. Level of Service Standards

Adopt written level of service standards for each type of public facility or utility service, and plan for capital improvements to achieve and maintain such standards for existing and future development.

2. Conduct a Cost of Community Services Study

The particular demands for public services and the logistics of providing those services will require a specific study for the Steamboat Springs community. In addition to projecting fiscal requirements for capital facilities, a Cost of Community Services study should include an analysis of the local tax base, allowing for specific strategies to be implemented in areas where current funding mechanisms are unable to satisfy public needs.

3. Consider Opportunities to Stabilize Revenues through a Mill Levy on Property Taxes

Property taxes are a legitimate funding source in Colorado, and funds generated through property taxes may generally be used for any type of capital expenditure. The capability of property taxes to fund major projects for capital facilities in Steamboat Springs, as with all Colorado jurisdictions, is limited by the TABOR amendment and its restrictions on the growth of government funding.

4. Infrastructure and Facilities Phasing

Develop and implement a phasing schedule for the provision of services within the Urban Growth Area that is reflected in six-year capital improvement plans and strategically coordinates planned service levels with anticipated land use and development trends.

Action Plan Matrix

The Action Plan Matrix provides a list of the actions needed to implement the Plan, by category. The matrix indicates the type of actions that will be required to implement the policies, and the priority of the actions to be initiated. City and County staff and planning officials will need to update this matrix on an annual basis, or as necessary, to keep the responsibilities and actions current.

The “**Priority**” column lists three possible time frames for implementing actions: (1) **Short-Term**, to be initiated within one to three (1-3) years after Plan adoption. (2) **Mid-Term**, to be initiated within three to five (3-5) years after Plan adoption, and (3) **Long-Term**, to be initiated and completed within five years or longer, as appropriate. (O) **Ongoing**, actions (i.e., that occur continually) are listed in this matrix.

City and county implementation of the actions will be dependent upon available funding.

Table 14.1: Action Plan Matrix

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
Chapter 3 Land Use Strategies			
LU-1.1(a): Approve only development proposals consistent with plan	3-3	City/County	O
LU-1.1(b): Develop a land use tracking system	3-3	City/County	2
LU-1.1(a): Monitor the jobs-to-housing ratio	3-4	City	O
LU-1.3(b): Establish housing linkage programs	3-4	City/County	2
LU-2.1(a): Identify infill opportunities	3-5	City	1
LU-2.1(b): Require mixed-use development patterns	3-5	City	1
LU-2.2(a): Develop infill residential standards	3-5	City	1
LU-3.1(a): Continue to enhance older neighborhoods	3-6	City	O
LU-3.2(a): Develop standards for mixed-use development	3-6	City	1
LU-4.1(a): Develop standards for Commercial Activity Nodes	3-7	City	2
LU-4.2(a): Develop standards for Mixed-Use Corridors	3-8	City	1
LU-5.1(a): Establish minimum density targets	3-8	City	2
LU-5.1(b): Coordinate land use and transportation decisions	3-8	City/County	1
LU-5.2(a): Develop a community-wide Sidewalk and Trails Plan	3-9	City	1
Chapter 4 Growth Management Strategies			
GM-1.1(a): Periodically review the Urban Growth Boundary	4-4	City/County	O
GM-1.1(b): Use criteria to consider UGB amendments	4-4	City/County	O
GM-1.2(a): Continue to manage urban development through zoning	4-5	City/County	O
GM-1.2(b): Use criteria to evaluate annexation proposals	4-5	City/County	O
GM-1.2(c): Consider annexation of existing urbanized areas	4-5	City	1

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
GM-1.3(a): Target public investments to infill and redevelopment areas	4-6	City	2
GM-1.3(b): Evaluate regulations that affect infill and redevelopment	4-6	City	1
GM-2.1(a): Develop a plan monitoring system/indicators	4-6	City/County	1
GM-2.1(b): Appoint a Growth Management Advisory Group	4-7	City/County	1
GM-2.3(a): Continue to adopt a Capital Improvements Plan	4-8	City/County	0
GM-2.3(b): Implement a Concurrency Management System	4-8	City/County	2
GM-2.3(c): Develop mechanisms to finance necessary public services	4-9	City/County	1

