

GUNNISON COUNTY COMPREHENSIVE PLAN CRESTED BUTTE/GUNNISON CORRIDOR



*Gunnison County Mapping & Planning Services
200 East Virginia Avenue
Gunnison, CO 81230
970.641.7620*

**Adopted by the Gunnison County Planning Commission
October 7, 2005**

Gunnison County Comprehensive Plan Crested Butte / Gunnison Corridor

TABLE OF CONTENTS

Introduction and Background Data	1
Agriculture and Open Space.....	27
Transportation.....	37
Environment.....	48
Recreation and Tourism.....	64
Three Mile Planning.....	80
Housing.....	103
Economic Development.....	115

Appendix A – 2002 Community Survey Results

Appendix B – Economic and Demographic Profile

Appendix C – Focus Group Implementation Matrices

- Agriculture and Open Space
- Transportation
- Environment
- Recreation and Tourism
- Housing
- Economic Development

Appendix D – Focus Group Opinions on Snodgrass Development

Appendix E – Three Mile Planning Area Focus Group - Commercial Development Findings

Appendix F – Additional Data and Policy Resources

- Winter Tourism and Land Development in Gunnison, Colorado
- Land Use Alternatives, Community Viz Model
- Development Impact Analysis: Gunnison-Crested Butte Corridor Plan

CHARTS

<u>Chart #</u>	<u>Title</u>	<u>Page</u>
1	Gunnison County Population Trends & Projections	10
2	Projected Average Annual Growth Rates	10
3	Land Ownership Acreage by Percent	12
4	Land Status of Private Parcels by Percent of Acres	14
5	Land Use of Private Parcels by Percent of Acreage	16
I-1	Gunnison County farm Income by Category	27
II-1	Alpine Express Ski Season Ridership (1998-2003)	43
IV-1	Terrain Breakdown (Mt. Crested Butte)	65
IV-2	Mt. Crested Butte Skier Visit Trend Data	65
VI-1	Average Earnings Per Job by Year (1970-2000)	104
VI-2	Average Earnings Compared to State and Nation (1970-2000)	105
VI-3	Average Earnings by Job (1970-2000)	105
VI-4	Job Growth by Sector (1970-2000)	106
VI-5	Service and Professional Job Growth (1970-2000)	107
VI-6	Cost of Living Differential (2002)	108
VI-7	Single Family Home Sale Prices (1994-2004)	109
VI-8	Multi Family Home Sale Prices (1994-2004)	110
VI-9	# of Sales – Single Family Homes (1994-2004)	111
VI-10	# of Sales – Multi Family Homes (1994-2004)	111

FIGURES

<u>Figure #</u>	<u>Title</u>	<u>Page</u>
1	Gunnison County Land Ownership	13
2	Gunnison County Land Use	15
3	Gunnison County Elevation Profile	18
4	Gunnison County Vegetation Profile	19
5	Gunnison County Three Mile Planning Areas	20
6	Gunnison County 1990 Population Density	21
7	Gunnison County 2000 Population Density	22
8	Gunnison County 2020 Population Density	23
9	Gunnison County Growth Rate Trends (1990-2000)	24
10	Gunnison County Water & Sewer Projections	25
11	Gunnison County Study Area	26
I-1	Gunnison County CDOW Agricultural Lands	30
I-2	Assessed Agricultural Lands	31
I-3	Composite of Agricultural Land Definitions	32
I-4	Relationship between Viewshed and Agricultural Lands	33
I-5	Open Space & Conservation Easements	35
II-1	Transportation Road Conditions	40
II-2	2002 & Projected 2010 Traffic Counts	41
II-3	Forecast Traffic & Maximum Carrying Capacity	42

