

Comprehensive Plan



Town of Hayden

Winst on Associates



ACKNOWLEDGEMENTS

TOWN STAFF

Town Manager	Russ Martin
Town Clerk/ Treasurer	Lisa Johnston
Chief of Police	Cyril "Jody" Lenahan
Public Works Director	Frank Fox
Deputy Town Clerk	Susan Irvine
Administration	Lisa Gullett
Public Safety	Gordon Booco Ed Corriveau Russ Davis Darin Falk Carla Lighthizer
Public Works Superintendent	Glen Bedell
Public Works	Ty Ott J.D. Paul Scott Price
Recreation Coordinator	Lindsay Heer
Court Clerk	Beth Sundberg
Project Coordinator	Tammie Delaney

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Lorraine Johnson (Trustee Liaison)
Karl Koehler
Tom Rogalski
Alicia Tuck
Chuck VeDepo
Richard P. "Festus" Hagins (Alternate #1)
Vicki Morgan (Alternate #2)

CONSULTANT STAFF

Winston Associates	Jeffrey Winston, Principal
	Robert Perletz, Senior Associate
	Jessica Brundage, Administrator
BBC Research & Consulting	Ford Frick, Managing Director
	Heidi Aggeler, Director
Landmark Engineering	Jorge Gonzalez-Rodiles
Fox Higgins Transportation	Bill Fox, Principal
Community Viz	Chuck Donley
Place Matters	

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EXECUTIVE SUMMARY

The Town of Hayden stands at a crossroads. The Town's population and commercial growth has been slow for years, Hayden has retained its small-town character and quality of life. The Town has enjoyed a balanced budget that provides adequate services for its residents.

Now Hayden faces the prospect of dramatic residential growth. High housing prices elsewhere in Routt County have led developers to investigate Hayden's potential as a "bedroom" community for commuters.

While Hayden is ripe for new vitality, the prospect of residential growth provides only part of the answer while posing new problems and challenges. Residential growth will create demands for expensive new roads, utilities, and schools. Yet residential development does not generate sufficient property taxes to pay for new and expanded services and infrastructure.

The Comprehensive Plan proposes an approach to create balanced growth that will pay its own way in Hayden. At the same time, the plan seeks to enhance quality of life by supporting Hayden's character and creating new opportunities for shopping, services, jobs, and tax revenues for the Town and its residents.

Using ideas developed through consensus by Town residents in public meetings, the Plan includes Goals and Visions to:

- Ensure that development pays its own way for the new services, infrastructure, and utilities required by growth
- Plan for new light industrial development that will provide jobs, tax revenues, and support the expansion of retail and commercial services in Town
- Make Downtown and an adjacent service district an appealing place for shopping and services for residents and visitors alike
- Create new opportunities for commercial development along Highway 40, farther away from Downtown
- Structure new residential development as compact neighborhoods in a variety of forms
- Avoid traffic congestion in neighborhoods
- Enhance Hayden's visual appeal through consistent commercial architecture, streetscapes, and parks
- Preserve Hayden's walkable, small-town character
- Preserve the Town's "fiscal balance," or its ability to maintain service to residents
- Make Hayden a more convenient place to live with more local jobs, shops, and services right in Town
- Entice people who currently drive through town on US 40 to stop, shop, eat, and spend time in Hayden

The Plan will take years to realize and thus is designed to evolve with flexibility over time. It is based on the belief that Hayden's independent pioneer spirit, history of cooperation, location, and such assets as the established Downtown and neighborhood character will form the foundation for long-term success. The Plan provides a road map to guide, rather than inhibit, growth over time.

1 WHY A COMPREHENSIVE PLAN?

A Comprehensive Plan is a general guide describing the physical, social and fiscal aspect of how the community wants to grow, where various land uses may take place and what the community wants to look and feel like. The Plan applies most directly to the area within Town limits, but also influences future annexation, such as land within the state-required three-mile planning boundary. The Comprehensive Plan establishes a big picture based on the community Vision and Goals, to be implemented through zoning and development regulations. This document will guide the public, property owners and decision-makers through long-term issues. When land-use decisions are considered on a short-term basis without regard to long-term impacts, they result in inconsistent land use decisions and economic consequences for the entire Town. The Plan will help citizens and officials gauge how proposed land uses relate to long-term goals.

The Comprehensive Plan provides a basis to measure how well proposed land uses relate to the long term goals set forth by residents. It is part of a three level process of regulating land use:

1. The Comprehensive Plan guides broad decisions regarding Land Use (such as rezoning).
2. The Zoning Map and Ordinance follows the basic land use pattern established in the Comprehensive Plan and assigns specific densities and uses to individual parcels of land. Zoning is general in nature and related to geography
3. The Subdivision Regulations and Building Permit process implement the requirements of the Zoning Ordinance.

COMPREHENSIVE PLAN VS. ZONING

- Comprehensive Plan gives general direction, implemented by zoning
- Zoning Map is legally binding
- Zoning follows property lines
- Comprehensive Plan follows natural features
- Both should be consistent (If not, amend one or the other)
- Both are used for Land Use decisions

COMPREHENSIVE PLAN

- Road Map for the long term future of Hayden
- Guidance for future decision making
- Action Plan for Implementation
- Coordinated with zoning and subdivision



FIGURE 1

The first train in Hayden, CO

Photo provided by Hayden Heritage Center



FIGURE 2

Hayden, CO in 1901

Photo provided by Hayden Heritage Center

To be effective, the Comprehensive Plan, Zoning Ordinance, Subdivision Regulation and Building Permit processes all need to be consistent before the Town makes land use decisions. This document provides coordinated information to help citizens and officials make informed and responsible land-use decisions.

2.1 HISTORICAL COMMUNITY CHARACTER

Hayden is an example of a pioneer community that thrives to this day through a combination of self-reliance and cooperation. Hayden was founded from ranching and homesteading in the 1860s and expanded with development of irrigated agriculture and the 1913 extension of the railroad. While staunchly independent, the people of Hayden historically relied on each other because of the relative isolation from services and shopping. With transportation improvements and the economic development brought by coal mining, agriculture and recreation, Hayden has retained its pioneer spirit and character, qualities it seeks to preserve through the Comprehensive Plan.

In public meetings held in March and November 2004, local participants identified a vision that Hayden must respect as it grows: “a community that people choose to live in.” Local residents have expressed a desire that Hayden must remain a place that people choose because of the quality of the community rather than location or affordability. This statement reflects the feelings of the residents for our community and its heritage.

Hayden’s identity is reflected on this combination of self-reliance and sense of community. The Town’s physical composition should continue to reflect these qualities. To fulfill this vision, Hayden must manage growth while enhancing its local character and providing fiscal self-sufficiency. The Comprehensive Plan Update encourages growth that respects these characteristics and improves Hayden’s fiscal sustainability.

To early inhabitants, the Yampa and its environs offered flat terrain, a year-round water supply, and protection from wind and weather

2.2 EXISTING HAYDEN

Conditions in Hayden today may shape growth in positive and negative ways. A discussion follows of these natural and man-made conditions.

SNAPSHOT OF HAYDEN TODAY

- Founded on the flat terrain adjacent to the Yampa River.
- Historic grid pattern of streets downtown.
- Until recently, growth occurred on the flattest and most accessible land.
- Existing residential grid roads are the most direct route to US 40.
- Town has the rights to 2.56 million gallons of raw water per day. (some rights are low priority)
- Can only treat 1m gallon of potable water per day with expansion to 2m to be completed in 2005.
- Wastewater treatment plant is operating significantly under its capacity.
- The existing wastewater collection system is aging and undersized.
- Floods within the Dry Creek basin have not been adequately studied to predict impacts within the Town.



FIGURE 3
A View of Hayden to the West



FIGURE 4
A View of Hayden to the South

2.2.1 Topography

Hayden's character is strongly influenced by its geographic setting and topography. Much of the land around Hayden is rolling terrain incised by many small-to-medium sized drainages. A major natural feature is the Yampa River and its floodplain. Along the north side of the Yampa River the land becomes steeper as the mountains of northwestern Colorado unfold.

Another drainage influencing Hayden's physical character is Dry Creek. Draining a watershed of almost 75 square miles, Dry Creek flows from the south to north entering Hayden south of the County Fairgrounds, and flowing through Town into the Yampa River northeast of the wastewater treatment plant.

As Hayden grew, flat terrain on the Yampa's south side attracted development. Roads and later the railroad followed the terrain next to the River. The flat topography allowed Hayden to create a grid of streets surrounded by rolling hills to the south and the Yampa River with steeper terrain to the north.

2.2.2 Town Utilities

- **Water supply:** Recently the Town began to improve water rights to assure high priority water rights for dry years. Presently the Town has rights to 2.56 million gallons of raw water per day, although some are low priority. For new development, the Town must acquire additional water rights of high priority.



FIGURE 5

Hayden's diversified topography

- **Water Treatment:** The water treatment facility has the capacity to treat about 1 million gallons of raw water per day. Peak demand recorded to date is 880,000 gallons per day, or 88 percent of capacity. The Town is upgrading our treatment facilities to increase capacity to 2 million gallons per day in 2005.

- **Wastewater Treatment:** The Town recently renovated its wastewater treatment facility. The new plant is designed for a significantly higher volume, of which the Town uses only a portion. Initial analysis suggests this treatment plant can absorb a significant increase in volume.

- **Wastewater Collection:** Hayden's wastewater collection system (sewer pipes) is aging and undersized, especially near the wastewater treatment plant. Although the worst sections have been improved, many other sections are in need of upgrades soon. The size and condition of downstream pipes limits the collection system's ability to convey more sewage from new wastewater sources such as new development. New development will trigger the need for significant upgrades to the pipe system in its current alignment, and may require additional easements for new pipelines.

- **Drainage:** The Dry Creek drainage includes about 75 square miles south of Town. Dry Creek enters Town from the south and passes under Poplar Street through a culvert. Federal Emergency Management Authority (FEMA) analysis of the Dry Creek basin extends to the Town boundaries. Impacts from development

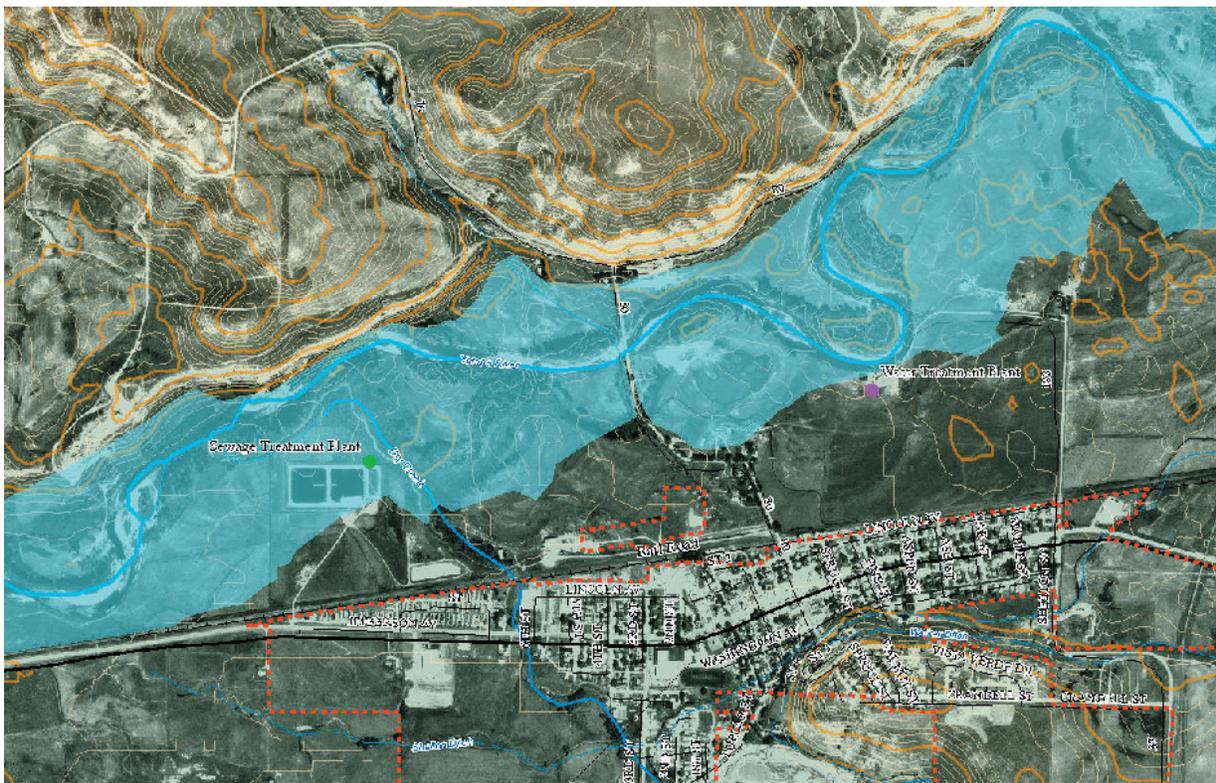


FIGURE 6

Dry Creek Drainage Basin



FIGURES 7 & 8
 Topographical and Drainage Maps of the Valley



within the drainage basin, but outside present Town boundaries cannot be predicted without further analysis.

2.2.3 Roads

The road analysis for this Comprehensive Plan includes information from the “Draft Hayden Transportation Impact Fee Program,” July 2001, and the “Golden Meadows Filing No. 6 Project Traffic Impact Study,” July 1999. The following analysis is based on this information and more recent onsite investigation as part of the Comprehensive Plan process.

US Highway 40 is the main transportation route through Hayden. Today US 40 carries about 5,500 vehicle trips per day (VTD) through the center of Hayden, with rush hour peaks. Although US 40 was designed for a capacity of 10,000 VTD, traffic volume is not the main factor limiting Hayden’s growth.

A greater concern is that Hayden’s residential street grid that feeds US 40 cannot handle increased traffic. Lacking curb, gutter or sidewalks, these streets will lose their quiet residential character when traffic increases to road capacity. A related factor is Hayden’s role as a “bedroom community”. A bedroom community is a community that is primarily residential in character, with most of its residents commuting to a nearby town or city work. About half of Hayden’s workforce commutes out of town. Most residents use US 40 to get to work, either in Hayden, or in surrounding communities. This already creates peak-hour congestion on local streets such as Poplar Street, which serves as the primary connection to neighborhoods south of Town to US 40. New growth will require alternative routes from south of Town to US 40, without increasing traffic impacts on residential streets that “T” into US 40.



FIGURE 9

Hwy US 40 going through town

FIGURE 10

A typical residential street



FIGURE 11

The traditional grid street system of Hayden

1 - “Draft Hayden Transportation Impact Fee Program,” July 2001, and the “Golden Meadows Filing No. 6 Project Traffic Impact Study,” July 1999.

2.2.4 Schools

The Hayden School District No. RE-1 provides for the community's educational needs from pre-kindergarten through 12th grade. The districts' population has recently declined from about 500 students. The district includes an elementary school and a combined Middle/High school. These facilities are located within Hayden's historic boundaries, south of US 40. The locations offer opportunities for convenient access to the school for most Town residents.

2.2.5 Fire Protection

The West Routt Fire Protection District provides fire protection and ambulance service to the Town and lands within its three-mile boundary. The district also provides emergency service to the Yampa Valley Regional Airport. The district responds to about 250 requests for ambulance and 100 fire/rescue calls per year. In 2004, the district obtained an ISO rating of 5, the best in Routt County.

2.2.6 Employment

Hayden's job base focuses on mining, the power plant, services at the Yampa Valley Airport, and support services related to the Steamboat resort. Many of these jobs are in the communities of Steamboat Springs and Craig, (based on the November 2004 public meeting). Approximately half of Hayden's workforce is employed in the surrounding area.

2.2.7 Yampa Valley Regional Airport

The Yampa Valley Regional Airport provides a critical transportation link for Routt County. Since the change of the Steamboat Springs Airport to a General Aviation Airport in 1995, Yampa Valley Regional Airport has provided the primary air service vital to the resort community. Presently, regular scheduled air service beyond commuter flights is reliant on local price and government subsidies. In 1996, the Town of Hayden annexed the airport which has resulted in a substantial increase in sales tax revenues.



FIGURE 12

Hayden's Elementary School



FIGURE 13

Hayden's High School



FIGURE 14

The power plant

2.2.8 Service and Retail Businesses

Hayden is underserved by service and retail businesses. As a result, the Town generates relatively low sales tax revenues compared with Routt County as a whole. Sales taxes provide only one-third of Town revenue.

At the November, 2004 public meeting, it was established that approximately two-thirds of the local population shop for groceries in Hayden. However, people shop outside of Town for products/services not available in Hayden. Hayden residents make approximately two-thirds of sales-taxable purchases in other communities.

2.2.9 Recreation

Hayden is blessed with abundant recreational opportunities. Easy access to prime hunting and fishing areas adds significantly to the Town's sales tax revenues. Public open space near Hayden includes National Forest and wilderness areas and Yampa River State Park. These destinations could attract more annual visitors. Nearby grasslands provide bird habitat that attracts international bird watchers. The Yampa River's quality fishing and boating opportunities offer the potential for increased public use.

Recreation facilities within the Town include the Routt County Fairgrounds, a town park, the Dry Creek Park and bicycle/pedestrian/nordic ski trail system. In the planning stages, a Town Recreation Master Plan will analyze future recreation needs, trail connections, open-space protection, and how to improve the Yampa River corridor for local recreation.



FIGURE 15
Town Park - Hayden



FIGURE 16
Hayden's historical downtown commercial area



FIGURE 17
Existing grocery store



FIGURE 18
Routt County Fairgrounds;
a regional park and event site



FIGURE 19
Educational signage

2.3 DEVELOPMENT ASSETS OF HAYDEN

Hayden has many assets that make it attractive to development. These include affordable land, proximity to jobs, small-town quality of life and character, affordable housing, and a high-quality school system. Hayden's assets that can attract commercial development include a stream of potential shoppers on Highway 40 and airport traffic. Tourist attractions such as the National Forest and the Yampa river offer activities such as bird watching, fishing, boating and hunting, which can help draw new revenues into the community.