Chapter 5 Community Design and Image Strategies

CD-1.1(a): Establish a neighborhood planning program	5-4	City/County	3
CD-1.1(b): Develop design standards for neighborhoods	5-4	City	3
CD-1.2(a): Continue to provide outreach for planning efforts	5-4	City/County	0
CD-1.3(a): Prepare a Cultural Arts Plan	5-4	City/County	1
CD-1.3(b): Expand cultural arts funding	5-4	City	2
CD-1.3(c): Strengthen partnerships for the arts	5-4	City/County	0
CD-1.3(d): Investigate potential for a public arts program	5-5	City	1
CD-1.4(a): Assess design standards; amend if necessary	5-5	City/County	1
CD-1.4(b): Assess site planning standards; amend if necessary	5-5	City/County	1
CD-1.4(c): Assess residential design standards; amend if necessary	5-5	City	1
CD-1.4(d): Assess commercial design standards; amend if necessary	5-5	City	1
CD-1.4(e): Develop "big box" design standards	5-5	City	1
CD-1.5(a): Develop residential infill standards	5-7	City	1
CD-1.5(b): Establish maximum size limits for residential structures.	5-7	City/County	1
CD-1.6(a): Prepare a Health and Human Services Plan	5-7	City	1
CD-2.1(a): Codify Traditional Neighborhood Design principles	5-8	City	1
CD-2.4(a): Develop natural area standards	5-9	City/County	1
CD-2.4(b): Establish Xeriscape incentives (or requirements)	5-9	City/County	1
CD-3.1(a): Maintain Rural Zoning	5-10	County	0
CD-3.2(a): Develop Rural Design Guidelines	5-10	County	1
CD-3.3(a): Continue to monitor the County's Land Preservation Subdivision process	5-10	County	0
CD-3.4(a): Continue to work with private/public partners to support agriculture	5-11	County	0
CD-4.1(a): Plan street improvements	5-11	City/County	2
CD-4.1(b): Establish corridor overlay districts	5-12	City/County	2
CD-4.1(c): Establish corridor setback standards	5-12	City/County	2
CD-4.2(a): Seek and apply for gateway funding	5-12	City/County	2
CD-4.2(b): Acquire key "gateway" open space lands as funding allows	5-12	City/County	2
CD-4.2(c): Encourage use of clustering and TDRs to conserve gateways	5-12	County	0

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
CD-4.3(a): Design civic facilities to be “models of good development”	5-12	City/County	0
CD-4.3(b): Focus improvements in key community locations	5-13	City/County	0
CD-4.4(a): Develop public space design standards	5-13	City/County	1
Chapter 6 Transportation, Mobility, and Circulation Strategies			
T-1.1(a): Encourage mixed-use infill development	6-3	City	0
T-1.2(a): Develop Level of Service standards	6-3	City/County	2
T-1.3(a): Require investment in bus stops	6-3	City/County	1
T-1.4(a): Increase densities to support transit	6-4	City	0
T-1.4(b): Develop land use standards to support transit	6-4	City	1
T-1.5(a): Develop an Access Control Plan for US 40	6-4	City/County	2
T-2.1(a): Develop standards for sidewalks and bike lanes	6-5	City	1
T-2.1(b): Develop standards for multi-use paths in new development	6-5	City	1
T-2.2(a): Construct trail system/commercial area connections	6-5	City	1
T-2.2(b): Construct pedestrian improvements, including curb bulbs	6-6	City	2
T-2.3(a): Provide adequate dedicated funding for transit	6-6	City/County	2
T-2.4(a): Continue to provide free transit service and other transit use incentives	6-6	City/County	0
T-2.4(b): Develop employee transit incentive programs	6-6	City	1
T-2.4(c): Fund a transit campaign	6-6	City/County	1
T-2.4(d): Construct Gondola Transit Center improvements	6-7	City	1
T-2.4(e): Consider implementing Old Town paid parking	6-7	City	2
T-2.6(a): Consolidate shuttle system	6-7	City/County	2
T-2.7(a): Fund and construct East Side Park and Ride	6-8	City	3
T-2.7(b): Fund and construct West of Steamboat Springs Park and Rides	6-8	City	3
T-2.8(a): Approve transit-oriented development in West of Steamboat Springs	6-8	City	0
T-2.8(b): Develop West of Steamboat Springs multi-modal facilities	6-8	City	3
T-2.8(c): Work with developers to provide ¼-Mile bus stops in West of Steamboat Springs	6-9	City	2
T-2.8(d): Provide 20-minute interval bus service for West of Steamboat Springs	6-9	City	3
T-2.9(a): Construct US 40 widening improvements (Near-Term)	6-9	City	3
T-2.9(b): Construct capacity improvements on US 40 (Long-Term)	6-9	City	3
T-2.10(a): Develop transit-friendly development standards	6-10	City/County	2
T-2.11(a): Minimize peak hour construction traffic	6-11	City/County	0
T-3.2(a): Develop outlying towns rideshare/vanpool programs	6-11	City/County	2
T-3.2(b): Outlying towns rideshare/vanpool—bus transit	6-11	City/County	3
T-3.2(c): Expand public transit/taxi systems	6-11	City	2
T-3.2(d): Explore passenger rail options	6-11	City/County	3