III-1	Winter Wildlife Areas	50
III-2	Summer Wildlife Areas	51
III-3	Riparian Areas	54
III-4	Slope	55
III-5	Geologic Hazards	56
III-6	Wildfire Hazards	58
III-7	Viewsheds of Hwy 135 & Hwy 50	60
III-8	High Water Table Area	61
IV-1	CDOE Game Management Areas	67
IV-2	Panel Breakdown & Uniform Legend	70
IV-3	Recreation Resources Panel 1 of 3	71
IV-4	Recreation Resources Panel 2 of 3	72
IV-5	Recreation Resources Panel 3 of 3	73
IV-6	Trails Master Plan	74
IV-7	Proposed Crested Butte/Crested Butte South Trail Corridor	75
V-1	City of Gunnison Three Mile Area Land Use	82
V-2	Crested Butte & Mt. Crested Butte Three Mile Area Land Use	83
V-3	City of Gunnison Three Mile Area Geologic Hazards	84
V-4	City of Gunnison Three Mile Area Wildfire Hazard	85
V-5	City of Gunnison Three mile Area Preferred Land use	86
V-6	Environmental Constraints & Sending/Receiving Areas	101

TABLES

<u>Table #</u>	<u>Title</u>	<u>Page</u>
1	Census Data Comparison	7
2	Gunnison County Land Ownership	12
3	Gunnison County Land Use	16
II-1	Means of Transportation to Work	38
II-2	Means of Transportation to Work (Municipal Breakdown)	38
II-3	Place of Work	39
II-4	Travel Time	39
IV-1	Commercial User Days 2002	68
V-1	Summary of Proposed Receiving Area Densities	102
V-2	Summary of Proposed Sending Area Densities	102
VI-1	Single Family Home Sales (1994-2004)	109
VI-2	Multi Family Home Sales (1994-2004)	110

PREFACE

The Crested Butte/Gunnison Corridor Plan (Plan) is a general, conceptual statement of intended land use and environmental practices in the Gunnison to Crested Butte Corridor (Corridor). It is designed as a tool for citizens, County staff and elected officials. The Plan is a “planning” document and not a “regulatory” document.

The Plan provides a foundation for decisions and policies that guide and direct the physical, social, economic and environmental development for the Corridor. The Plan is long-term in nature and will require periodic updating as needs and issues arise in the County in general and the Crested Butte/Gunnison corridor in particular. Therefore, it will be necessary for the Plan to remain flexible and subject to change and modification within the public and political process. In addition, changes to the land use review process suggested by the Plan will need to be approved by the Planning Commission and the Board of County Commissioners.

The plan is divided into seven numbered elements as listed below. Each element was developed by separate citizen focus groups as described later. The plan does not attempt to reconcile conflicting goals between the elements, but rather leaves the outcome of each focus group relatively intact. Thus, the goals of each element will have to be balanced with the goals in other elements as the County implements the plans over time.

- Introduction and Background Data
- Section I - Agriculture and Open Space Element
- Section II - Transportation Element
- Section III - Environmental Issues Element
- Section IV - Recreation and Tourism Element
- Section V - Three Mile Planning Element
- Section VI - Housing Element
- Section VII - Economic Development Element

Appendices of the Plan include:

- A -- Results from the 2002 Community Survey;
- B -- Economic and Demographic Profile
- C -- Focus Group Implementation Matrices
- D -- Focus Group Opinions on Snodgrass Development
- E -- Three Mile Planning Area Focus Group - Commercial Development Findings
- F -- Additional Data and Policy Resources

THE PLANNING PROCESS

Land use planning is generally defined as the process by which members of the community reach decisions and implement policies to define the future of the environment in which they live. Local and regional planning typically includes a combination of interrelated roles and processes that include both the public and private sectors. Through the interplay of these relationships, the planning process forms the basis for decisions, policies, processes and actions traditionally focused on land development in the region.

The term “land use planning”, when used in an appropriately broad sense, includes both physical and social dimensions. The use of land and natural resources may shape and control the aspects of life within the County. Conversely, the social aspects, including regionally significant economic and political processes, shape and control the use of land and natural resources. The Plan attempts to provide both socio-economic and environmental aspects to assist those decisions, as well as clearly defining implementation measures to respond to issues related to the long-term sustainability of the quality life in the Corridor.

LAND USE PLANNING IN COLORADO

Colorado has a strong tradition of local government control with respect to land use planning. Unlike some other states, Colorado does not have a statewide land use plan. Land use planning regulations, like zoning, sign codes and building codes, are, for the most part, locally designated.

The land use regulatory authority of counties emanates from the “police power” of the state. That is, the state delegates this authority to local governments through enabling legislation. The exercise of this police power, be it the enactment of land use controls or decisions enforcing such regulations, must bear a rational relationship to the health, safety, and welfare of the community. This police power must be exercised in a manner consistent with federal and state constitutional rights.