2.4 HAYDEN'S POPULATION GROWTH TRENDS AND EMERGING GROWTH PRESSURES

Historically, Hayden has experienced slow population growth mixed with periods of more intensive growth. From the 1860s to the 1930s, Hayden developed into a stable small town, supported by its role as the County Seat, central to a large agricultural area, low-cost rail access, and nearby mineral resources. By the early 1930s, Hayden's population peaked at about 2,000. An active Downtown boasted of a wide variety of retail businesses including:

- two banks,
- a theater,
- jewelry store,
- two clothing stores,
- three grocery stores,
- a saddle shop,
- two creameries,
- three garages,
- a blacksmith shop,
- bars and restaurants,
- drugstore.

In the late 1930s Hayden's economy slowed, and the Town population decreased to approximately 600 residents. Signs of economic growth reappeared in the early 1960s with winter resort development in Steamboat, the construction of a major coal-fired electric plant, and the construction of Yampa Valley Regional Airport. From 1970 to 1980, these projects boosted population from 763 to 1,720 before Hayden returned to its historical trend of slow growth. Since the early 1980s, Hayden's population has remained in the 1,600-to-1,700 range with an average of only four to six residential building permits per year. In

the same period, Routt County population boomed from 6,600 to almost 20,000. Most growth occurred in Steamboat Springs and is related to recreation and resort development.

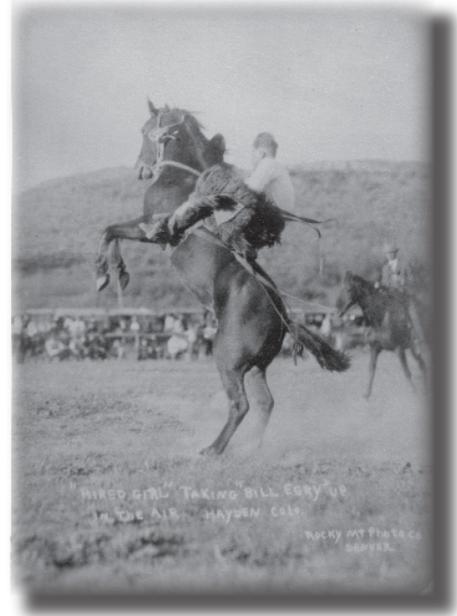


FIGURE 20

*An early rodeo rider at
Routt County Fairgrounds*

Photo provided by Hayden Heritage Center



FIGURE 21

Early farmers cutting an irrigation ditch

Photo provided by Hayden Heritage Center

3 HOW CAN HAYDEN GROW?

Hayden is now attracting interest in new residential development, reflecting housing pressures in western Routt County. Increased demand for second homes and resort accommodations in and around Steamboat Springs has driven up housing prices near the resort. Resort development has also spurred job growth, further increasing the demand for moderate-priced housing. Concurrent with these market pressures, Routt County policies discourage urban-scale development outside of urban areas. Rising prices in Steamboat and scarce county land available for moderate-priced housing have fueled a rising demand for growth in existing communities like Hayden.

WHY HAYDEN IS GROWING NOW

- Resort/recreation development generating jobs
- Lack of affordable land close to jobs in Steamboat
- County policy discouraging residential developments outside of urban areas.

The central issue for Hayden is preserving community character while maintaining or improving the fiscal health of the Town as development occurs.

3.1 HAYDEN'S VISION AND GOALS - WHAT THE COMMUNITY WANTS

In the public meetings of March and November 2004, the community identified the following Vision and Goals to measure long-term success.

The community may use this discussion to evaluate development over time. Proposals and plans should remain consistent with Vision and Goals of the Comprehensive Plan.

VISION	TOWN CHARACTER GOALS	FISCAL HEALTH GOALS
A community where people <i>choose</i> to live and work. A friendly, small community of neighborhoods where people recognize each other, share a sense of community and "family-type" relationships.	1. Retain the "working family" character of the Town.	1. Create a healthy, attractive commercial core that will serve both residents and travelers using the airport and Hwy 40.
	2. Strengthen the Town's unique identity, scale and visual qualities.	2. Create a balanced tax base for the Town that is not overly dependent on one sector of the economy.
	3. Retain the agricultural heritage of the Town.	3. Provide diverse housing opportunities based on price, design, architecture to accommodate homes for single-family, multi-family and senior citizens.
	4. Retain the community heritage of close generational ties.	
	5. Create a community that is pedestrian safe/friendly with reduced car dependency.	
	6. Retain schools that result in small classes, quality education and personal attention.	
	7. Protect the character of the natural setting of Hayden - Yampa River, wildlife habitat, public land and agricultural land from growth impacts.	

3.2 FISCALLY BALANCED GROWTH

Based on a “big picture” analysis of Hayden’s 2003 budget, the Town is fiscally balanced. The Town’s revenues from property and local sales taxes cover the costs of community services such as water, sewer, and police. Other revenue sources include airport sales taxes, sales taxes generated by traffic passing through Town on Highway 40, and various grants. The Town cannot always control these revenue sources. As a result, the Town budget can fluctuate, temporarily reducing the Level of Services (LOS), but residents generally accept this. For example, most communities maintain their roads on a seven-to-eight year cycle. We use a longer cycle and defers standard maintenance. This may cause road quality to fall below LOS standards while remaining generally acceptable to Town residents.

3.2.1 *Impact of Yampa Valley Regional Airport and Grants on Fiscal Balance*

In 1996, Hayden annexed the Yampa Valley Regional Airport and gained access to sales tax revenues generated by car rentals and fuel sales. Most of the Town’s largest sales-tax producers are from the airport. In return, the Town provides municipal services to the Airport. This results in a significant net gain of revenue for the Town. The Town depends on this Airport surplus for a large portion of its operating budget.

The Town also benefits from grants ranging from \$10,000 to \$200,000 from such sources as Great Outdoors Colorado (GOCO), Energy Impact Fund, and State Trails Grants. These grants assist the community with infrastructure projects. While the Airport continues to provide revenues for the Town and grant money remains available, the Town can maintain LOS at present standards only if residential growth continues slowly.

But the Airport could face a drastic reduction in travelers. For example, another terrorist attack could reduce air travel. An event beyond Hayden’s control could reduce sales tax revenues from jet fuel and car rentals. Other Colorado communities may compete for grants we has received in the past. The Town depends on these revenue sources to maintain its current LOS. Any change in revenue or increase in services demanded by growth will upset the Town’s fiscal balance.

3.2.2 *Growth Impact on the Present Fiscal Balance*

The Comprehensive Plan outlines a direction to help pay for the increased service demands growth will

FISCALLY BALANCED GROWTH

- Basic Residential services cost the Town approximately \$1,200 in excess of property and local sales tax.
- Slow growth allows Hayden to be fiscally balanced and keep pace with basic services by using grants and airport taxes to provide basic services.
- Increases in growth will upset the present balance.
- Hayden residents spend a significant portion of their income in the communities where they work.
- Local jobs will keep workers in Hayden and stimulate demand for commercial growth.

bring. Right now the Town is growing slowly and demand for municipal services remains stable. As long as slow growth continues, it is not critical that a large portion of revenue comes from sources not directly related to the Town’s size or growth. That could rapidly change with proposed growth and could quickly upset our fiscal balance.

A single large expense would strain the Town budget. For example, new residential development could require costly upgrades to sewer lines and new roads may be necessary to meet increased demand. As residential growth occurs, the Town would have to divide revenues among more residents. The result: either residents receive less service or pay more for the existing level of service to allow growth to occur. Without new revenues, the Town will need to reduce the LOS or increase the cost of basic services. In addition, as we grow, new development will be required to meet a higher standard of service.

3.2.3 *Fiscally Balanced Growth Benefits the Community*

Fiscally balanced growth is based on the concept that development pays its own way for infrastructure, utilities, and schools. New development must generate long-term revenues to meet these needs. Fiscally balanced growth will position the Town to use revenue sources such as grants to improve the overall LOS for the community. Fiscal balance will help meet the Comprehensive Plan’s “Community Character Goals” such as:

- Strengthen the Town’s unique identity, scale and visual qualities
- Retain the Town’s agricultural heritage
- Create a community that is pedestrian safe/

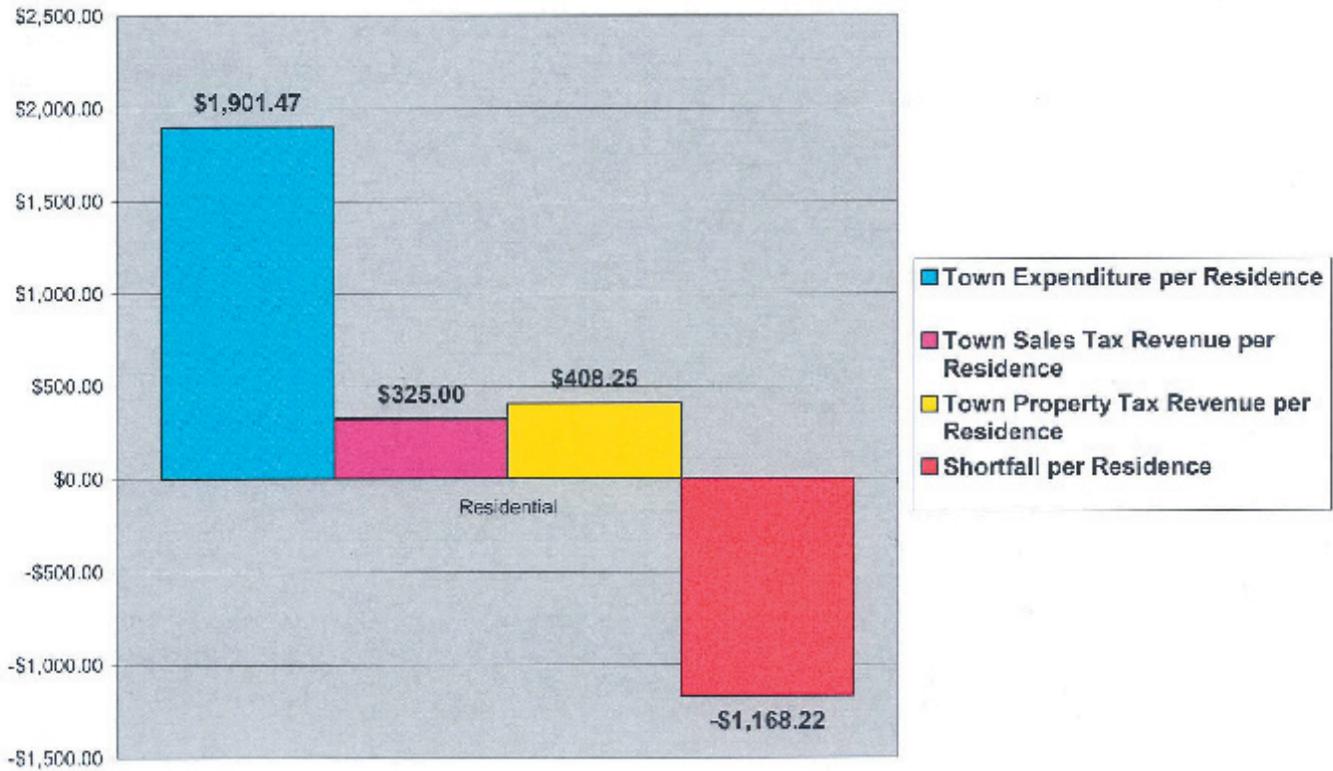


CHART 1

Hayden's Fiscal Impact of Residential Uses (2000 budget)

1. Town expenditure per residence is based on the *actual* expenditures by the Town and includes such areas as streets, planning, recreation, public safety, etc. and an estimate by BBC Research & Consulting as to the amount of each expenditure can be attributed to residential uses.
2. Sales Tax Revenue per residence is calculated by using the BBC Research & Consulting percentage estimate of sales (35%) multiplied by the tax rate of 4% and divided by the number of households.
3. Property tax revenues was calculated based on dividing the general property tax (\$265,390 in 2003) by the number of households.
4. The percentage breakdown of sales attributed to each sector is based on estimates provided by BBC Research & Consulting, the economic consultant for the Plan. Since the estimate is based on 35% of sales taxes, the estimated sales tax for both locally-generated sales taxes and airport-generated sales taxes, the table reflects identical values for these two items.

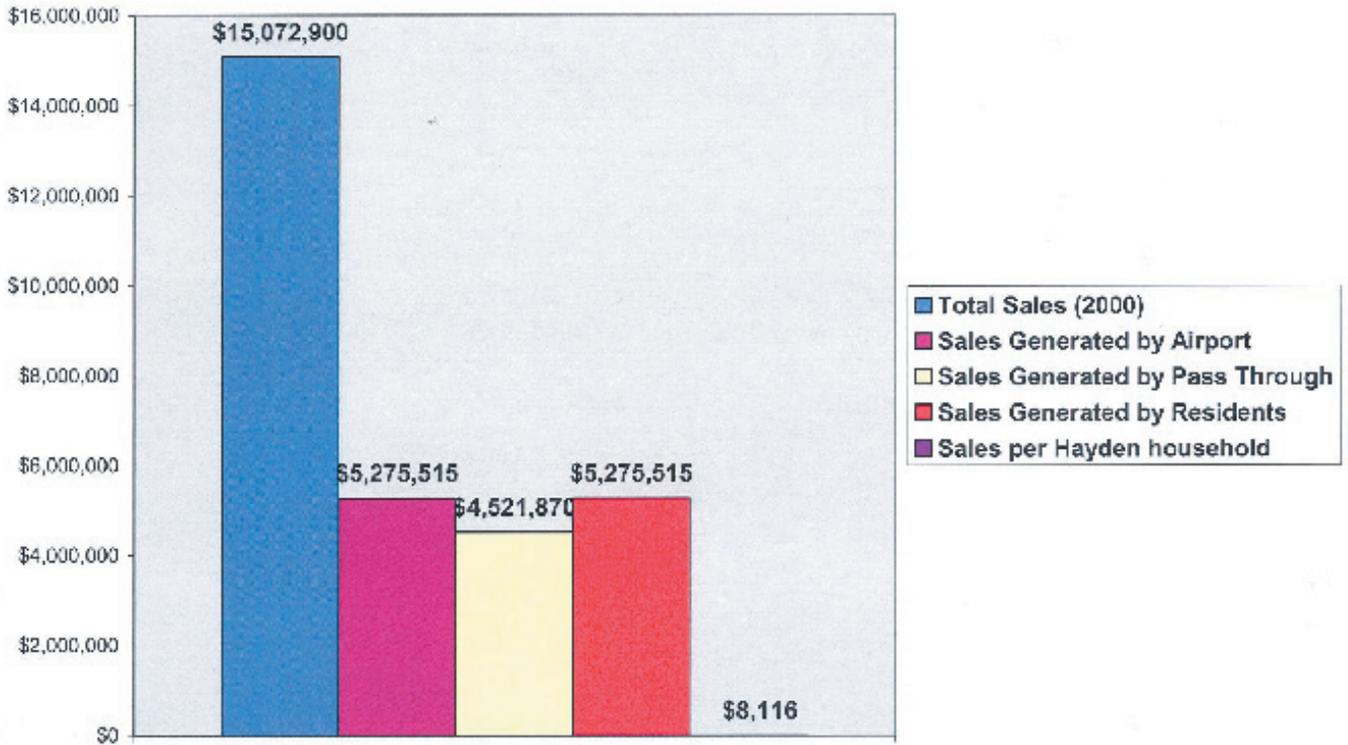


CHART 2
Hayden Sales Tax Generating Revenue (2003 budget)

- friendly with reduced car dependency
- Protect the character of the natural setting of Hayden - Yampa River, wildlife habitat, public land and open space from growth impact

price, design, and architecture to include single-family, multi-family and senior housing.

3.2.4 Commercial Growth Balances Residential Growth

To achieve continued fiscal balance, we must balance commercial and residential growth. Why? Colorado property taxes for commercial uses are set at a much higher percentage of assessed value than residential uses. Yet commercial uses generally require less municipal service, while residences use more services. As a result, property taxes generated by commercial uses offset the municipal costs of residential services. Balanced commercial development also generates critical sales taxes that boost municipal income.

Sales taxes are a major portion of most municipalities' budgets. In Colorado, sales taxes are allocated based on where purchases are made rather than where the purchaser lives. This forces communities to compete with each other to attract commercial development. To boost sales-tax base, many communities strive to keep residents shopping in town and attract shoppers from other communities. Today we are losing this competition for sales tax dollars to surrounding communities.

Many residents find it convenient to shop outside of Town because they work away from Town. They already have access to services and shopping near their jobs. This has limited demand for commercial and retail development in Hayden. As a result, many residents spend a large portion of sales-taxable dollars outside the community. In Routt County, per capita sales taxable expenditures in fiscal year 2000 were about \$22,000. In the Town of Hayden, expenditures were only about one-third of that figure, or \$8,100. Residents attending the November 2004 public meeting confirmed that they shop out of Town to find services or products not available locally.

How can this sales "leakage" (the loss of sales tax revenues to other towns) be reversed? To add residential growth, it must increase revenues to pay for services. We can use our strengths to contribute to a successful community, especially if we stay true to the following fiscal health goals:

- Create a healthy, attractive commercial core that will serve both residents and travelers using the airport and Highway 40;
- Create a balanced tax base for the Town that does not overly depend on one sector of the economy; and
- Provide diverse housing opportunities based on

WHAT WE KNOW

1. The Town fiscal condition is currently in balance providing services to the community.
2. A significant portion of the revenues needed to provide the services is not derived from the Town.
3. There is a risk that the revenue sources may not occur consistently in the future and the risk increases with growth - especially residential growth.
4. Hayden is attracting development.