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
T-4.1(a): Integrate airline and transit operations	6-12	City/County	2
T-4.1(b): Expand transit service to Yampa Valley Regional Airport	6-12	City/County	2
T-4.1(c): Develop marketing programs and alliances	6-13	City/County	2
T-4.1(d): Increase summer airline travel	6-13	City/County	2
Chapter 7 Natural, Scenic, and Environmentally Sensitive Areas Strategies			
NS-1.1(a): Identify flood-prone areas	7-3	City/County	0
NS-1.1(b): Strengthen floodplain regulations	7-3	City/County	1
NS-1.2(a): Increase minimum setbacks for waterbodies	7-3	City/County	1
NS-1.2(b): Use non-regulatory approaches for waterbody conservation	7-3	City/County	0
NS-2.1(a): Develop a Water Conservation and Management Plan	7-4	City/County	2
NS-2.2(a): Implement an effective water quality monitoring program	7-5	City/County	1
NS-2.2(b): Enforce stormwater management regulations	7-5	City/County	0
NS-2.2(c): Implement new approaches to reducing sediment loads	7-5	City/County	1
NS-3.1(a&b): Prepare inventory and develop wetlands protection standards	7-5	City/County	1
NS-3.2(a): Prepare Wildlife Habitat Overlay District	7-6	City/County	1
NS-3.3(a): Develop a joint City/County TDR program	7-7	City/County	2
NS-4.1(a): Prepare additional Visually Sensitive Areas standards	7-8	City	2
NS-6.1(a): Identify Best Available Technologies and practices to reduce impacts of mineral extraction	7-9	City/County	1
NS-6.1(b): Develop a Mineral Resource Management Plan	7-9	City/County	1
NS-7.1(a): Develop vehicular air quality maintenance programs	7-9	City/County	1
NS-7.1(b): Investigate use of alternative paving materials to improve air quality	7-9	City/County	1
Chapter 8 Open Space, Recreation, and Trails Strategies			
OS-1.1(a): Explore and adopt a dedicated funding source for open space	8-3	City	2
OS-2.1(a): Prepare an Open Space Master Plan	8-5	City/County	1
OS-2.1(b): Identify and map existing open space parcels	8-5	City	1
OS-2.1(c): Create open space protection incentives	8-5	City/County	1
OS-2.2(a): Partner with landowners and agricultural operators	8-6	County	0
OS-2.2(b): Support community efforts to purchase key open space parcels	8-6	City/County	0
OS-2.2(c): Support the Yampa River Legacy Committee's river protection efforts	8-6	City	0
OS-3.1(a): Identify and preserve existing informal trails	8-6	City/County	1
OS-3.1(b): Manage compatibility of uses on trails	8-7	City/County	1
OS-3.1(c): Revise Codes to require trail dedication	8-7	City/County	2
OS-3.1(d): Create a cash-in-Lieu system for trails	8-7	City/County	2
OS-3.1(e): Emphasize trail linkages in new county developments	8-7	County	1

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
OS-3.1(f): Determine appropriate winter trail maintenance	8-7	City	1
OS-3.1(g): Update the Trails Plan	8-7	City	1
OS-3.1(h): Educate trail users	8-7	City/County	0
OS-3.1(i): Coordinate city, county and other partner trail efforts	8-7	City/County	0
OS-4.1(a): Revise Code to require park land dedication	8-8	City	2
OS-4.1(b): Create a cash-in-lieu system for parks	8-8	City/County	2
OS-4.1(c): Prepare a Parks and Recreation Master Plan	8-8	City/County	2
OS-5.1(a): Establish a water quality baseline	8-10	City/County	2
OS-5.1(b): Establish and manage access to the river	8-10	City	1
OS-5.1(c): Develop tools for riparian areas restoration	8-10	City	1
OS-5.1(d): Continue to pursue water rights adjudication	8-10	City	0
Chapter 9 Housing Strategies			
H-1.1(a): Develop a database of key housing indicators	9-3	City/County	1
H-1.1(b): Update the Housing Market database	9-3	City/County	0
H-1.2(a): Develop inclusionary zoning standards	9-4	City	2
H-1.2(b): Amend land use controls to require Jobs-to-Housing Linkage	9-4	City/County	2
H-1.2(c): Reevaluate affordable housing incentives	9-4	City/County	1
H-1.2(d): Establish provisions to ensure permanently affordable housing	9-4	City/County	1
H-1.2(e): Convert existing inventory into affordable housing stock	9-5	City/County	0
H-1.2(f): Use market intervention techniques if affordability becomes a more severe problem	9-5	City	3
H-1.3(g): Assess preservation of mobile home housing ordinance	9-5	City	1
H-2.1(a): Prepare a Regional Affordable Housing Plan	9-6	City/County	2
H-2.2(a): Continue private-public partnerships	9-6	City/County	0
H-2.2(b): Co-sponsor housing grants	9-6	City/County	0
H-2.2(c): Coordinate assistance programs	9-6	City/County	0
H-2.2(d): Work with the private sector to provide creative lending	9-6	City/County	2
H-2.2(e): Develop personal financial responsibility programs	9-6	City/County	2
H-2.2(f): Establish a dedicated funding source for housing	9-7	City/County	2
H-3.2(a): Establish a process for mobile home park conversions	9-7	City	1
H-3.2(b): Protect existing mobile home parks	9-7	City	0
Chapter 10 Economic Development and Sustainability Strategies			
ED-1.1(a): Continue to promote recreation tourism	10-3	City/County	0
ED-1.2(a): Develop and maintain an inventory of available buildings and sites	10-4	City/County	2
ED-1.2(b): Develop and monitor Sustainable Economic Indicators	10-4	City	2
ED-1.2(c): Encourage development of businesses that pay livable wages	10-4	City	0

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
ED-1.3(a): Revise industrial performance standards	10-5	City/County	1
ED-1.3(b): Promote environmentally appropriate industry	10-5	City	1
ED-1.4(a): Revise Codes to better support home occupations	10-5	City/County	1
ED-1.5(a): Support programs that support locally produced products	10-5	City/County	2
ED-1.5(b): Promote agricultural tourism	10-5	City/County	2
ED-1.6(a): Target compatible diverse industry	10-6	City	0
ED-1.6(b): Foster a well-trained and educated workforce	10-6	City/County	0
ED-1.6(c): Support business incubators	10-6	City	0
ED-1.6(a): Develop a Regional Economic Strategic Plan	10-6	City/County	2
ED-1.7(a): Coordinate economic development activities	10-6	City/County	2
ED-2.1(a): Seek opportunities to expand and increase local businesses	10-7	City	1
ED-2.1(b): Support local business ownership programs	10-7	City	1
ED-3.1(a): Channel funds to improve infrastructure and beautify downtown	10-8	City	2
ED-3.1(b): Focus on ski base area improvements	10-8	City	2
ED-3.1(c): Strengthen the role of the regional medical center	10-8	City	2
Chapter 11 Historic Preservation Strategies			
HP-1.1(a): Seek funding to complete intensive-level historic preservation surveys	11-3	City	1
HP-1.2(a): Continue to document natural springs along the Yampa River	11-4	City	1
HP-1.2(b): Continue to document historic features outside the City	11-4	County	0
HP-2.1(a): Establish a Preservation Coordinating Committee	11-4	City/County	1
HP-2.2(a): Develop preservation education, outreach, and awareness programs	11-5	City/County	1
HP-2.3(a): Support outreach to local stakeholder groups	11-5	City/County	1
HP-2.4(a): Continue to enhance services of existing preservation organizations	11-6	City	0
HP-2.4(b): Increase the role of the Tread of Pioneers Museum	11-6	City	2
HP-2.4(c): Provide on-going training for City and County Advisory Commission and Historic Preservation Board members	11-7	City	1
HP-2.5(a): Develop a historic preservation newsletter	11-7	City	1
HP-2.5(b): Develop a local historic preservation website	11-7	City/County	1
HP-2.6(a): Develop alliances with state and national preservation agencies and organizations	11-8	City/County	0
HP-3.1(a): Develop property tax rebates and development fee waivers	11-9	City	1
HP-3.1(b): Develop a program of mini-grants and loans	11-9	City	1
HP-3.2(a): Provide public assistance with securing financial incentives	11-10	City	1
HP-3.3(a): Initiate the process for Routt County to become a Certified Local Government (CLG)	11-10	County	1

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
HP-4.1(a): Consider whether to implement historic districts for Old Town	11-13	City	2
HP-4.2(a): Amend zoning standards for historic preservation	11-13	City	1
Chapter 12 Capital Facilities Strategies			
CF-1.1(a): Prepare a Cost of Community Services study	12-3	City	2
CF-1.2(a): Develop and adopt Level of Service standards	12-3	City/County	2
CF-1.3(a): Stabilize revenues through a property tax/mill levy	12-3	City/County	2
CF-1.3(b): Explore use of Business Improvement Districts in certain locations	12-4	City	2
CF-1.3(c): Consider Special Districts for new development	12-4	City	2
CF-1.3(d): Evaluate other financing strategies for capital facilities	12-4	City/County	1
CF-1.3(e): Examine incorporating existing capital facilities as statutory enterprises	12-4	City/County	1
CF-1.4(a): Assess the condition of existing capital facilities	12-5	City/County	1
CF-1.4(b): Continue to include land acquisition as a component of the CIP	12-5	City	1
CF-1.4(c): Prioritize projects in the Capital Improvements Plan	12-5	City	1
CF-1.5(a): Implement a Concurrency Management System	12-6	City	2
CF-1.6(a): Develop interlocal agreements to provide services and facilities	12-6	City/County	1
CF-1.6(b): Develop a phasing schedule for infrastructure and facilities	12-6	City	1
Chapter 13 Special Planning Areas			
SPA-1.2(a): Develop contextual design standards for Old Town	13-3	City	2
SPA-1.2(b): Explore Funding Options for Old Town such as a Business Improvement District	13-3	City	1
SPA-1.4(a): Continue to locate government facilities in Old Town	13-4	City/County	0
SPA-1.6(a): Prepare a Downtown View Corridor study	13-4	City	3
SPA-2.1(a): Implement the Mountain area primary recommendations in the Mountain Town Sub-Area Plan	13-5	City	1
SPA-2.1(b): Use incentives to promote redevelopment of the Mt. Werner base area	13-5	City	2
SPA-2.1(c): Explore funding options for the Mountain Area, such as a Business Improvement District	13-6	City	2
SPA-2.5(a): Implement the Mountain Town Sub-Area Plan recommendations for the Highway 40 Corridor	13-6	City	2
SPA-4.1(a): Maintain current county zoning for Strawberry Park	13-8	County	0
SPA-4.2(a): Promote use of the Land Preservation Subdivision	13-9	County	0
SPA-4.3(a): Evaluate use of an Overlay District for RCR 36	13-9	County	2
SPA-5.6(a): Review WSSAP within 12-months	13-11	City/County	1
SAP-5.6(b): Review intergovernmental agreement within 6-months	13-11	City/County	1