3.3 TRADITIONAL “HAYDEN” DEVELOPMENT - COMPACT GROWTH

Hayden’s historical development represents a model that many communities today seek to emulate--the ideals of a compact small town with strong character and sense of place, a wide variety of homes, and edges surrounded by natural and agricultural lands.

The Town started as a compact community that efficiently used the flattest and most accessible land. This setting allowed for efficient development of infrastructure such as roads, water and sewer systems as the town expanded. Efficient infrastructure allowed for varied size, type, and value of homes supporting a variety of families and incomes. The community’s compact nature has helped to preserve the rural landscape around Hayden.

As originally drawn by surveyors, the Hayden street system is a grid designed for horses rather than automobiles. Yet it still works well today as a network of narrow, tree-lined streets providing easy pedestrian access to shopping, employment, and other services, further enhancing the sense of community.

In the early 1930s, Hayden was a fiscally self-sustaining community founded on a healthy job market, a variety of housing, and a vibrant economy based on agriculture and mining. This balance among housing, jobs, and income-producing activities allowed Hayden to thrive. Many other communities have

developed over time with these same historical assets, only to lose the benefits to unmanaged growth. The Plan is designed to help Hayden use foresight to retain its assets while benefiting from new development.



FIGURE 22

*An example of traditional
developmental patterns in Hayden*

3.4 SUBURBIA - “MODERN” DEVELOPMENT

Since the arrival of the automobile in modern society, development patterns have shifted from compact communities similar to Hayden to a more dispersed development pattern. The car allows many people to live outside town centers.

Critics of suburban sprawl or leapfrog development have suggested that this approach has built-in flaws such as:

- Development is less dense and uses more land for larger lots and extensive roads.
- Single-use roads limit connectivity within suburban development. When residents are limited to one or two choices of how to enter or exit a community, these roads become congested.
- Because residents need to drive almost everywhere, there is less interaction between neighbors, reducing the sense of community.
- Limited, inconvenient, or unsafe pedestrian/bicycle routes result in increased use of cars.
- Neighborhoods lack economic diversity, as they tend to be segregated into single-family housing types lacking townhouses or multifamily housing.
- Even if the developer pays for and installs infrastructure, the Town pays more to service spread-out development. Increased costs result from longer roads, water lines, wastewater collection lines and the increased use of specialized facilities such as lift stations. Infrastructure becomes more expensive to build, maintain, and replace. The cost of police and fire services can rise as well.

However, historic precedents need not limit Hayden’s future development. The Comprehensive Plan is flexible and encourages other approaches to development--so long as the community-generated vision and goals can be achieved.



FIGURE 23

An example of rural development adjacent to modern sprawl

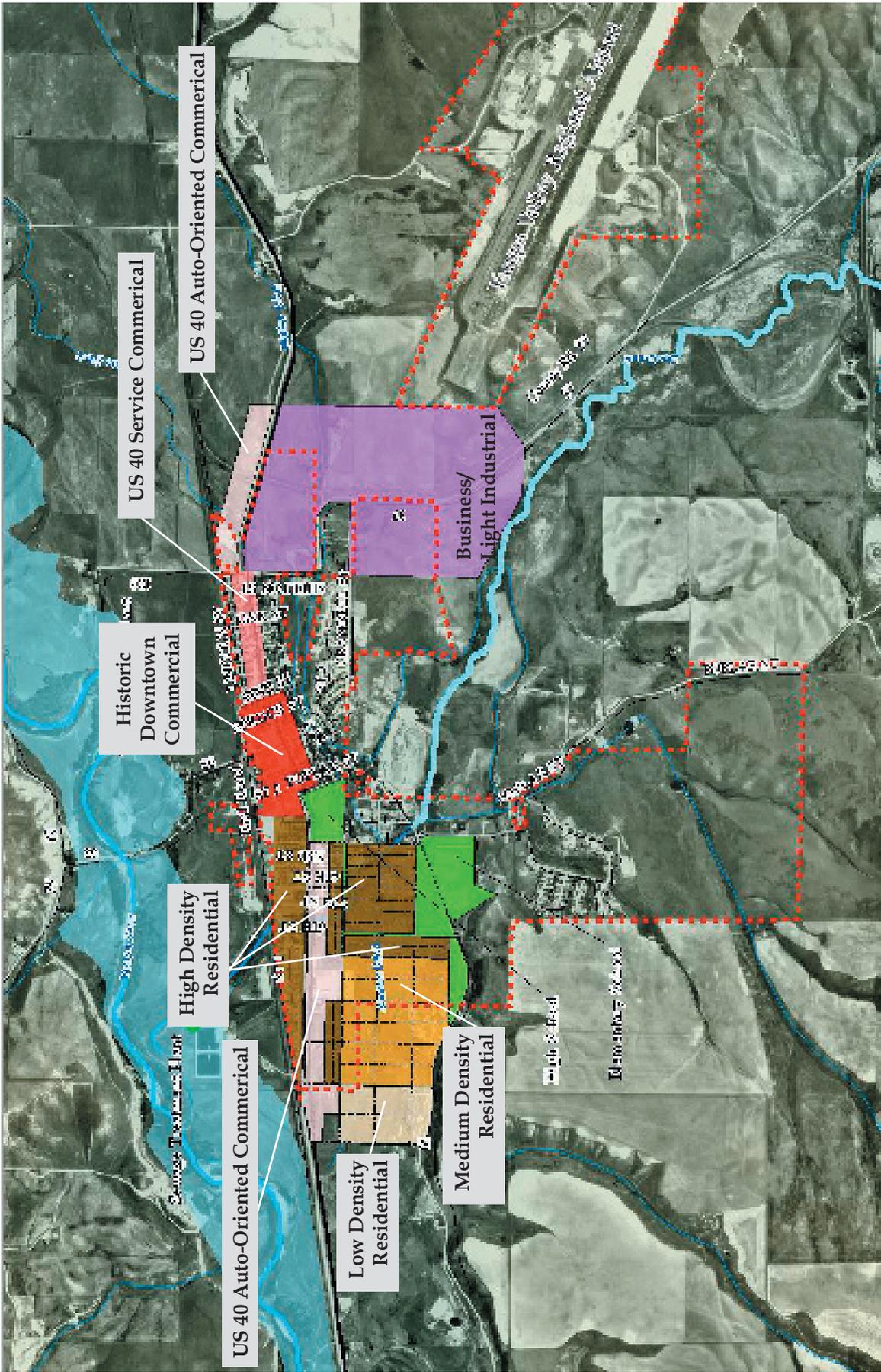
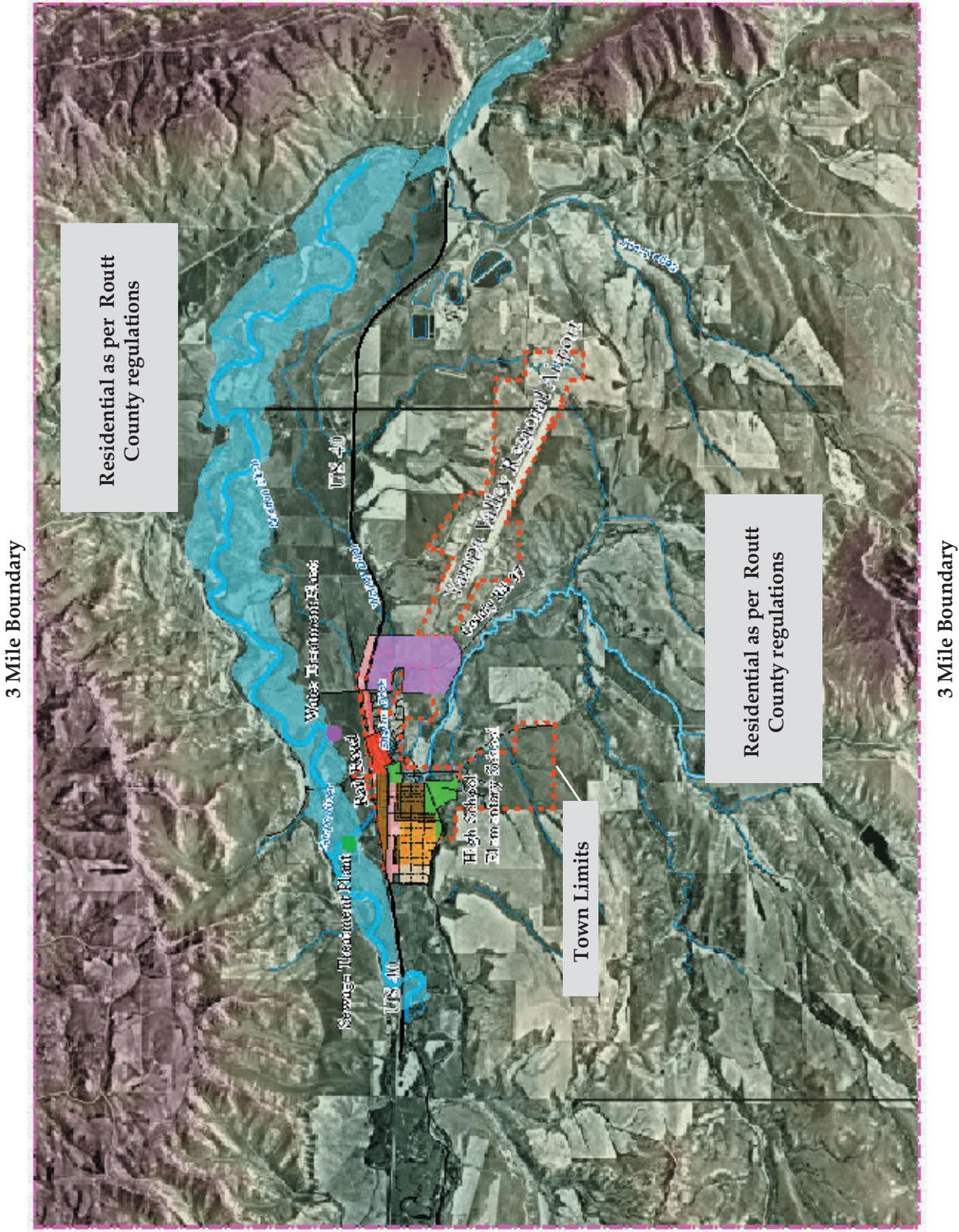


FIGURE 24
 Stage One Comprehensive Plan Map

3 Mile Boundary



3 Mile Boundary

3 Mile Boundary

FIGURE 25
Stage One Comprehensive Plan Map

3 Mile Boundary



FIGURE 26
3D Stage One Comprehensive Plan

4 HAYDEN'S PROPOSED GROWTH MODEL

Community members who participated in the Comprehensive Plan process expressed diverse views on the Town's future. The Plan respects this diversity and encourages positive, incremental change to the community. The Plan is designed to be flexible to allow Hayden to respond to future conditions that are not evident today.

Criterion for residential development (compact or suburban) that support the Town's vision and goals:

- New development should result in land use patterns that allows for efficient delivery of municipal services. An efficient land use pattern can include interconnected grid street systems on flat terrain as well as a more curvilinear road patterns with cul-de-sacs which can better respond to varying topographic site conditions. Both styles of road patterns can be used within a development to compliment each other.
- New development should allow for multiple points of connectivity within the development and to the existing Town for cars, pedestrians and cyclists.
- New development should include open space and recreational opportunities within the development and reinforces pedestrian connectivity with adjacent developments and to the existing Town amenities.
- Require developments to include a variety of housing types, size and value that results in diverse neighborhoods rather than enclaves of similar home types and values.
- New development should front buildings onto the street and avoid creating "walled" streets with fences along the road right of way.
- Include multiple uses within a development that create a central gathering place (school, church, park, etc.) for the neighborhood that fosters a sense of community.

How can growth occur without increasing the burden on the existing community?

1. Start with compact/incremental growth focused on non-residential uses.
2. Allow increased residential growth when the Town is fiscally balanced.
3. Maintain the fiscal balance between residential and non-residential uses.

Stage One of the Plan is designed to improve Hayden as a fiscally balanced community by limiting residential growth while expanding job and tax-producing non-residential uses.

Stage Two is designed to allow an increased rate of residential growth once Hayden becomes more fiscally balanced, while continuing efforts described in Stage One.

Stage Three proposes a further increase in residential growth by allowing annexation of large areas within the Town's three-mile boundary for residential development.

WHAT IS FISCALLY BALANCED GROWTH?

1. Growth that results in revenues to the service providers (Town, County, etc.) that are adequate to pay for the services required by new growth.
2. Growth that allows for the efficient delivery of service over the long-term.
3. Growth that includes providing revenue that maintains or improves the existing quality of life.

4.1 STAGE ONE GROWTH

4.1.1 Business / Light Industrial Use

A key element of the Comprehensive Plan is the designation of land for light industrial uses to help to bring new employment and business activity to Hayden. Local jobs will allow more residents to work in Hayden rather than commute to surrounding communities. Reduced commuting may increase the demand for shopping and services in Hayden, while also reducing the flow of sales tax dollars to other communities. Businesses located in Hayden will pay property taxes at three times the residential rate by State statute. Combined with increased capture of local sales tax dollars, proposed light industrial uses will help make Hayden fiscally self sufficient.

In Stage One, light-industrial uses may be located between the east end of Town and the airport. This land is ideal for industrial uses because of access to US 40, access to an existing rail spur, and proximity to the airport. If properly designed, this land use will have little impact on current or proposed residential areas. Because of proximity to the airport, this land is not suitable for residential development. The airport's runway orientation discourages residential development on these parcels. The land proposed for light industrial is larger than today's demand, allowing for incremental growth over many years. By easily accommodating current demand levels at this stage of growth, land costs can remain low thus, creating incentives for potential new users.

4.1.2 Commercial

Commercial includes retail/service uses, such as doctors, dentists, lawyers, and accountants. New commercial uses will help support Hayden's efforts to become more fiscally self sufficient by increasing property taxes and bringing jobs to Hayden. Increased local employment will reduce the rate of commuting out of Town for work and shopping needs while stimulating demand for local shopping and services. As retail/commercial development grows, it will benefit from US 40 traffic, increasing sales tax revenues in Town.

The Town presently has a single commercial zone combining different uses such as a clothing store and gas stations in one district. The Comprehensive Plan proposes additional commercial zoning districts to reduce conflicts between commercial uses and focus compatible uses in areas that will benefit from market opportunities.

BUSINESS / LIGHT INDUSTRIAL USE POLICIES

- Good location that does not conflict with the existing Town.
- Good access to Airport, rail and US 40
- Existing infrastructure (local roads, water, sewer) requires improvements to support new uses.
- Increase employment and business activity in Hayden.
- Increase demand for retail and services by local employees.
- Reduce the flow of sales tax dollars to adjacent communities.
- Economic Development to stimulate jobs production.

COMMERCIAL POLICIES

- Add commercial uses that meet the demands of pass through traffic by improving the historic character of the downtown and provide easy "park once - shop many locations" opportunities. (increasing sales taxes)
- Target commercial uses that meet the demands of the community such as medical, entertainment, service-oriented businesses so that locals do not have to leave Town for these needs.
- Improve "attractiveness" (streets, landscaping, sidewalks, lighting, signage) of downtown to promote a pedestrian-friendly downtown.
- Combine uses that depend on easy auto access along US 40 (reducing conflicts between dissimilar commercial uses to increase sales taxes)
- Locate regional commercial along US 40 so that regional traffic can easily access them.