Table 14.2: Action Plan Matrix—Organized By Priority

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
On-going Actions			
LU-1.1(a): Approve only development proposals consistent with plan	3-3	City/County	○
LU-1.1(a): Monitor the jobs-to-housing ratio	3-4	City	○
LU-3.1(a): Continue to enhance older neighborhoods	3-6	City	○
GM-1.1(a): Periodically review the Urban Growth Boundary	4-4	City/County	○
GM-1.1(b): Use criteria to consider UGB amendments	4-4	City/County	○
GM-1.2(a): Continue to manage urban development through zoning	4-5	City/County	○
GM-1.2(b): Use criteria to evaluate annexation proposals	4-5	City/County	○
GM-2.3(a): Continue to adopt a Capital Improvements Plan	4-8	City/County	○
CD-1.2(a): Continue to provide outreach for planning efforts	5-4	City/County	○
CD-1.3(c): Strengthen partnerships for the arts	5-4	City/County	○
CD-3.1(a): Maintain Rural Zoning	5-10	County	○
CD-3.3(a): Continue to monitor the County's Land Preservation Subdivision process	5-10	County	○
CD-3.4(a): Continue to work with private/public partners to support agriculture	5-11	County	○
CD-4.2(c): Encourage use of clustering and TDRs to conserve gateways	5-12	County	○
CD-4.3(a): Design civic facilities to be "models of good development"	5-12	City/County	○
CD-4.3(b): Focus improvements in key community locations	5-13	City/County	○
T-1.1(a): Encourage mixed-use infill development	6-3	City	○
T-1.4(a): Increase densities to support transit	6-4	City	○
T-2.4(a): Continue to provide free transit service and other transit use incentives	6-6	City/County	○
T-2.8(a): Approve transit-oriented development in West of Steamboat Springs	6-8	City	○
T-2.11(a): Minimize peak hour construction traffic	6-11	City/County	○
NS-1.1(a): Identify flood-prone areas	7-3	City/County	○
NS-1.2(b): Use non-regulatory approaches for waterbody conservation	7-3	City/County	○
NS-2.2(b): Enforce stormwater management regulations	7-5	City/County	○
OS-2.2(a): Partner with landowners and agricultural operators	8-6	County	○
OS-2.2(b): Support community efforts to purchase key open space parcels	8-6	City/County	○
OS-2.2(c): Support the Yampa River Legacy Committee's river protection efforts	8-6	City	○
OS-3.1(h): Educate trail users	8-7	City/County	○
OS-3.1(i): Coordinate city, county and other partner trail efforts	8-7	City/County	○
OS-5.1(d): Continue to pursue water rights adjudication	8-10	City	○
H-1.1(b): Update the Housing Market database	9-3	City/County	○

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
H-1.2(e): Convert existing inventory into affordable housing stock	9-5	City/County	0
H-2.2(a): Continue private-public partnerships	9-6	City/County	0
H-2.2(b): Co-sponsor housing grants	9-6	City/County	0
H-2.2(c): Coordinate assistance programs	9-6	City/County	0
H-3.2(b): Protect existing mobile home parks	9-7	City	0
ED-1.1(a): Continue to promote recreation tourism	10-3	City/County	0
ED-1.2(c): Encourage development of businesses that pay livable wages	10-4	City	0
ED-1.6(a): Target compatible diverse industry	10-6	City	0
ED-1.6(b): Foster a well-trained and educated workforce	10-6	City/County	0
ED-1.6(c): Support business incubators	10-6	City	0
HP-1.2(b): Continue to document historic features outside the City	11-4	County	0
HP-2.4(a): Continue to enhance services of existing preservation organizations	11-6	City	0
HP-2.6(a): Develop alliances with state and national preservation agencies and organizations	11-8	City/County	0
SPA-1.4(a): Continue to locate government facilities in Old Town	13-4	City/County	0
SPA-4.1(a): Maintain current county zoning for Strawberry Park	13-8	County	0
SPA-4.2(a): Promote use of the Land Preservation Subdivision	13-9	County	0
Short-Term Actions (i.e., To be Initiated within 1-3 Years)			
LU-2.1(a): Identify infill opportunities	3-5	City	1
LU-2.1(b): Require mixed-use development patterns	3-5	City	1
LU-2.2(a): Develop infill residential standards	3-5	City	1
LU-3.2(a): Develop standards for mixed-use development	3-6	City	1
LU-4.2(a): Develop standards for Mixed-Use Corridors	3-8	City	1
LU-5.1(b): Coordinate land use and transportation decisions	3-8	City/County	1
LU-5.2(a): Develop a community-wide Sidewalk and Trails Plan	3-9	City	1
GM-1.2(c): Consider annexation of existing urbanized areas	4-5	City	1
GM-1.3(b): Evaluate regulations that affect infill and redevelopment	4-6	City	1
GM-2.1(a): Develop a plan monitoring system/indicators	4-6	City/County	1
GM-2.1(b): Appoint a Growth Management Advisory Group	4-7	City/County	1
GM-2.3(c): Develop mechanisms to finance necessary public services	4-9	City/County	1
CD-1.3(a): Prepare a Cultural Arts Plan	5-4	City/County	1
CD-1.3(d): Investigate potential for a public arts program	5-5	City	1
CD-1.4(a): Assess design standards; amend if necessary	5-5	City/County	1
CD-1.4(b): Assess site planning standards; amend if necessary	5-5	City/County	1
CD-1.4(c): Assess residential design standards; amend if necessary	5-5	City	1
CD-1.4(d): Assess commercial design standards; amend if necessary	5-5	City	1
CD-1.4(e): Develop "big box" design standards	5-5	City	1
CD-1.5(a): Develop residential infill standards	5-7	City	1
CD-1.5(b): Establish maximum size limits for residential structures.	5-7	City/County	1

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
CD-1.6(a): Prepare a Health and Human Services Plan	5-7	City	1
CD-2.1(a): Codify Traditional Neighborhood Design principles	5-8	City	1
CD-2.4(a): Develop natural area standards	5-9	City/County	1
CD-2.4(b): Establish Xeriscape incentives (or requirements)	5-9	City/County	1
CD-3.2(a): Develop Rural Design Guidelines	5-10	County	1
CD-4.4(a): Develop public space design standards	5-13	City/County	1
T-1.3(a): Require investment in bus stops	6-3	City/County	1
T-1.4(b): Develop land use standards to support transit	6-4	City	1
T-2.1(a): Develop standards for sidewalks and bike lanes	6-5	City	1
T-2.1(b): Develop standards for multi-use paths in new development	6-5	City	1
T-2.2(a): Construct trail system/commercial area connections	6-5	City	1
T-2.4(b): Develop employee transit incentive programs	6-6	City	1
T-2.4(c): Fund a transit campaign	6-6	City/County	1
T-2.4(d): Construct Gondola Transit Center improvements	6-7	City	1
NS-1.1(b): Strengthen floodplain regulations	7-3	City/County	1
NS-1.2(a): Increase minimum setbacks for waterbodies	7-3	City/County	1
NS-2.2(a): Implement an effective water quality monitoring program	7-5	City/County	1
NS-2.2(c): Implement new approaches to reducing sediment loads	7-5	City/County	1
NS-3.1(a&b): Prepare inventory and develop wetlands protection standards	7-5	City/County	1
NS-3.2(a): Prepare Wildlife Habitat Overlay District	7-6	City/County	1
NS-6.1(a): Identify Best Available Technologies and practices to reduce impacts of mineral extraction	7-9	City/County	1
NS-6.1(b): Develop a Mineral Resource Management Plan	7-9	City/County	1
NS-7.1(a): Develop vehicular air quality maintenance programs	7-9	City/County	1
NS-7.1(b): Investigate use of alternative paving materials to improve air quality	7-9	City/County	1
OS-2.1(a): Prepare an Open Space Master Plan	8-5	City/County	1
OS-2.1(b): Identify and map existing open space parcels	8-5	City	1
OS-2.1(c): Create open space protection incentives	8-5	City/County	1
OS-3.1(a): Identify and preserve existing informal trails	8-6	City/County	1
OS-3.1(b): Manage compatibility of uses on trails	8-7	City/County	1
OS-3.1(e): Emphasize trail linkages in new county developments	8-7	County	1
OS-3.1(f): Determine appropriate winter trail maintenance	8-7	City	1
OS-3.1(g): Update the Trails Plan	8-7	City	1
OS-5.1(b): Establish and manage access to the river	8-10	City	1
OS-5.1(c): Develop tools for riparian areas restoration	8-10	City	1
H-1.1(a): Develop a database of key housing indicators	9-3	City/County	1
H-1.2(c): Reevaluate affordable housing incentives	9-4	City/County	1
H-1.2(d): Establish provisions to ensure permanently affordable housing	9-4	City/County	1
H-1.3(g): Assess preservation of mobile home housing ordinance	9-5	City	1
H-3.2(a): Establish a process for mobile home park conversions	9-7	City	1