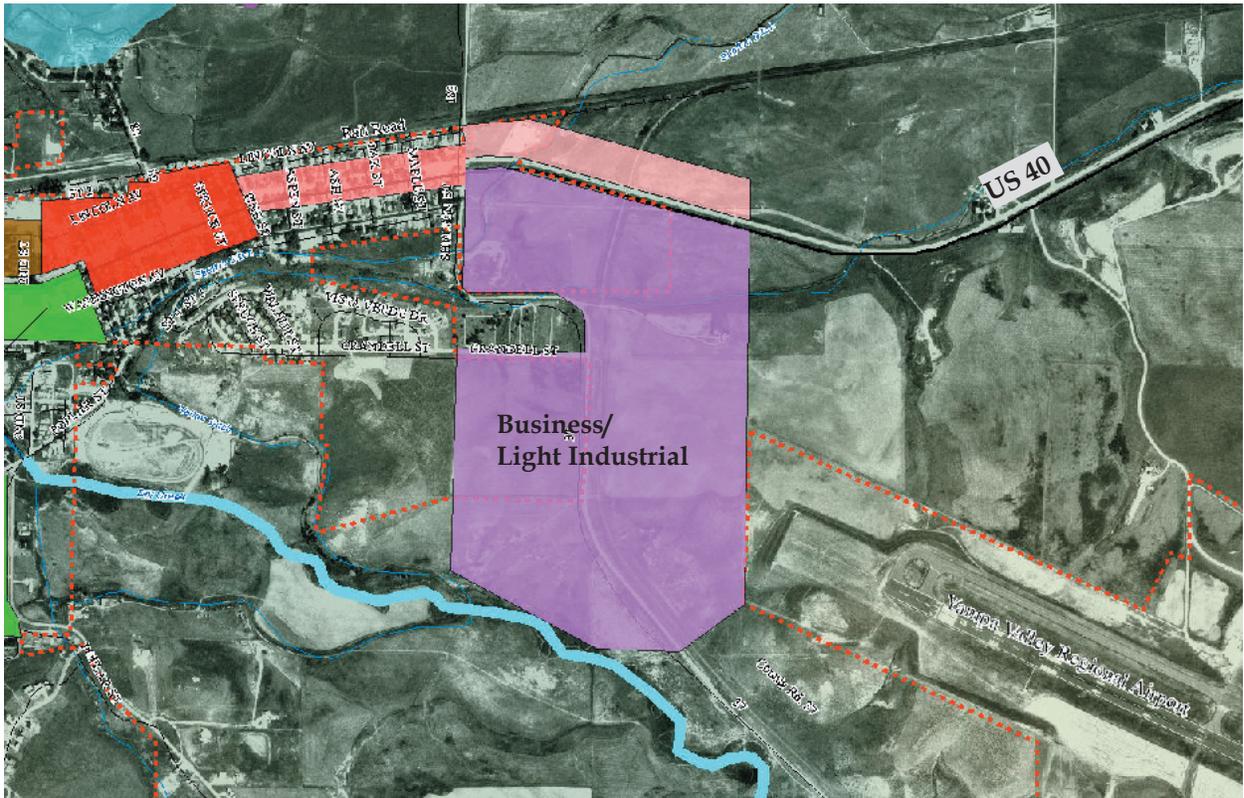
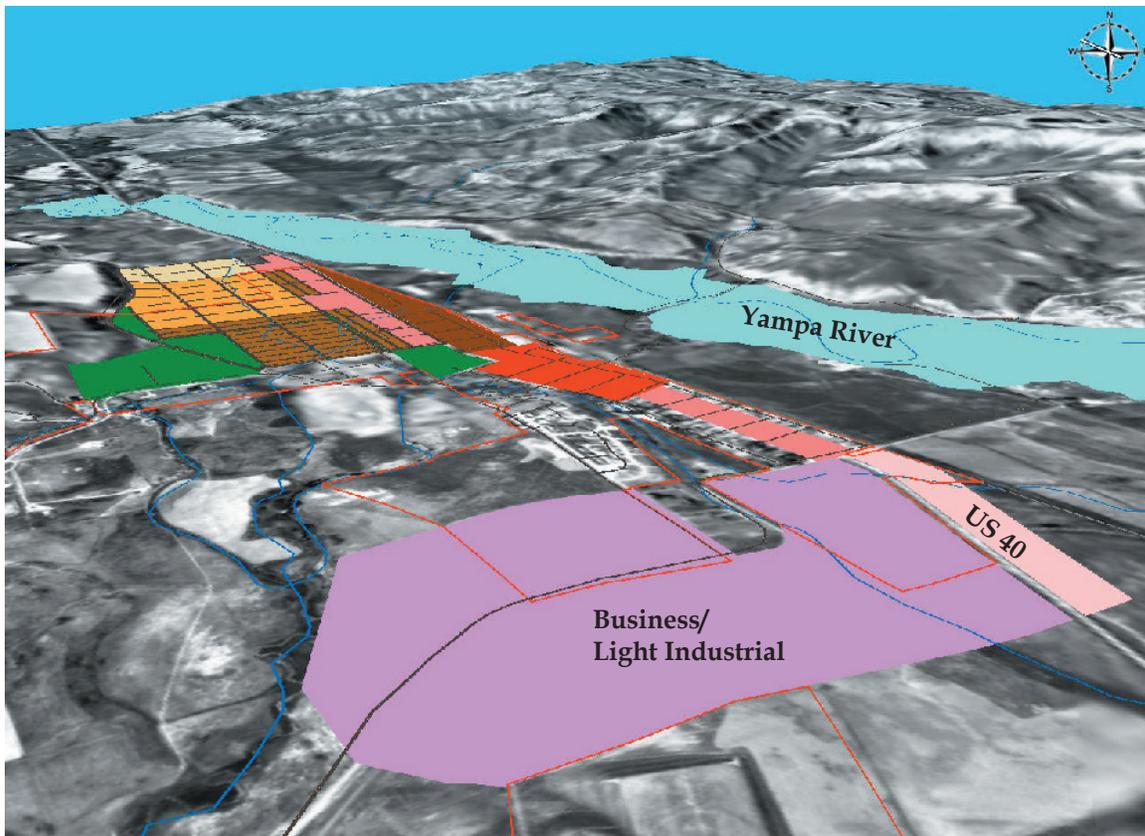


FIGURE 27

Map for Business/Light Industrial

FIGURE 28

3D for Business/Light Industrial



4.1.3 Historic Downtown District

Hayden's historic downtown consists of two blocks on Walnut Street south of US 40. The Comprehensive Plan proposes expanding this centrally located, compact commercial area include Washington Street on the south, the railroad on the north, Pine Street on the east, and 3rd Street on the west. Zoned as commercial, this area's grid street system enjoys its own identity and character. The expanded downtown is envisioned as a place where residents and visitors will "park once" to shop at multiple retail locations. First-floor businesses in the historic downtown could include new shops and services for both residents and visitors passing through on nearby US 40.

To increase its economic vitality, Downtown must have visual appeal, comfort, and interest for pedestrians, as well as convenient, central parking. The plan proposes ways to enhance Downtown character to increase local visits and to entice traffic from US 40 to stop and shop in Hayden. This section reviews physical changes proposed to enhance Downtown's character, appeal, and convenience.

The Plan seeks to instill a sense of architectural consistency as Downtown expands and redevelops. New "infill" buildings should reflect Downtown history and character. Elements such as building height, setbacks, materials, and design of streets and sidewalks should combine to entice people out of their cars to spend time and money in a walkable and appealing commercial environment.

As in most historic downtowns, buildings feature attractive storefronts with broad tree-lined sidewalks. Parking lots are located to the side or behind buildings rather than occupying valuable street frontage.

To attract travelers to stop, get out of their cars, and shop in Hayden, the Town must provide convenient access and parking. This will require changes to parking configurations to accommodate tour buses and recreational vehicles. Parking along Walnut Street should facilitate easy impulse stops in the downtown. On-street parking also helps to slow traffic through Town while creating a safety buffer between traffic and pedestrians. "Necking down" at downtown intersections (areas where the sidewalk extends into the street to the depth of the on street parking) increases the comfort and safety of pedestrian by reducing crosswalk distances.

New infill buildings should reflect Downtown history and character. The Comprehensive Plan seeks to instill a sense of architectural consistency as the downtown expands and redevelops. Elements such

as building height, setbacks, and the design of streets and sidewalks should be carefully considered at the development review stage.

The Town has the opportunity to create a central meeting place in the downtown such as a plaza, town green or central park. The existing park at US 40 and Chestnut Street provides a possible location for this use. The addition of civic and retail uses next to this park could transform the park into a lively town green.

HISTORIC DOWNTOWN DISTRICT POLICIES

- Create convenient park once opportunities to promote shopping at multiple retail locations.
- Retail uses on first floor.
- Convenient access and parking for cars, buses, recreational vehicles, pedestrians.
- Pedestrian-oriented streetscapes.
- Promote parking on sides or behind buildings.
- Historic architecture that reflects the history of the Town.
- Stimulate uses that will create a central focus to the Town such as town square.

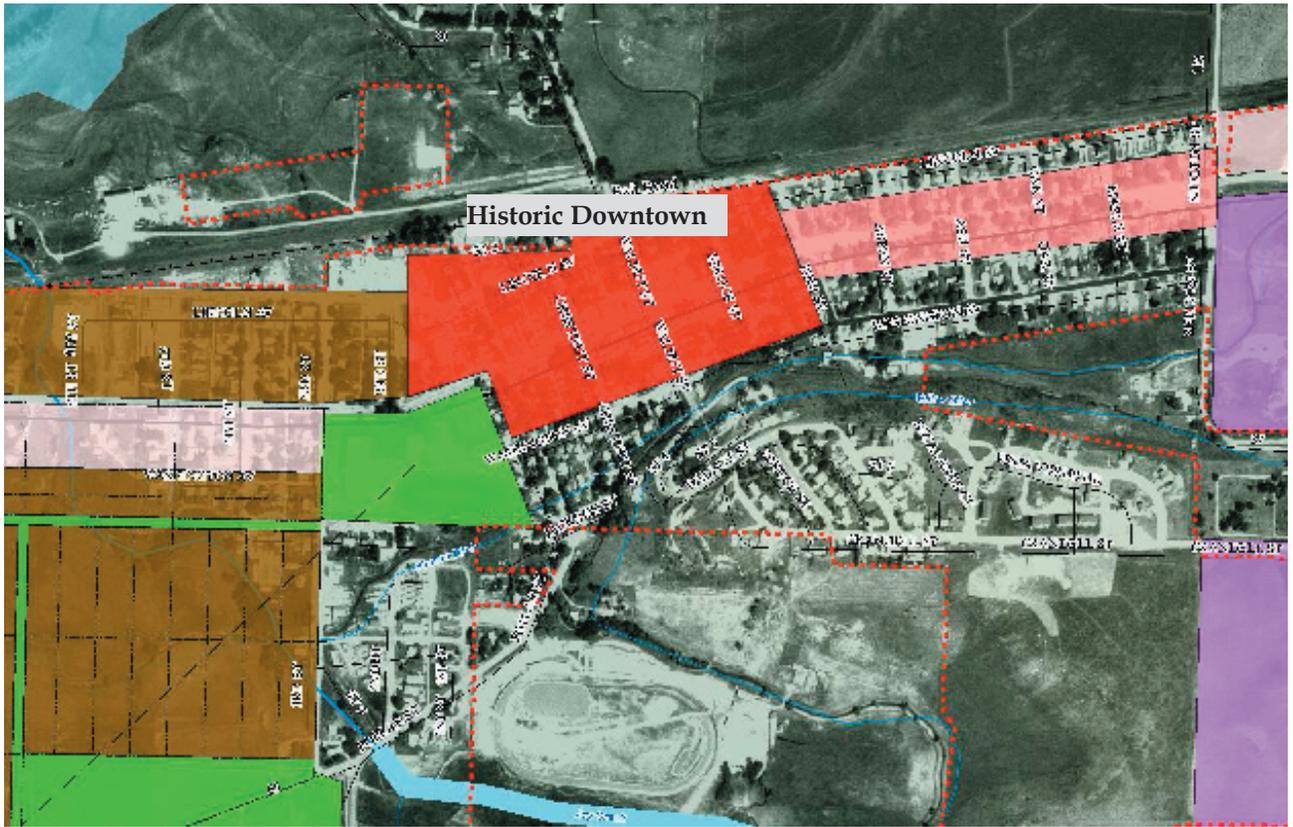
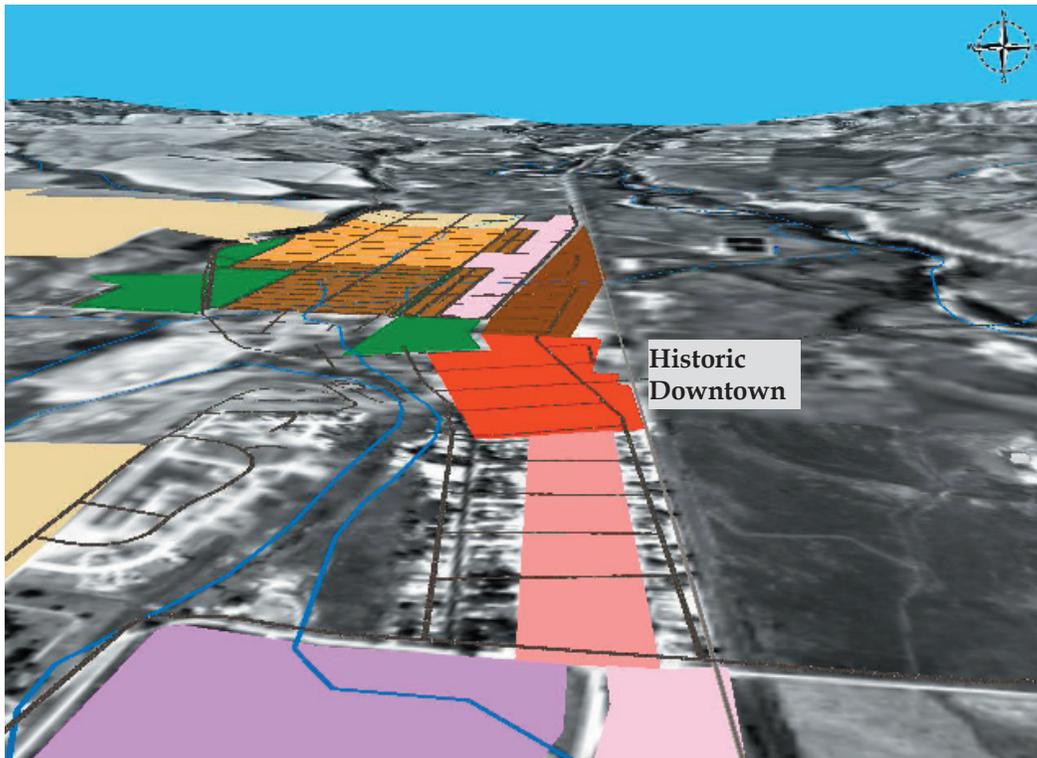


FIGURE 29
 Maps for Historic Downtown Commercial
 FIGURE 30
 3D for Historic Downtown Commercial



4.1.4 US 40 Service Commercial near Downtown

The Plan proposes that Highway 40 frontage immediately east and west Downtown focuses on service businesses for residents rather than tourist-related uses. These may include professional offices, cleaners, a video store, etc. Service uses may reuse existing homes and lots along Highway 40. Over time, the area will redevelop with pedestrian-oriented characteristics similar to the Historic Downtown. This district's streetscape may include building facades on broad sidewalks, historical architectural elements, neck downs, street trees, and on-street parking. Parking must be made convenient, but will not be centralized as in the historic downtown. Upper floors of storefront buildings may accommodate apartments and offices for service business.

4.1.5 US 40 Auto - Oriented Commercial

As US 40 leaves the Historic Downtown and the service district, commercial uses along Highway 40 will focus more on auto-oriented businesses such as drive-thrus, gas stations, car/equipment sales, restaurants, and motels. Businesses may be set back from US 40 with parking in front of buildings. The Town may consider using architectural character or elements from the Historic Downtown, such as building materials, roof slopes, street trees, wider sidewalks, and street lights, that complement Downtown character and reflect Hayden's identity. This will visually connect new development in the auto-oriented commercial district to Hayden's core commercial district.

4.1.6 Economic Development to Attract Businesses and Jobs

Initially, Hayden may need marketing and economic development measures to stimulate the new businesses and jobs needed for fiscal balance. The Town has taken an important step by creating the Town of Hayden Economic Development Commission. The Commission should work closely with the Town and local merchants to coordinate a Town-wide economic development plan based on the Comprehensive Plan policies. In addition, the Town may consider hiring an Economic Development Director to create a coordinated marketing plan.

Other activities may include:

- Researching how other communities have launched economic development activities;
- Expanded advertising to newspapers other than the weekly Hayden paper;
- Preparing a version of the community video to appeal to potential new businesses; and
- Other efforts to inform potential businesses of Hayden's assets and benefits.

US 40 SERVICE COMMERCIAL POLICIES

- To include service businesses that residents need such as professional offices, cleaners, video store, etc.
- Similar architecture to the Historic Downtown.
- Parking to the side or behind buildings.
- Pedestrian-friendly streetscapes.
- Extends Downtown District character through Hayden.

US 40 AUTO - ORIENTED COMMERCIAL POLICIES

- Drive thru, gas stations, car/equipment sales, etc.
- Parking in front of the buildings.
- Some historic architectural elements.

Given Hayden's assets, these efforts have a strong chance of success over time. Meanwhile, the Town needs to track new light-industrial development and its effect on Hayden's fiscal balance. The Town may earmark a portion of sales taxes from the Airport and additional grant money to help boost economic development. Other funding sources for marketing must be explored and developed.

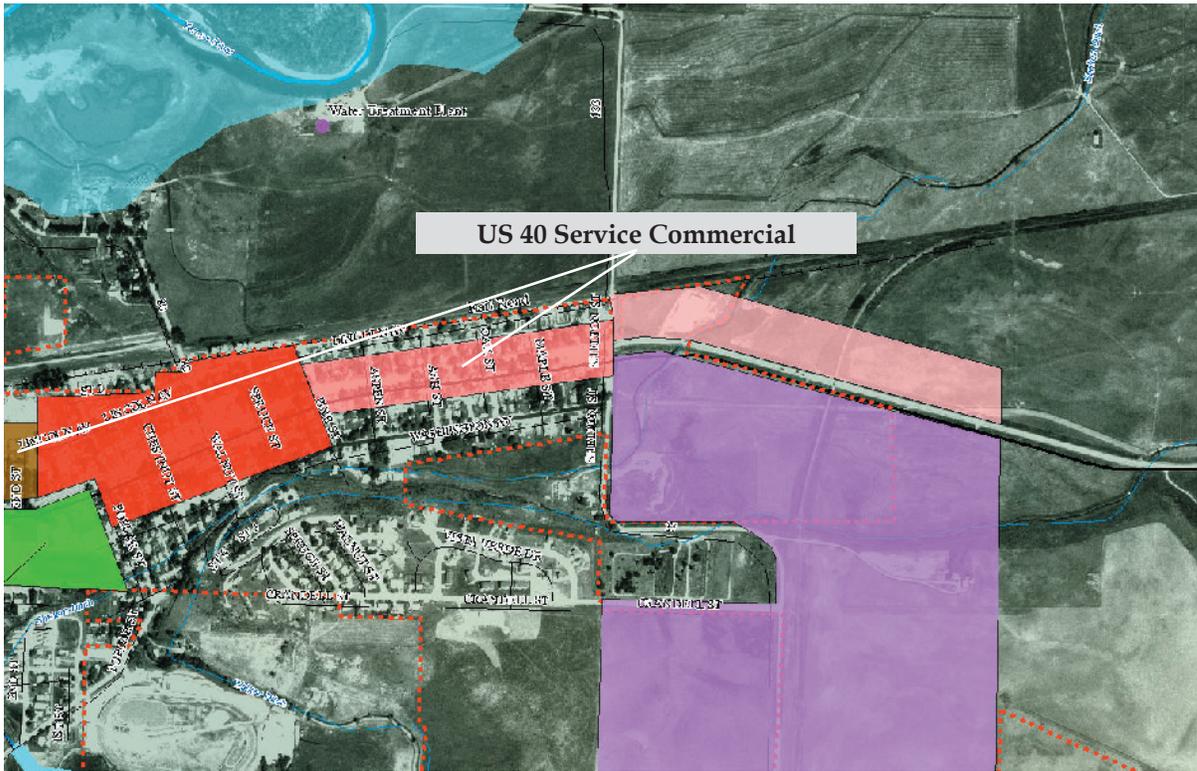
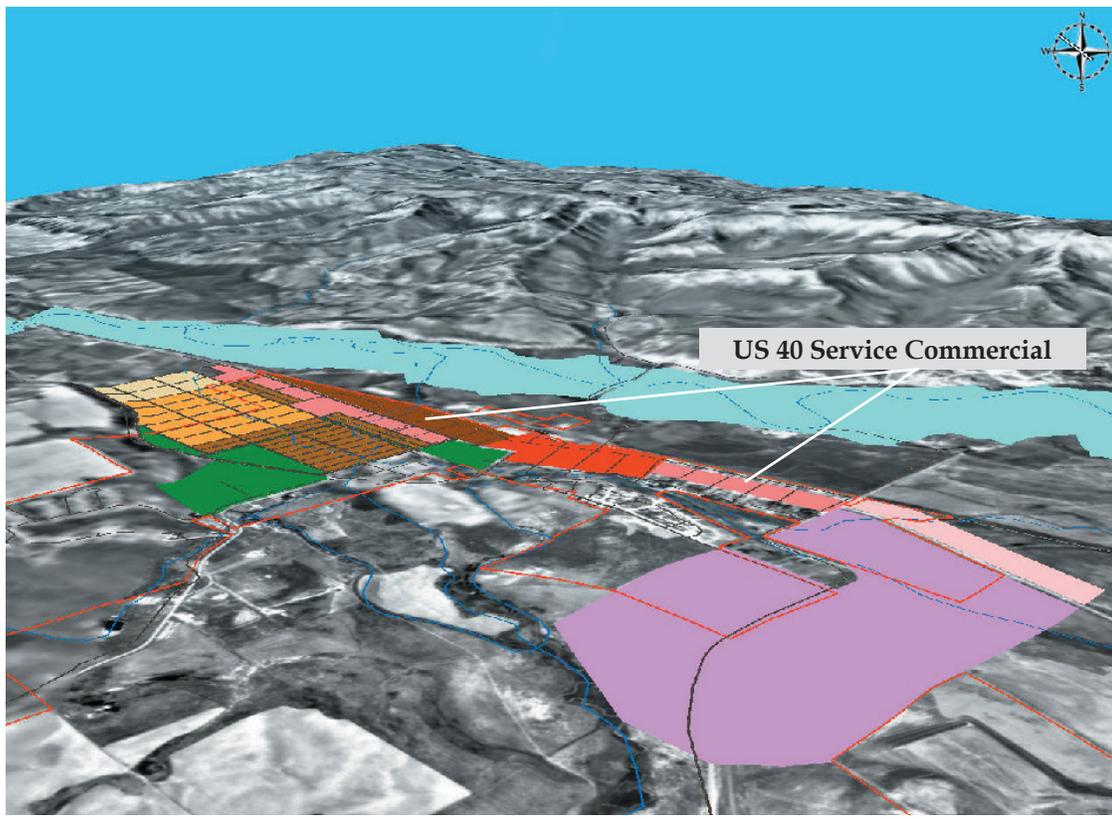


FIGURE 31

Maps for US 40 Service Commercial

FIGURE 32

3D for US 40 Service Commercial



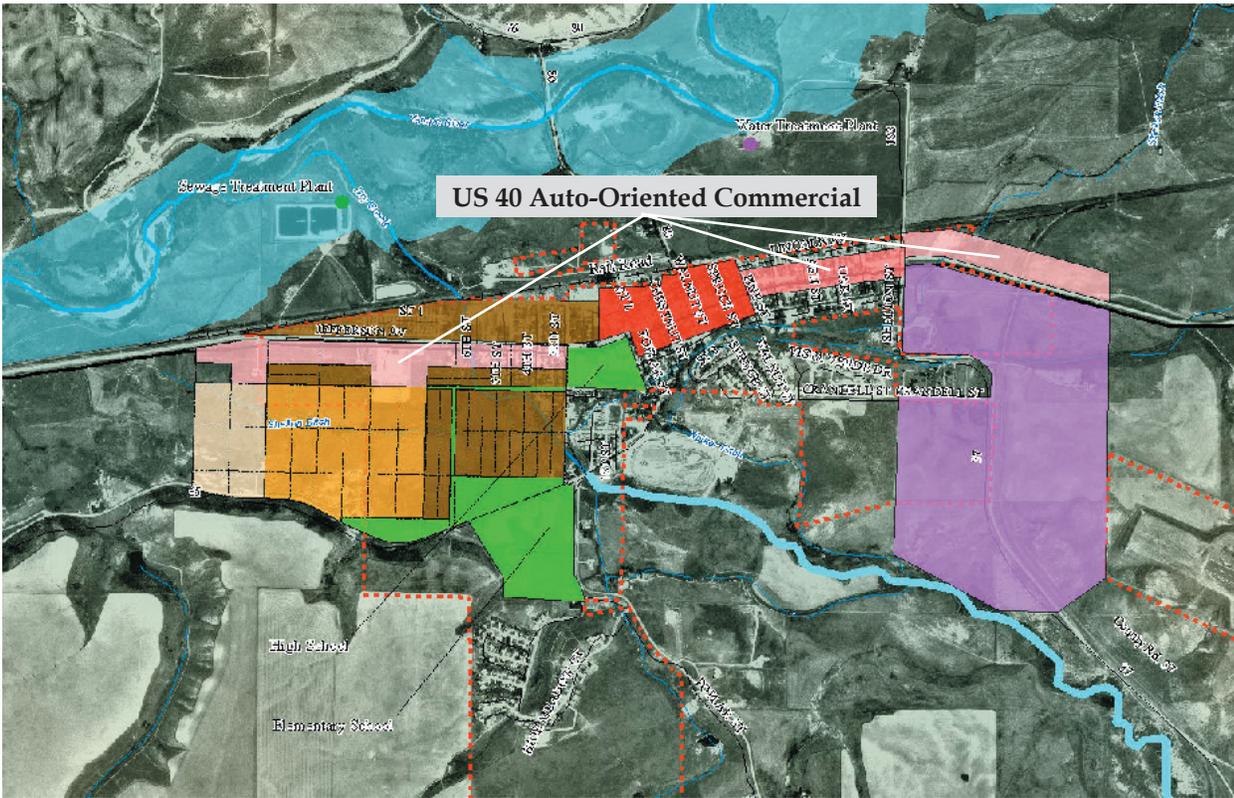
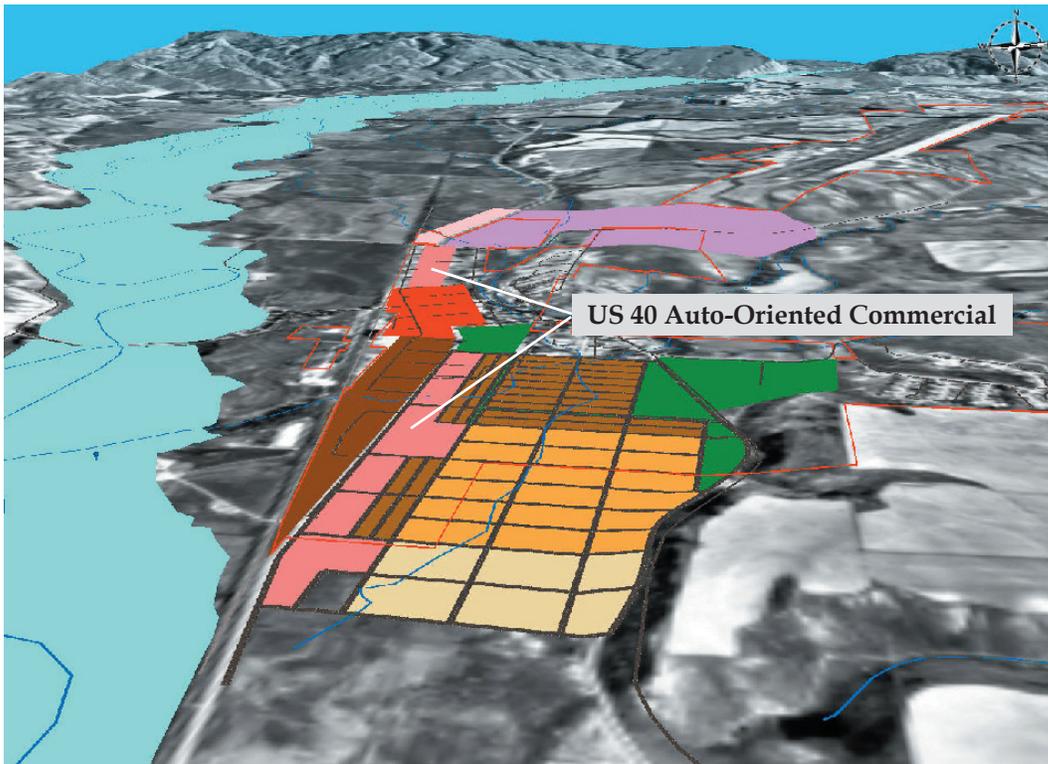


FIGURE 33

Maps for US 40 Auto-Oriented Commercial

FIGURE 34

3D for US 40 Auto-Oriented Commercial



4.1.7 Residential

Stage One proposes that residential development be located on land west of Town, south of Highway 40 and outside the Yampa River floodplain. This flat terrain next to the Town offers a natural extension for residential growth. The street grid will allow for a mix of housing types and open space. This residential growth area has easy access to commercial uses, schools and community services. Road and utility extensions will be cost-effective due to proximity to existing facilities.

To balance Hayden's fiscal condition, the residential component of Hayden's growth cannot outpace commercial development. Suburban-style development outside the defined Stage One area should come later, and then only if the development provides public benefits and fiscal balance.

To help visualize the expansion of Hayden to the west, the Plan includes a conceptual street plan for the residential area and is included in the Town's CommunityViz computer model.

Based on public comments, some landowners located outside Town boundaries and within the Town's

Three Mile Boundary would like to subdivide property to provide new home sites for family members. Presently this type of development is under the jurisdiction of Routt County. The Town should continue to work with Routt County on proposed residential development within the Town's Three Mile Boundary.

RESIDENTIAL POLICIES

- Add limited residential in proportion to new local jobs. (fiscal balance)
- Locate residential on the buildable, flat ground in the river corridor and connected to the existing town. (sense of community)
- Use existing street grid as model for new development. (fiscal balance)
- Limit service extension to reduce Town long term service responsibilities for residential uses. (fiscal balance)

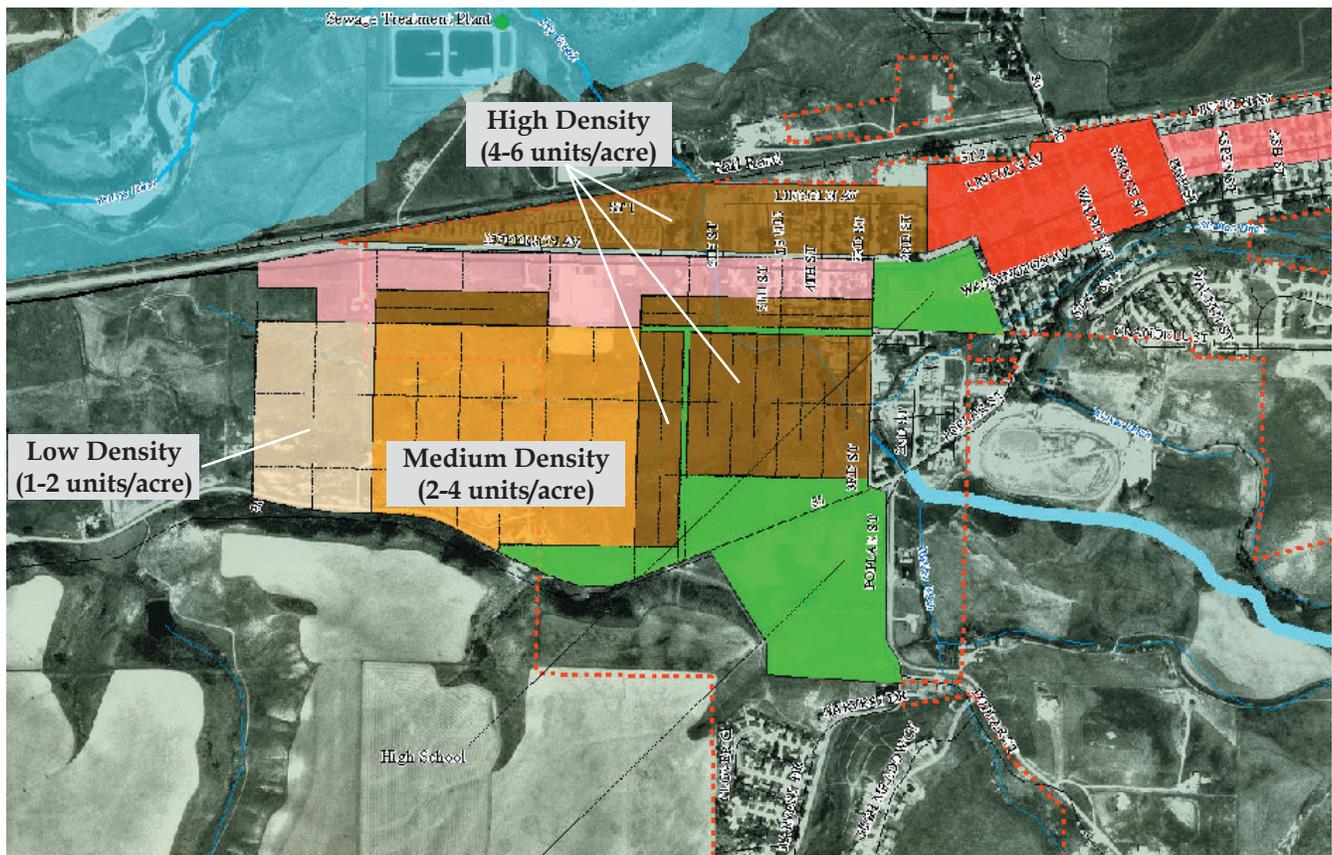


FIGURE 35
Projected Residential Densities

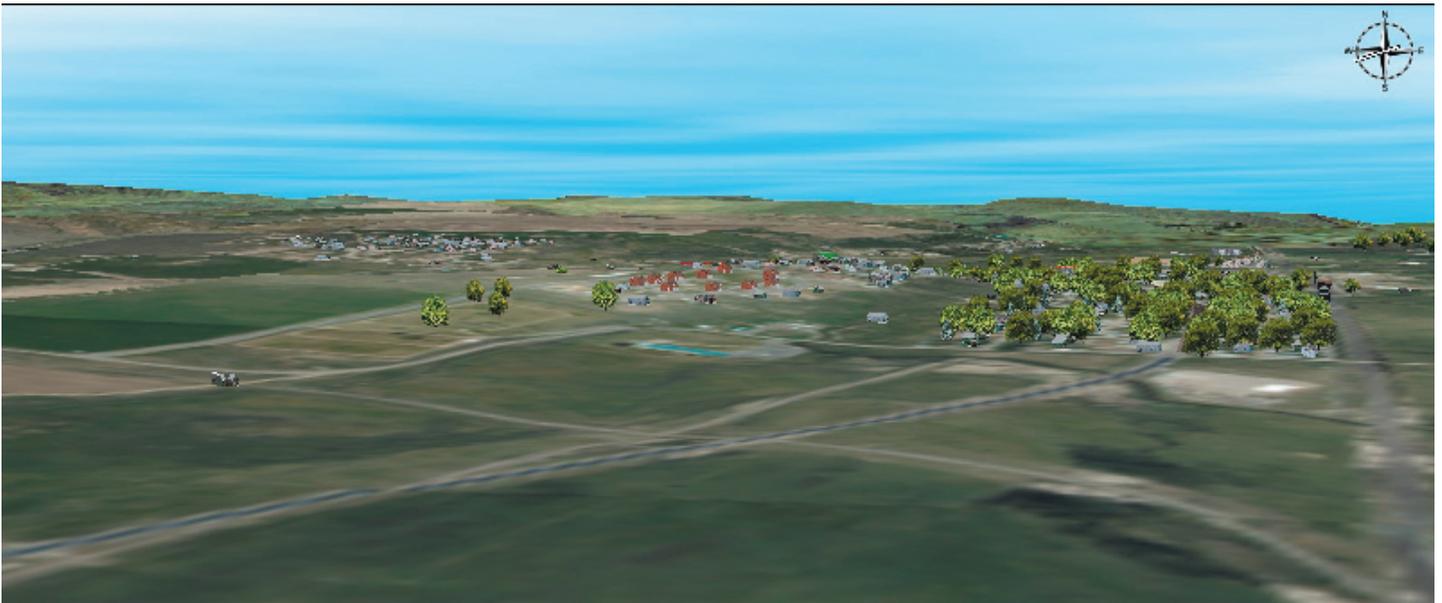


FIGURE 36
Stage 1 Growth
FIGURE 37
Stage 3 Growth



4.1.8 Analyzing development proposals that do not follow the Comprehensive Plan

Although the Plan offers a road map for Hayden's future, all development proposals do not need to follow the plan. Each development proposal should be analyzed based on its potential impact and public benefit. This approach allows the Town flexibility to determine if proposals fit the vision and goals.