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
ED-1.3(a): Revise industrial performance standards	10-5	City/County	1
ED-1.3(b): Promote environmentally appropriate industry	10-5	City	1
ED-1.4(a): Revise Codes to better support home occupations	10-5	City/County	1
ED-2.1(a): Seek opportunities to expand and increase local businesses	10-7	City	1
ED-2.1(b): Support local business ownership programs	10-7	City	1
HP-1.1(a): Seek funding to complete intensive-level historic preservation surveys	11-3	City	1
HP-1.2(a): Continue to document natural springs along the Yampa River	11-4	City	1
HP-2.1(a): Establish a Preservation Coordinating Committee	11-4	City/County	1
HP-2.2(a): Develop preservation education, outreach, and awareness programs	11-5	City/County	1
HP-2.3(a): Support outreach to local stakeholder groups	11-5	City/County	1
HP-2.4(c): Provide on-going training for City and County Advisory Commission and Historic Preservation Board members	11-7	City	1
HP-2.5(a): Develop a historic preservation newsletter	11-7	City	1
HP-2.5(b): Develop a local historic preservation website	11-7	City/County	1
HP-3.1(a): Develop property tax rebates and development fee waivers	11-9	City	1
HP-3.1(b): Develop a program of mini-grants and loans	11-9	City	1
HP-3.2(a): Provide public assistance with securing financial incentives	11-10	City	1
HP-3.3(a): Initiate the process for Routt County to become a Certified Local Government (CLG)	11-10	County	1
HP-4.2(a): Amend zoning standards for historic preservation	11-13	City	1
CF-1.3(d): Evaluate other financing strategies for capital facilities	12-4	City/County	1
CF-1.3(e): Examine incorporating existing capital facilities as statutory enterprises	12-4	City/County	1
CF-1.4(a): Assess the condition of existing capital facilities	12-5	City/County	1
CF-1.4(b): Continue to include land acquisition as a component of the CIP	12-5	City	1
CF-1.4(c): Prioritize projects in the Capital Improvements Plan	12-5	City	1
CF-1.6(a): Develop interlocal agreements to provide services and facilities	12-6	City/County	1
CF-1.6(b): Develop a phasing schedule for infrastructure and facilities	12-6	City	1
SPA-1.2(b): Explore Funding Options for Old Town such as a Business Improvement District	13-3	City	1
SPA-2.1(a): Implement the Mountain area primary recommendations in the Mountain Town Sub-Area Plan	13-5	City	1
SPA-5.6(a): Review WSSAP within 12-months	13-11	City/County	1
SAP-5.6(b): Review intergovernmental agreement within 6-months	13-11	City/County	1

Mid-Term Actions (i.e., To be Initiated within 3-5 Years)

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
LU-1.1(b): Develop a land use tracking system	3-3	City/County	2
LU-1.3(b): Establish housing linkage programs	3-4	City/County	2
LU-4.1(a): Develop standards for Commercial Activity Nodes	3-7	City	2
LU-5.1(a): Establish minimum density targets	3-8	City	2
GM-1.3(a): Target public investments to infill and redevelopment areas	4-6	City	2
GM-2.3(b): Implement a Concurrency Management System	4-8	City/County	2
CD-1.3(b): Expand cultural arts funding	5-4	City	2
CD-4.1(a): Plan street improvements	5-11	City/County	2
CD-4.1(b): Establish corridor overlay districts	5-12	City/County	2
CD-4.1(c): Establish corridor setback standards	5-12	City/County	2
CD-4.2(a): Seek and apply for gateway funding	5-12	City/County	2
CD-4.2(b): Acquire key "gateway" open space lands as funding allows	5-12	City/County	2
T-1.2(a): Develop Level of Service standards	6-3	City/County	2
T-1.5(a): Develop an Access Control Plan for US 40	6-4	City/County	2
T-2.2(b): Construct pedestrian improvements, including curb bulbs	6-6	City	2
T-2.3(a): Provide adequate dedicated funding for transit	6-6	City/County	2
T-2.4(e): Consider implementing Old Town paid parking	6-7	City	2
T-2.6(a): Consolidate shuttle system	6-7	City/County	2
T-2.8(c): Work with developers to provide ¼-Mile bus stops in West of Steamboat Springs	6-9	City	2
T-2.10(a): Develop transit-friendly development standards	6-10	City/County	2
T-3.2(a): Develop outlying towns rideshare/vanpool programs	6-11	City/County	2
T-3.2(c): Expand public transit/taxi systems	6-11	City	2
T-4.1(a): Integrate airline and transit operations	6-12	City/County	2
T-4.1(b): Expand transit service to Yampa Valley Regional Airport	6-12	City/County	2
T-4.1(c): Develop marketing programs and alliances	6-13	City/County	2
T-4.1(d): Increase summer airline travel	6-13	City/County	2
NS-2.1(a): Develop a Water Conservation and Management Plan	7-4	City/County	2
NS-3.3(a): Develop a joint City/County TDR program	7-7	City/County	2
NS-4.1(a): Prepare additional Visually Sensitive Areas standards	7-8	City	2
OS-1.1(a): Explore and adopt a dedicated funding source for open space	8-3	City	2
OS-3.1(c): Revise Codes to require trail dedication	8-7	City/County	2
OS-3.1(d): Create a cash-in-Lieu system for trails	8-7	City/County	2
OS-4.1(a): Revise Code to require park land dedication	8-8	City	2
OS-4.1(b): Create a cash-in-lieu system for parks	8-8	City/County	2
OS-4.1(c): Prepare a Parks and Recreation Master Plan	8-8	City/County	2
OS-5.1(a): Establish a water quality baseline	8-10	City/County	2
H-1.2(a): Develop inclusionary zoning standards	9-4	City/County	2
H-1.2(b): Amend land use controls to require Jobs-to-Housing Linkage	9-4	City/County	2