The Town may allow development under the following conditions:

- The proposed development provides revenues or services to meet the service needs of the development without negatively impacting the Town's fiscal balance;
- The proposed development provides revenues or services to support the Town's efforts to move towards a fiscally balanced/compact community; and
- The proposed development provides revenues or services that improve Hayden's overall LOS equal to the LOS within the proposal.

4.1.9 Milestones for Completing Stage One

How does the Town know when to move beyond the non-residential focus of Stage One? The best indicator is evidence that revenue from residential and non-residential sources is adequate to fund Town services.

Implement the first stage of growth by stimulating non-residential uses that create jobs and sales taxes while allowing residential uses to grow slowly through the following:

- Promote development within existing Town to avoid expanding municipal services beyond Town.
- Increase existing commercial development to increase sales. (upgrade the downtown, encourage new retail, enforce quality development, and provide assistance to local stores)
- Analyze the benefits of a by-pass road.
- Give priority to annexations of land for non-residential uses and limit residential development that results in increased community costs.
- Adopt zoning regulations that create commercial zones that separate incompatible uses while grouping together uses with mutual benefit.
- Seek businesses that provide local employment

(promotions to attract business, encourage business development and assist local businesses).

- Proceed with economic development by preparing a marketing strategy to promote the Town as a business location and to attract year round activities.

4.2 STAGE TWO GROWTH

Upon meeting Stage One economic milestones, the Town may wish to increase the growth rate of residential development. Yet the Town must ensure that commercial development provides revenues to serve the neighborhoods of today and tomorrow. The Town should regularly revisit the Plan to chart the success of this economic course and its growth policies.

For example, before proceeding to Stage Two, the Town should conduct a detailed review of Stage One success. At this point the Town may wish to modify Stage Two as follows:

- Annex larger residential property in manageable phases while maintaining a moderate growth rate;
- Expand residential development to areas beyond the flat terrain west of Town;
- Continue to refine zoning categories to uses compatible with existing usage;
- Expand city staff to manage Town services related to open space, parks, recreation, building inspection, and planning;
- Support economic development through airport and grant revenue funding sources.

Clear indicators of when the Town has reached the completion of a stage are when the following trends are established:

- Sales tax revenues (excluding sources from the Airport) are increasing, demonstrating the Town has increased retail sales opportunities for the Town's residents as well as pass through traffic
- Increases in property taxes especially from non-residential uses shows an increase in the number of non-residential properties within Town.
- Increased use of the water and sewer services without a significant increase in new service lines will indicate that growth has occurred in the flat terrain within proximity of the water and sewer plants.
- Increased Level of Service for the existing Town

that is on par with new development.

- Town government is adequately staffed to meet the demands of growth and the increased LOS required by existing and new development.

4.2.1 *Light Industrial*

The Comprehensive Plan's proposed light industrial zones should be carefully designed to attract jobs and tax revenues to Hayden without detracting from other new development or those expanding commercial areas in Town. Because of proximity to the airport, this land is not suitable for residential development. Nor will it compete with the downtown, service, or highway commercial districts. The area proposed for light industrial development includes more land than today's market demands. Thus land costs in this XX-ACRE area should remain low, which may provide a major incentive to attract new businesses.

4.2.2 *Commercial*

Stage Two calls for measures to attract new employers and jobs, which will boost demand for service and retail businesses in Hayden. Residential growth alone will not be enough to attract new businesses. Without local jobs and services, residents will continue to shop out of Town as part of their commute.

4.2.3 *Residential*

During Stage Two, residential growth could increase to 45 new homes a year, or about 10 times the rate of recent residential growth. Yet residential growth can maintain the Town's compact growth pattern. This would allow for annexation of land west and south of Town for new residential development. The Town will have the option of continuing the historic Town pattern or including a more suburban-character development. This latter option may work particularly well beyond the Town core, where larger lots can help make the transition from urban to agricultural areas.

4.2.4 *Circulation*

Stage Two growth may include a new east/west collector or US 40 by-pass. This may be located along an existing Peabody Coal Company haul road south of Town.

4.3 STAGE THREE

Stage Three growth would put a Town population of 15,000 within reach. Based on Hayden's past growth trends, the prospect of a town 10 times the current size is difficult to imagine. Yet this is within reason over the long term. Analysis of the real estate market for the proposed Sunburst Ranch development suggested that the Hayden market could "absorb" about 50-to-70 single-family homes a year. At this growth rate, the Town would reach 6,000 homes and 15,000 residents in the next 100 years. As we have seen elsewhere in Colorado and in Routt County, growth can occur much faster than this.

To grow to a population of 15,000, the Town will need to annex about 3,000 acres of agricultural lands to accommodate another 6,000 single-family homes. The Plan will guide orderly, well-planned annexation and growth that will pay its own way.

In comparison, the following Colorado towns have populations from 10,000 to 17,000, as listed from smallest to largest: Steamboat Springs, Fort Morgan, Windsor, Evans, Sterling, Montrose, Durango, Canon City, Fountain, and Golden. A potential benefit is that these communities are large enough to support "Big Box" (large discount chain stores) and other services Hayden currently lacks.

4.3.1 Regional Commercial

Stage Three also identifies an area to be annexed for regional commercial use, such as a regional shopping center, that will become economically viable as Town population reaches 10,000. The Town should start planning for regional commercial as population approaches 8,000.

4.3.2 Residential

Stage Three plans include extensive residential growth. The challenge is to maintain the Town's level of service if residential uses increase faster than commercial growth. Stage Three growth will need to secure new revenue sources beyond what is generated through local taxes and grant sources.

Some communities generate such revenues through fees associated with building permits. In theory, this approach depends upon retail activity quickly following homes. As revenue from building permits decline, sales tax and property taxes will grow to maintain municipal services. If this model does not work, the Town can require new development to fund municipal services. However, the Town may remain responsible for short- and long-term expenses resulting from rapid residential growth.

If Hayden chooses rapid residential development, it will primarily occur in rolling terrain south of Town. Incised by significant drainages, this land does not lend itself to the Town's grid pattern. Development may occur in the traditional suburban model described in Section 3.4. However, the Town can implement strategies to reduce the inefficiencies of traditional suburban development.

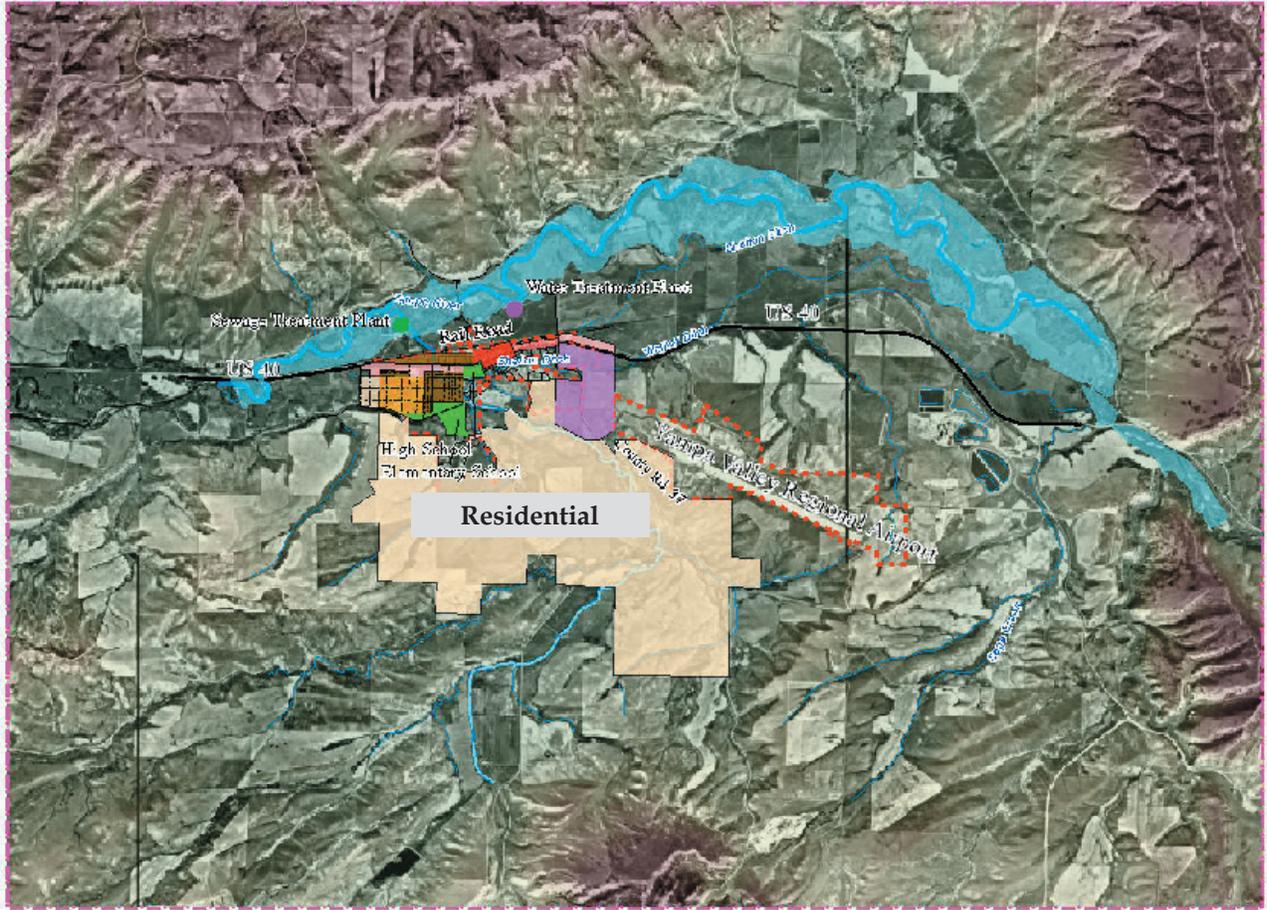
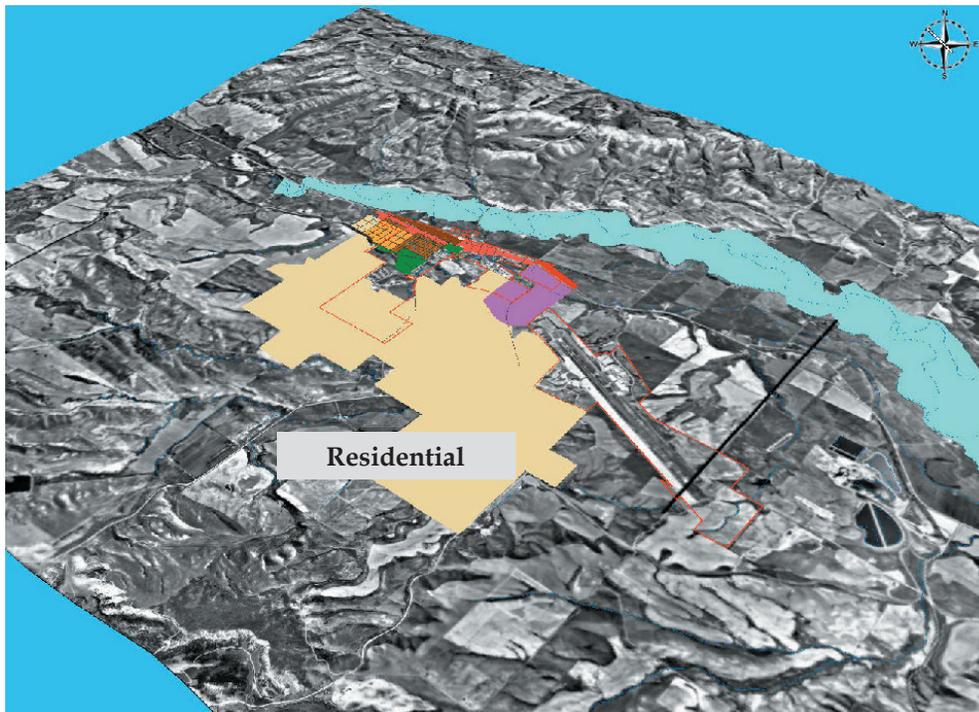


FIGURE 38

Maps for Stage Three - 3-mile

FIGURE 39

3D for Stage Three - 3-mile



For the Plan to be valuable, it must result in action. Plan policies and proposals require long-term community commitment, particularly from elected officials. Every land use decision must be measured against the Plan’s Vision and Goals.

5.1 IMPLEMENTATION TOOLS

Tools available to achieve the Plan vision include:

5.1.1 Zoning Ordinance

Zoning consists of a zoning map and an associated ordinance defining appropriate locations, allowed uses, and restrictions for each zoning category. Where the Plan offers a general guide, zoning has the force of law.

Zoning and Plan designations must be considered together.

Uses identified in the Plan will be implemented by zoning each property accordingly. Yet Plan designations do not follow property lines, and zoning does. Thus the translation from Plan designation to zoning is not always direct. This apparent conflict can be resolved in ways that protects the development potential of a parcel along with the Plan Vision and Goals.

For example, the Comprehensive Plan may designate a hillside to remain open and steer development toward adjacent flat land. But both the hillside and the flat land may be located within a single parcel. In these cases, Planning Commission and Board of Trustees will refer to the Plan designation to interpret the zoning designation. The zoning may wind up “averaging” the two designations to come up with the same intensity of use. For some parcels, the Plan may suggest a dense clustering of homes on a smaller portion of the property to keep another portion such as a hillside or natural area free from development.

After the Town reaches consensus on the Plan, the Town needs to prepare a Zoning Map defining new zoning districts. For example, the US 40 frontage through Town presently includes a significant number of single-family homes. The Plan proposes that property fronting on US 40 be primarily non-residential uses. The zoning ordinance must accommodate

the existing uses that do not conform to the proposed zoning district, while promoting the transition to the use proposed by the Plan.

5.1.2 Subdivision Ordinance

The Subdivision Ordinance specifies the process by which a parcel of land is subdivided into smaller parcels. It also contains standards for site development, such as roads, sidewalks, drainage, utilities, lighting and even park dedication requirements. The subdivision site design standards help the Planning Commission and Board of Trustees determine whether the location proposed for the buildings, roads, utilities, etc. are appropriate and safe. Many of the objectives of the Comprehensive Plan can be implemented through the design standards in the Subdivision Ordinance.

Other implementation tools available to the Town include:

- Special Use Conditions;
- Overlay Zones;
- Historic District designation;
- Main Street Assistance Grants;
- Urban Renewal and Redevelopment;
- Design Guidelines; and
- Capital Improvements Programming.

5.1.3 Annexation Policy

Annexation policy is subject to regulation by the State of Colorado. The State requires municipalities to create a Comprehensive Plan extending three miles from existing town boundaries. This Comprehensive Plan addresses that requirement.

State regulation (CRS 31-12-108.5) requires that a municipality that is contemplating annexation must, at a minimum, include in their evaluation the following information:

- The present and proposed boundaries of the municipality in the vicinity of the proposed annexation;
- The present streets, major trunk water mains, sewer interceptors and outfalls, other utility lines and ditches, and the proposed extension of such streets and utility lines in the vicinity of the proposed annexation;

- The existing and proposed land use pattern in the areas to be annexed;
- A copy of any draft or final pre-annexation agreement, if available;
- A statement setting forth the plans of the municipality for extending to or otherwise providing for, within the area to be annexed, municipal services performed by or on behalf of the municipality at the time of annexation;
- A statement setting forth the method under which the municipality plans to finance the extension of the municipal services into the area to be annexed;
- A statement identifying existing districts within the area to be annexed; and
- A statement on the effect of annexation upon local-public school district systems, including the estimated number of students generated and the capital construction required for educating such students.

State requirements for annexation are consistent with the Town’s goal of fiscal self-sufficiency. Annexation applicants must demonstrate that their project supports the Town’s fiscal self-sufficiency. When annexation may involve moving beyond a Stage outlined in the Comprehensive Plan, the applicant must provide detailed analysis of mitigating the effects of not completing the Stage. Mitigation must address how the Town can provide and maintain services at an acceptable LOS in the short and long term.

5.1.4 *Development Checklist*

The Checklist (see Appendix A) is a collaborative effort between the Town and consultants to provide developers, staff, the Planning Commission, and the Board of Trustees with an evaluation tool to ensure that annexation and development proposals conform to the Comprehensive Plan’s vision, goals and policies.

The Comprehensive Plan identified a variety of key land use policies and actions that are important to evaluate as part of the process of analyzing annexation proposals within the Three Mile Planning boundary. The Checklist is a tool to help in the careful review by the Town of annexation and development proposals as the proposal relates to the Comprehensive Plan policies and actions.

There are several general actions that should be taken to implement the plan:

- A. Recommendation from the Planning Commission, including adoption of the policies’ contained in the Plan.
- B. Since the Zoning (including a Zoning map) and Subdivision regulations are the primary tools to carry out the Comprehensive Plan, they should be revised as necessary to be consistent with the Comprehensive Plan.
- C. The general public should be involved in, and made aware of the updates of the Comprehensive Plan, its policies and the Zoning and Subdivision ordinances through a variety of on going efforts including public hearings, but also through outreach efforts such as presentations to civic clubs, school groups and other organizations as well as articles in the newspaper and other local publications.

5.2 GENERAL STEPS TO IMPLEMENT THE COMPREHENSIVE PLAN

5.3 SPECIFIC POLICIES AND ACTIONS TO IMPLEMENT THE POLICIES OF THE COMPREHENSIVE PLAN

POLICIES		ACTIONS	
1 Comprehensive Plan			
1.1	All land use decisions, including the development of streets, parks and utilities and the provision of public services shall be consistent with the Comprehensive Plan, including maps, goals and policies.	A1.1	Prepare and present a “consistency” resolution to Board of Trustees, that shall include the following considerations: <ul style="list-style-type: none"> i. All land use decisions to be consistent with the Comprehensive Plan. ii. For a proposed land use action (zoning, subdivision, and building permit) not consistent with the Comprehensive Plan, the Comprehensive Plan will be amended before the land use action is approved.
1.2	The Comprehensive Plan, Zoning Ordinances and Subdivision Ordinances shall be consistent	A1.2	Town staff will revise the zoning ordinance to: <ul style="list-style-type: none"> ➤ Create new zoning district and adjust all existing zoning districts to be consistent with those of the Comprehensive Plan ➤ Require the application for any land use decision to demonstrate consistency with the Comprehensive Plan. ➤ Prepare and present for adoption, a revised zoning map that is consistent with the Comprehensive Plan. In so doing: Amend existing zoning designations and propose new zoning to be consistent with the Comprehensive Plan ➤ Follow normal requirements for notification and public comment for proposed zoning changes.
1.3	New development shall demonstrate that adequate public facilities are available to serve its needs.	A1.3	Existing subdivision ordinances require “adequate public facilities” must be present concurrent with development.
1.4	Growth should pay its own way; i.e. the costs for new public infrastructure should be paid by development.	A1.4	Existing subdivision ordinance requires new development to provide financial commitments for all new public infrastructure prior to recording of a final plat for the subdivision.
1.5	Maintain and update the Community Viz model of the Town to identify functional changes in the community that would signal a need to re-evaluate the Comprehensive Plan	A1.5	Collect data needed to maintain the CV model (i.e. revenues, expenses, population, building permits, auto and air traffic, etc.) on a yearly basis at a minimum or more frequently as conditions change.

POLICIES		ACTIONS	
2 Regional Population and Economic Context			
2.1	Hayden will cooperate with, and participate in, regional planning efforts, especially those that are directed toward efficient use of resources and cost-effective development of public infrastructure (roads and utilities).	A2.1	Continue to work with neighboring towns and counties to better facilitate regional cooperation through existing groups such as the Yampa Valley Economic Development Council and the Yampa Valley Partners.
2.2	The Town will consider regional implications in decisions about major capital improvements.	A2.2	Cooperate with neighboring towns and counties in any planning update to incorporate Hayden's perspective in regional planning decisions.

POLICIES		ACTIONS	
3 Light Industrial			
3.1	Promote light industrial uses that bring employment to the community by adding sufficient land area to accommodate future growth in an area that has good transportation access, can be served conveniently by the Town and will not diminish the desirability of existing and planned non industrial areas.	A3.1	Create a Light Industrial zoning district in the areas described in the Comprehensive Plan
		A3.2	Actively work to attract light industrial uses that create jobs through the Hayden Economic Development Commission.

POLICIES		ACTIONS	
4 Commercial			
4.1	The Town strongly supports preserving Hayden’s historic downtown as the primary commercial and government center for Hayden.	A4.1	<p>Prepare a detailed Historic Downtown Redevelopment Plan to provide a coordinated vision for public and private development. Elements of the Redevelopment Plan should include:</p> <ul style="list-style-type: none"> ➤ Historical preservation ➤ Parking standards - on and off-street ➤ Infill development opportunities ➤ Streetscape (sidewalks, street trees, lighting, seating, etc.) ➤ Pedestrian-friendly design ➤ Signage/lighting ➤ Residential / commercial/office mixed-use ➤ Building heights/ massing ➤ Incentives
4.2	The Town shall focus retail uses in a compact area in the Historic Downtown zoning district to create a critical mass of retail businesses that attracts pass thru traffic.	A4.2	Create a Historic Downtown zoning district that allows retail uses (sale of products rather than services) on the first floor of buildings within the district and service (i.e. professional office, business uses) on upper floors.
4.3	Manage development within the Historic Downtown Zoning District to create a consistent, identifiable “historic” character.	A4.3	Adopt design guidelines for uses within the Historic Downtown zoning district that create a pedestrian oriented district and is consistent with the Downtown Redevelopment Plan.
4.4	Support the retail uses within the Historic Downtown Zoning District by locating convenient parking along US 40 and in parking lots.	A4.4	Identify land that can accommodate parking within or adjacent to the Historic Downtown zone that can accommodate tour busses, recreation vehicles and cars and initiate acquisition or lease options.
4.5	Identify properties that are non-conforming with the new zoning district and include conditions for development of those properties in the future that would support the overall concept for a core downtown.	A4.5	Include language in the Historic Downtown Zoning District that allows continued use of property that is within the District until a change in use occurs. At that time the new use must be in compliance with the allowed uses within the District.
4.6	Achieving and maintaining a healthy, vibrant downtown will require both public and private efforts. The Town will support downtown merchants and property owners in this effort, and will participate where appropriate.		

4.7	The Town will support locating commercial uses that primarily serve the local community (doctors, accountants, video store, optometrist, etc.) in the area both east and west of the Historic Downtown Zoning District	A4.7	Create a US 40 Service Commercial Zoning District adjacent to the Historic Downtown Retail Zoning District along US 40 frontage to allow service-oriented business that benefit from easy auto access.
4.8	Manage development within the US 40 Service Commercial Zoning District to create a consistent, identifiable “historic” character within Hayden.	A4.8	Adopt design guidelines for development within the US 40 Service Commercial Zoning District that is consistent with the Historic Downtown design guidelines and supports extending the historic area of town.
4.9	Identify properties that are non-conforming with the new zoning district and include conditions for development of those properties in the future that would support the overall concept for a core downtown.	A4.9	Include language in the US 40 Service Commercial Zoning District that allows continued use of property that is within the District until a change in use occurs. At that time the new use must be in compliance with the allowed uses within the District.
4.10	The Town will support locating commercial uses including commercial that depends on a regional market and auto access along US 40 frontage east and west of the US 40 Service Commercial Zoning District.	A4.10	Create a US 40 Auto Oriented Commercial zoning district as shown in the Comprehensive Plan to allow service and retail commercial uses that depend on auto access such as drive thru facilities, car sales, etc.
4.11	Manage development within the US 40 Auto Oriented Commercial Zoning District to help create a positive identifiable “historic” character for Hayden.	A4.11	Adopt design guidelines that require new development to include architectural elements that are consistent with the architectural character of Hayden.
4.12	Identify properties that are non-conforming with the new zoning district and include conditions for development of those properties in the future that would support the overall concept for a core downtown.	A4.12	Include language in the Auto/Commercial Zoning District that allows continued use of property that is within the District until a change in use occurs. At that time the new use must be in compliance with the allowed uses within the District.

POLICIES	ACTIONS
5 Residential	
5.1 The Town will create a zoning district that will support residential development that is an extension of the existing residential neighborhoods located in the flat terrain within the Town that can connect to existing municipal services.	A5.1 Create a Traditional Neighborhood Residential zoning district in flat areas adjacent to US 40 and in proximity to existing services such as schools and shopping.
5.2 The Town will support residential development within the Traditional Neighborhood Residential Zoning District that allows a mix of residential uses that is consistent with the existing community.	A5.2 Require a mix of residential types similar to the existing community.
5.3 The Town will support a street system within the Traditional Residential Zoning District that is consistent with the existing grid road system.	A5.3 Adopt a Conceptual Street Plan identifying width, block dimensions, access locations to US 40 of streets within the zoning district. Require development to be consistent with the Conceptual Street Plan.
5.4 The Town will avoid “Suburban” style land use patterns unless required by physical constraints of the land (steep slopes). Local streets will generally be arranged in a ‘modified’ grid consistent with the existing pattern of historic street located in similar conditions (i.e. flat terrain vs. sloped). Street patterns will provide multiple routes through a neighborhood, and through the Town, thereby diffusing traffic.	A5.4 Incorporate street pattern policies into the Zoning and Subdivision standards.
5.5 The Town will support residential development within the Traditional Residential Zoning District that is consistent with the historic character of Hayden.	A5.5 Adopt design guidelines for residential development to create a basic architectural style that is consistent with existing structures within Hayden.
5.6 The Town will identify areas that can absorb a “suburban” style of development and allow development in those areas only if the addition of residential units can be adequately supported by the Town.	A5.6 The Town will create a Low Density Residential Zoning Districts that will allow development to occur on the rolling terrain south of Town.
5.7 The Town shall support development of low density residential that is designed to be integrated in the existing character of the Town.	A5.7 Require development to be designed for an efficient arrangement for public services and facilities
	A5.8 Protect prime agricultural land through efficient arrangement of development and open space uses.

	A5.9	Protect agricultural lands through adherence to weed control ordinance throughout the development process and construction.
	A5.10	Require proposed uses to be compatible with existing adjacent uses.
	A5.11	Do not allow new land uses that lower adjacent land values.
	A5.12	Require low-density residential developments to demonstrate how the proposed development supports the balanced fiscal condition of the Town.
	A5.13	Require a street system designed to give priority to the people rather than cars. (i.e. multiple access point, street trees, narrow streets, detached sidewalks, etc.).
	A5.14	Include usable parks, open space and convenient pedestrian access within each portion development.

POLICIES		ACTIONS	
6 Agricultural Land Uses			
6.1	Productive agricultural land is a limited resource and should be conserved and preserved. Preservation and enhancement of a rural lifestyle is an important component of the cultural, social and aesthetic well being of the community and forms part of the physical and social context for Hayden.	A6.1	Work with Routt County to encourage an Agricultural Zoning District that encourages continued agricultural use of the property within Hayden's Three Mile Boundary
6.2	The Town shall discourage the conversion of agricultural water to urban uses except where the proposed use would not adversely affect productive agricultural land and is otherwise consistent with the Town Comprehensive Plan.	A6.2	Work with Routt County to include an Agricultural Zoning District mechanisms to discourage separating agricultural water rights from farmland prior to either preservation or urban development.

POLICIES		ACTIONS	
7 Parks, Trails and Recreation			
7.1	The Town will prepare a Recreation Master Plan to guide the location and priority for park and trail development that interconnects with major destinations within Hayden.	A7.1	Prepare a Parks Master Plan that describes the location, size and improvements for both park and trails within the Town.
7.2	New development shall provide neighborhood park facilities or impact fees-in-lieu to meet the demand created by the residents of the development.	A7.2	Included in each residential zoning district requirements for centrally located and pedestrian accessible park land that is improved as part of the development process.
7.3	The Town will assure that all new development provides either off-street bike/pedestrian paths, or detached sidewalks, or both, and shall encourage such paths to be designed and located to coordinate with the Recreation master plan.	A7.3	Included in each residential zoning district requirements for pedestrian trails that connect major destinations (shopping, schools) with parks and open space corridors and take advantage of street and utility rights of way when available.
7.4	The Town will explore joint development of school sites (elementary, middle and high schools) for neighborhood parks.	A7.4	The Town shall approach the School District concerning the joint use of neighborhood parks
7.5	The Town shall aggressively pursue alternative funding sources (private, County, State, and Federal) for implementation of the Recreation Master Plan.		

POLICIES		ACTIONS	
8 Roadways and Land Use			
8.1	New developments will be required to improve intersections on collector and arterial road intersections to maintain not less than Level-of-Service "C" and not increase impacts to existing residential streets to an unacceptable level.	A8.1	Existing subdivision regulations require developments to prepare traffic studies of potential off-site and cumulative impacts to roadway including any existing residential streets as part of the development submittal requirement.
8.2	Traffic analysis for development approval shall be based upon a traffic study in accordance with traffic engineering principles accepted by the Town.	A8.2	Include in the Town's subdivision ordinances that traffic studies include a description of methods to determine traffic impacts both on and off site, where impacts occur to recommend mitigation of the impacts, determine what the level of impact will be after mitigation.
		A8.2a	Require new developments to mitigate off-site and cumulative traffic impacts caused by development. (i.e., intersection and lane improvements)
8.3	The Town will consider the off-site and cumulative traffic impacts to existing residential street based on the existing character and use of the streets rather than strictly by street design capacities.	A8.3	Include in the Town's subdivision ordinances protection of existing residential streets based on the existing traffic volumes rather than strictly by street design capacities

POLICIES		ACTIONS	
9 Airport Land Use			
9.1	The Town and County will work cooperatively to evaluate the "Open" zoning designation for the Yampa Valley Regional Airport and determine the need for additional commercial development associated with the airport through the preparation of an Airport Master Plan	A9.1	The Town will work with the County to eliminate the "Open Zone" designation associated with the Yampa Valley Regional Airport and identify zoning districts consistent with uses described in the Airport Master Plan.
9.2	The Town will work with the FAA to evaluate the scope of services to the Airport provided by the Town and predict any service requirements not being met and the associated cost of providing additional services	A9.2	Prepare an Airport Service Plan in concert with the FAA to define the level of service acceptable to the FAA.

POLICIES		ACTIONS
10 Water and Land Use		
10.1	The Town shall only allow development that can demonstrate a physical water supply adequate to supply all future water demand within the project.	A10.1 Existing subdivision ordinances to require adequate potable water supply and delivery as a condition of approval and that the expense of providing water is supported both short and long term by the revenues to the Town from the proposed development.
10.2	The Town shall only allow development that can demonstrate adequate infrastructure (service lines, water treatment, etc.) to deliver water to new development without negatively impacting existing users within Town.	
10.3	The Town shall only allow development that can demonstrate the proposed development will generate adequate revenues to maintain the water supply infrastructure.	

POLICIES		ACTIONS
11 Wastewater and Land Use		
11.1	The existing permitted capacity for the Town sewage treatment facility shall not be exceeded.	A11.1 Amend the subdivision regulations to require development to predict the short and long term demand for sewage treatment.
11.2	Any new development must demonstrate adequate sewage treatment and sewer line capacity from the proposed development to the sewage treatment plant.	A11.2 Amend the subdivision ordinances to require adequate sewer line capacity and wastewater treatment capacity as a condition of approval.
11.3	The Town shall only allow development that can demonstrate the proposed development will generate adequate revenues to maintain the wastewater infrastructure.	A11.3 Amend the subdivision ordinances to require a fiscal analysis of proposed development that demonstrates that the proposed development will generate adequate revenues to maintain the wastewater infrastructure in both the short and long term.

POLICIES		ACTIONS	
12 Fire and Emergency Services			
12.1	All development in the Town should be within the service area of a West Routt Fire Protection District.	A12.1	Amend the subdivision regulations to require proof that the West Routt Fire protection District can adequately serve the proposed development.
12.2	The Fire District and ambulance service may accept offers of land or from developers in order to meet the above standard.	A12.2	Amend the subdivision regulations to require proposed development to demonstrate that the proposed development will generate adequate revenues to maintain emergency services in both the short and long term.

POLICIES		ACTIONS	
13 School			
13.1	The Town shall work with the School District to plan future school facilities.	A13.1	Amend the Subdivision Regulation to require residential development to include an analysis of impacts to schools as a result of the proposed development.
		A13.2	Amend the Subdivisions Regulations to require development to that the proposed development will generate adequate revenues to maintain school facilities and services in both the short and long term.

POLICIES		ACTIONS	
14 Historic			
14.1	Hayden’s historic buildings and their settings are an important part of the Town’s unique identity and should be restored and preserved.	A14.1	Identify funding opportunities for creating a historic district in Hayden.
14.2	The Town encourages adaptive re-use of historic structures so long as their historic qualities can be preserved.	A14.2	Prepare guidelines for modifications to existing historic structures to maintain the Town’s character.
		A14.3	Establish a historic district.

POLICIES	ACTIONS
15 Ridgelines, Hillides and Geologic Hazards	
15.1 Where hillsides are in private ownership and development rights exist, the Town will reduce the impact of development on steep hillsides through measures such as low-density zoning, clustering or transfer of development rights.	A15.1 Require new development to avoid areas of impact as described in the Routt County Visual Impact Analysis Map.
15.2 Public safety must be preserved by assuring that stability is properly maintained on any development of hillsides and/or slopes and that problem soils are properly mitigated.	A15.2 Amend the Town's subdivision ordinances to require proposed subdivisions shall include a geologic/soils report addressing site-specific conditions.
15.3 The aesthetic qualities of the hillsides shall be preserved by avoiding hillside excavation and requiring that where hillside excavation occurs, cuts are fully reclaimed to a natural appearance through regrading and landscaping, or screening from general view by buildings.	A15.3 Amend the Town's subdivision and zoning ordinances to require that development proposals for ridgelines or mesa tops include an analysis of visual impacts to the existing Town and as viewed from traffic on Highway 40.
15.4 Visual Impacts will be mapped as part of the Community Viz model to give notice of potential development on ridges and hillsides.	
15.5 Buildings on mesa tops shall be set back to avoid hazardous geologic conditions as well as lessen visual impacts – a minimum 100' setback is recommended.	A15.5 Amend the Town's subdivision and zoning ordinances to require a setbacks from ridgelines or mesa tops based on site specific analysis of the project's impacts.

POLICIES		ACTIONS	
16 Floodplains and Drainage			
16.1	The Town recognizes the need to minimize losses, both public and private, from flooding and erosion and the natural and fiscal benefits of preserving natural drainage ways and floodplains to convey floodwaters.	A16.1	Existing Town’s subdivision ordinances require new development to meet existing floodplain regulations.
16.2	The Town’s policy is to discourage any development within active drainage ways and the 100-year floodplain. Exceptions can be made for uses compatible with periodic flooding such as trail systems, golf courses and other public or private uses that will permit the free passage of floodwaters.	A16.2	Requires all proposed development to include a detailed analysis of impacts to drainage and floodplains including adequate mitigation for impacts. If a floodplain study has not been conducted for a drainage that will be impacted by proposed development, (basin wide study of Poplar Street basin south of bridge)
16.3	The Town encourages the preservation of natural washes, streams and rivers, and discourages the channelization of natural drainage ways.		
16.4	In the layout and design of new developments, adequate drainage ways and erosion protection should be provided.		