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
H-2.1(a): Prepare a Regional Affordable Housing Plan	9-6	City/County	2
H-2.2(d): Work with the private sector to provide creative lending	9-6	City/County	2
H-2.2(e): Develop personal financial responsibility programs	9-6	City/County	2
H-2.2(f): Establish a dedicated funding source for housing	9-7	City/County	2
ED-1.2(a): Develop and maintain an inventory of available buildings and sites	10-4	City/County	2
ED-1.2(b): Develop and monitor Sustainable Economic Indicators	10-4	City	2
ED-1.5(a): Support programs that support locally produced products	10-5	City/County	2
ED-1.5(b): Promote agricultural tourism	10-5	City/County	2
ED-1.6(a): Develop a Regional Economic Strategic Plan	10-6	City/County	2
ED-1.7(a): Coordinate economic development activities	10-6	City/County	2
ED-3.1(a): Channel funds to improve infrastructure and beautify downtown	10-8	City	2
ED-3.1(b): Focus on ski base area improvements	10-8	City	2
ED-3.1(c): Strengthen the role of the regional medical center	10-8	City	2
HP-2.4(b): Increase the role of the Tread of Pioneers Museum	11-6	City	2
HP-4.1(a): Consider whether to implement historic districts for Old Town	11-13	City	2
CF-1.1(a): Prepare a Cost of Community Services study	12-3	City	2
CF-1.2(a): Develop and adopt Level of Service standards	12-3	City/County	2
CF-1.3(a): Stabilize revenues through a property tax/mill levy	12-3	City/County	2
CF-1.3(b): Explore use of Business Improvement Districts in certain locations	12-4	City	2
CF-1.3(c): Consider Special Districts for new development	12-4	City	2
CF-1.5(a): Implement a Concurrency Management System	12-6	City	2
SPA-1.2(a): Develop contextual design standards for Old Town	13-3	City	2
SPA-2.1(b): Use incentives to promote redevelopment of the Mt. Werner base area	13-5	City	2
SPA-2.1(c): Explore funding options for the Mountain Area, such as a Business Improvement District	13-6	City	2
SPA-2.5(a): Implement the Mountain Town Sub-Area Plan recommendations for the Highway 40 Corridor	13-6	City	2
SPA-4.3(a): Evaluate use of an Overlay District for RCR 36	13-9	County	2
Long-Term Actions (i.e., To be Initiated within Five Years+)			
CD-1.1(a): Establish a neighborhood planning program	5-4	City/County	3
CD-1.1(b): Develop design standards for neighborhoods	5-4	City	3
T-2.7(a): Fund and construct East Side Park and Ride	6-8	City	3
T-2.7(b): Fund and construct West of Steamboat Springs Park and Rides	6-8	City	3
T-2.8(b): Develop West of Steamboat Springs multi-modal facilities	6-8	City	3
T-2.8(d): Provide 20-minute interval bus service for West of Steamboat Springs	6-9	City	3
T-2.9(a): Construct US 40 widening improvements (Near-Term)	6-9	City	3

Strategy/Action	Plan Page Number	Responsible Party/ Parties	Priority
T-2.9(b): Construct capacity improvements on US 40 (Long-Term)	6-9	City	3
T-3.2(b): Outlying towns rideshare/vanpool—bus transit	6-11	City/County	3
T-3.2(d): Explore passenger rail options	6-11	City/County	3
H-1.2(f): Use market intervention techniques if affordability becomes a more severe problem	9-5	City	3
SPA-1.6(a): Prepare a Downtown View Corridor study	13-4	City	3

THIS PAGE BLANK