Town of Hayden, Colorado
**Amendment to the 2005 Town of
Hayden Comprehensive Plan**

Dated: December 13, 2007

SECTION 6 2007 PLAN AMENDMENT

6.1	<i>Introduction</i>	<i>Page 48</i>
6.2	<i>Amendment Process</i>	<i>Page 48</i>
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6.5	<i>Future Land Use Map</i>	<i>Page 51</i>

6 2007 AMENDMENT TO COMPREHENSIVE PLAN

6.1 INTRODUCTION

This amendment to the Town of Hayden Comprehensive Plan as first adopted on April 21, 2005, was initiated to incorporate current thinking regarding land uses in the greater Hayden community. Specific triggers for this effort included committee meetings regarding land use near the Yampa Valley Regional Airport (YVRA) and a proposal to annex lands west of the current Town limits.

This amendment is intended to be approved as Section 6 to the current 2005 Comprehensive Plan. It modifies the range of future land uses in the Hayden area and includes new land use categories and revised land use descriptions. Upon adoption, this new Section 6 will be incorporated into the current Comprehensive Plan and shall be used to provide direction concerning annexation, land uses and infrastructure for properties in the Hayden area.

The amendment to the 2005 Comprehensive Plan was developed using a visual survey of the area, mapping information from the Routt County, a 3 week long open house at the Library and Town Hall where draft versions of the maps were available for review, public meetings in Hayden, and review and a Public Hearing conducted by the Town of Hayden Planning Commission on November 29, 2007. The Hayden Town Board also took final action to approve this Amendment on December 13, 2007.

Thanks are due to the Planning Commission and staff of the Town of Hayden for their thorough review of this proposal. Staff and Commission comments have been incorporated into the final version of this Amendment.

6.2 AMENDMENT PROCESS

A number of factors have combined to create the need for this revision to the future land use map for Hayden at this time. These include:

I. YVRA Land Use

At meetings on March 22, 2007 and July 26, 2007, the Airport Advisory Committee for the Yampa Valley Regional Airport met to address future land use ideas and needs in the area of the airport. Persons serving on the Committee included:

Donna Hellyer	Tom Rogalski
David Ruppel	Tom Sullivan
Diane Mitsch-Bush	Chuck Grobe
Mike Forney	Russ Martin.

The Airport Advisory Committee reviewed alternative land use proposals. Their consensus regarding land use on property on and adjacent to YVRA was then presented to the Hayden Planning Commission for its consideration.

2. Lands West of Hayden

In June of 2007, a business operating in the historic downtown area of Hayden approached the Town regarding annexation of land west of Town for use as an industrial site. The site of the proposed project had no future land use designation and an amendment to the Comprehensive Plan future land use map was needed to consider the request. On August 2, 2007, after a Planning Commission recommendation to proceed, the Town Board agreed to begin the process to revise the Future Land Use Map.

3. Limitations of 2005 mapping

No “overall” map of future land uses was included in the 2005 Comprehensive Plan. The maps in the adopted plan display smaller sections of the community, often with a specific focus such as the historic area, commercial areas or particular residential land use types. Perspective views of future development in Hayden are found in the 2005 plan but no single comprehensive map of all future land uses was created to guide staff or the public.

In June of 2007, staff at Katers & Associates and Community Planning Services created an overall future land use map for Hayden based upon the individual, small scale maps found in the 2005 Comprehensive Plan. Once all land uses shown in the 2005 plan were combined on a single map, gaps in future land use designations both within Hayden and immediately adjacent to the incorporated area of town became apparent.

4. Compliance with Code and Comprehensive Plan

Since adoption of the plan in 2005, the Town had been approached with annexation and development proposals for lands where no future use designation could be inferred from the 2005 Comprehensive Plan maps. Some of these proposals involved land adjacent to the Town limits and largely surrounded by the Town boundary. Both the Town Code and Comprehensive Plan require staff to make a determination that proposals are in compliance with the adopted plan. At times, that determination could not be made using the 2005 smaller-scale maps.

5. Summary

The factors above combined to create the need for a new Future Land Use Map in Hayden, Colorado.

6.3 LAND USE DESIGNATIONS

As efforts to revise the future land use map proceeded, it became apparent that some new land use categories would need to be added to the map. Those categories include airport related land uses; an agricultural designation; school, public, park and open space land uses; estate residential designations; and an industrial land use category. It was felt that

these revisions to the potential future land uses brought a greater level of detail and information to the future land use map.

I. New Future Land Use Designations

The new land use designations on the 2007 map amendment include:

A: Agriculture

This map uses agricultural land to preserve entrances to Hayden and limit growth outside of a definite line. Agricultural designations are used to preserve much of the rural setting of the Hayden community. Little or no development is anticipated on these lands and they would be a very low priority for annexation to the community.

ER: Estate Residential

This designation is used to identify lands where lots at least one acre in size could be built on rural street cross-sections. This designation reflects existing estate-sized parcels at Hidden Springs and nearby property.

I: Industrial

This designation essentially translates to a “heavy industry” type of designation. The rail line at the coal load-out along Routt County Road 37 and the Hayden Station power plant are added as industrial uses.

O/FS: Office/Flex Space

This new designation is used exclusively near YVRA. It is intended to provide the opportunity for generally one-story buildings with a showroom or office in the front and inventory storage or light assembly in the rear of the building. Retail sales and not anticipated in these areas.

CGA: Commercial General Aviation

This designation is intended to support aviation-related uses on or adjacent to the airport property.

AR: Airport Related

A variety of businesses that service aircraft, provide aircraft hanger space, air cargo freight offices and support to passenger services such as car rental agencies and lodging are anticipated in these areas.

S: School

School property including a new school site (S-3) is identified on the Future Land Use map.

P: Public

Publicly owned properties like the wastewater plant, water tank on Hospital Hill, Yampa Valley Regional Airport, yard areas south of Town at County Rd. 53, the cemetery and Routt County Fairgrounds are identified.

PK: Park

Park sites including the Town Park, Dry Creek Park and proposed parks including a large open space/park parcel north of US 40 and south of the Yampa River are identified.

Open Space

The Open Space designation is used along the drainage ways and ditches in the Hayden area. It helps define potential wildlife or trail corridors.

6.4 LAND USE DENSITIES

1. Average densities

Each residential land use category has a range of densities listed below. These ranges are intended to be firm guides for the number of residential units allowed on a parcel of land. For example, a LDR: Low Density Residential project on 10 acres of land could have between 11 and 59 units on the property and match the Comprehensive Plan land use designation.

Average (gross) densities for the various residential land uses are shown below:

ER: Estate Residential	=	no more than 1 unit per acre
LDR: Low Density Residential	=	over 1 and up to 6 units per acre
MDR: Medium Density Residential	=	over 6 and up to 8 units per acre
HDR: High Density Residential	=	over 8 units per acre

2. Mix of residential types

The Town of Hayden specifically encourages a mix of housing types within land use areas. The combination of single-family, duplex and condo or townhome residences on a parcel of land and meeting the gross densities listed above will help develop neighborhoods that support a mix of families, ages and economic situations.

6.5 FUTURE LAND USE MAP

1. Summary

The Future Land Use Map on the following page reflects current consensus on proposed land uses in the Hayden area. The map includes the following highlights:

- a. Business, light industrial, office general aviation and commercial land uses near the Yampa Valley Regional Airport.
- b. Extensive agricultural land use designations which will help preserve the rural environment of Hayden.
- c. Business and industrial uses identified south of town near the Peabody load-out facility and west of Town along U.S. 40.

d. A nearly classic residential density land use pattern where more dense land uses are located near the center of the current town and lower density residential designations are located further south of Town.

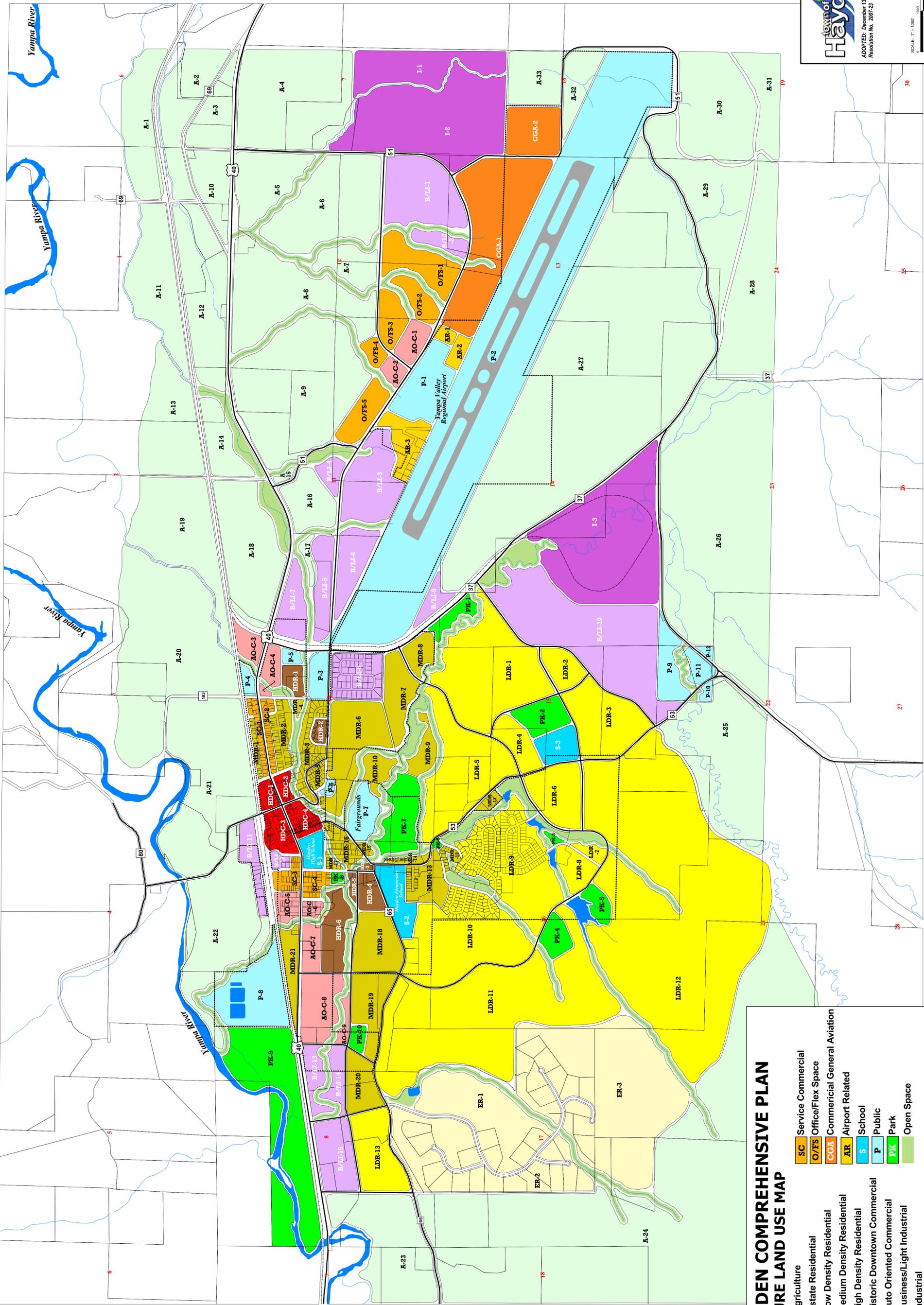
2. Map designations

Each of the future land use areas is labeled on the Future Land Use map. For example, the label A-23 is found at the left side of the map between Routt County Road 65 (Breeze Basin) and the Yampa River. This area is labeled and the acreage of A-23 (101.2 acres) is listed on the table that follows. In the same manner, the acreage of each particular residential or industrial area is listed in the table. For residential and commercial property, those acreages can be used in the future to estimate the amount of development that could occur in Hayden given certain assumptions regarding density and floor area ratios. Those numbers can, in turn, help estimate the amount of park land, public works staff, law enforcement, fire protection, water demand, etc. that the community may face in the future.

A general summary of the proposed land uses on the Future Land Use Plan includes:

4,576.3 acres	Agricultural
2,211.6 acres	Residential (ER, LDR, MDR, HDR)
1,097.0 acres	Business (B/LI, AO-C, SC, HDC, I)
795.8 acres	Airport (P1, P2, CGA, AR)
356.1 acres	Public (S, P3-P12, PK)

The total acreage shown on the Future Land Use map is 9,036.8 acres or 14.12 square miles.



ADOPTED: December 13, 2007
Resolution No. 2007-23

SCALE: 1" = 1000'
0 1000 2000 Feet

NORTH

HAYDEN COMPREHENSIVE PLAN FUTURE LAND USE MAP

A Agriculture	SC Service Commercial
ER Estate Residential	O/FS Office/Flex Space
LDR Low Density Residential	CGA Commercial General Aviation
MDR Medium Density Residential	AR Airport Related
HDR High Density Residential	S School
HDC Historic Downtown Commercial	P Public
AO-C Auto Oriented Commercial	PK Park
B/LI Business/Light Industrial	OS Open Space
I Industrial	

Table 6.1: Future Land Use Map Acreages							
Map Label	Acres		Map Label	Acres		Map Label	Acres
AGRICULTURE			AUTO ORIENTED COMMERCIAL			COMMERCIAL GENERAL AVIATION	
A-1	62.0		AO-C-1	13.0		CGA-1	121.4
A-2	62.6		AO-C-2	6.5		CGA-2	34.0
A-3	34.3		AO-C-3	10.1		Total: CGA	155.4
A-4	144.8		AO-C-4	10.2			
A-5	49.8		AO-C-5	8.8		ESTATE RESIDENTIAL	
A-6	106.4		AO-C-6	4.1		ER-1	89.9
A-7	25.1		AO-C-7	11.5		ER-2	113.3
A-8	108.3		AO-C-8	32.2		ER-3	253.0
A-9	185.8		AO-C-9	4.6		Total: ER	456.2
A-10	33.7		Total: AO-C	101.0			
A-11	75.8		AIRPORT RELATED			HISTORIC DOWNTOWN COMMERCIAL	
A-12	92.8		AR-1	3.7		HDC-1	6.2
A-13	79.8		AR-2	6.3		HDC-2	5.1
A-14	29.5		AR-3	23.6		HDC-3	14.3
A-15	2.0		Total: AR	33.6		HDC-4	11.2
A-16	31.8					Total: HDC	36.8
A-17	5.5		BUSINESS/LIGHT INDUSTRIAL				
A-18	94.4		B/LI-1	63.6		SERVICE COMMERCIAL	
A-19	102.3		B/LI-2	11.3		SC-1	6.5
A-20	222.8		B/LI-3	51.9		SC-2	7.1
A-21	162.9		B/LI-4	8.9		SC-3	8.6
A-22	114.9		B/LI-5	23.6		SC-4	7.7
A-23	101.2		B/LI-6	28.2		Total: SC	29.9
A-24	1006.0		B/LI-7	22.6			
A-25	150.2		B/LI-8	31.3		INDUSTRIAL	
A-26	401.1		B/LI-9	9.9		I-1	57.7
A-27	663.1		B/LI-10	162.7		I-2	153.5
A-28	115.9		B/LI-11	63.5		I-3	178.0
A-29	108.1		B/LI-12	3.6		Total: I	389.2
A-30	101.0		B/LI-13	13.2			
A-31	37.5		B/LI-14	12.2			
A-32	26.8		B/LI-15	33.6			
A-33	38.1		Total: B/LI	540.1			
Total: A	4,576.3						

Map Label	Acres	Map Label	Acres	Map Label	Acres
LOW DENSITY RESIDENTIAL		MEDIUM DENSITY RESIDENTIAL		OFFICE/FLEX SPACE	
LDR-1	116.9	MDR-1	3.4	O/FS-1	33.1
LDR-2	16.5	MDR-2	15.5	O/FS-2	14.0
LDR-3	58.3	MDR-3	18.2	O/FS-3	17.2
LDR-4	19.0	MDR-4	1.3	O/FS-4	6.5
LDR-5	88.5	MDR-5	4.7	O/FS-5	21.1
LDR-6	37.5	MDR-6	55.5	Total: O/FS	91.9
LDR-7	5.0	MDR-7	26.5		
LDR-8	16.3	MDR-8	11.9	PUBLIC	
LDR-9	100.5	MDR-9	11.9	P-1	40.2
LDR-10	111.3	MDR-10	10.8	P-2	566.6
LDR-11	257.8	MDR-11	3.7	P-3	11.4
LDR-12	521.7	MDR-12	3.1	P-4	4.3
LDR-13	43.2	MDR-13	21.8	P-5	3.5
Total: LDR	1392.5	MDR-14	3.2	P-6	2.2
		MDR-15	1.7	P-7	17.6
PARKS		MDR-16	11.3	P-8	56.4
PK-1	9.0	MDR-17	1.8	P-9	21.8
PK-2	19.3	MDR-18	34.3	P-10	2.7
PK-3	1.5	MDR-19	29.5	P-11	8.8
PK-4	12.5	MDR-20	21.8	P-12	1.8
PK-5	9.2	MDR-21	14.9	Total: P	737.3
PK-6	0.9	Total: MDR	306.8		
PK-7	31.2			SCHOOLS	
		HIGH DENSITY RESIDENTIAL		S-1	9.8
PK-8	1.6	HDR-1	7.3	S-2	22.0
PK-9	120.2	HDR-2	4.1	S-3	16.4
PK-10	4.8	HDR-3	0.9	Total: S	48.2
Total: PK	218.3	HDR-4	10.8		
		HDR-5	2.4		
		HDR-6	23.5		
		Total: HDR	49.0		