The Colorado Legislature has passed many bills with implications for land use planning and regulation. It has placed the majority of land use responsibility and control at the local (county or municipality) level of government. The following brief discussion is primarily limited to those statutes that address master/comprehensive planning and specific regulatory tools available to counties in Colorado. All of the statutes cited below, unless otherwise noted, are enabling legislation only. This means that these are tools for local governments to use at their prerogative in planning; they are not mandated, funded or enforced by the state.

- Counties are required to prepare and adopt a master plan (often referred to as a comprehensive plan) for the physical development of their jurisdictions (30-28-106). In 2001, legislation was adopted requiring the more populous and faster growing counties to formally adopt their master plans. This legislation also requires that master plans adopted pursuant to this section include a recreation and tourism component. Gunnison County met the legislative threshold based on current growth rates, and a recreation and tourism component is included in this document. This document represents Gunnison County’s first master plan for the Corridor.
- Land use regulations through zoning are available to counties (30-28-111).
- The adoption of subdivision regulations has also been required of counties since 1972 (30-28-133).

- In 2001, broad impact fee authority was granted to counties, enabling them to better control growth, and permitting that, to the extent practical, certain costs of growth will be paid by new development (29-20-104.5).
- The Local Government Land Use Control Enabling Act (29-20-101, from HB74-1034) granted counties broad authority to plan for and regulate the use of land, with no restrictions, conditions, or procedures prescribed for local governments. According to statute, each local government within its respective jurisdiction has the authority to plan for and regulate the use of land by:
 1. Regulating development and activities in hazardous areas;
 2. Protecting lands from activities which would cause immediate or foreseeable material danger to significant wildlife habitat and would endanger a wildlife species;
 3. Preserving areas of historical or archaeological importance;
 4. Regulating the establishment of roads, and public lands administered by the federal government; this includes authority to prohibit, set conditions for, or require a permit for the establishment of any road authorized under the general right-of-way granted to the public, but not for the establishment of any road authorized for mining claim purposes or under any specific permit or lease granted by the federal government;
 5. Regulating the location of activities and developments which may result in significant changes in population density;
 6. Providing for phased development of services and facilities;
 7. Regulating land use on the basis of the impact thereof on the community or surrounding areas;
 8. Otherwise planning for and regulating the use of land so as to provide planned and orderly use of land and protection of the environment in a manner consistent with constitutional rights.

RELATIONSHIP TO EXISTING REGULATIONS

The Plan is considered as one source of comprehensive planning, and is generally held to be advisory only, and not the equivalent of zoning, nor binding on the zoning discretion or land use authority of the legislative body. In general terms, a master or comprehensive plan is a guide, or a compass to direct land use and future refinement of zoning or the existing land use regulations. Considered alone, a master plan is merely a general policy directive, and, if revisions are not made to the applicable land use regulations, it does not affect legally protected interests or property owners.

APPROVAL OF THE PLAN

The statutory scheme in Colorado does not mandate the adoption of a comprehensive plan by the Board of County Commissioners (Board), but rather by an appointed Planning Commission. Actual code changes that would implement the plan are recommended by the Planning Commission and formally adopted through resolution by the Board. Both the deliberations and approval of the Plan and any changes to existing land use regulations must occur within formal public hearings consistent with State statutes governing the public review and approval process of land use regulations.

PROCESS

The process began in the summer of 2002 with a Community Survey that is discussed in detail below, and the complete results are summarized in Appendix A. Staff produced large-format display posters and public kick-off meetings were held in Gunnison and Crested Butte in September and October of 2002. The meetings were held to allow the community to comment and discuss the survey results and solicit volunteers to guide the process.

Attendees of the meetings were asked to volunteer to serve on one of the seven (7) focus groups addressing specific elements included in this document. The Board made the final appointments based on wide geographic representation and political balance to ensure that the outcome of the process would reflect the desires of the community. Over 120 volunteers were involved directly in the development of the Plan and met for nearly a year to develop each section. The entire community owes a great deal of appreciation for the work of these groups. All the focus groups met together twice during the process; once to give progress reports when the plan was 50% complete, and secondly when a preliminary draft was released to make final comments regarding work by other groups and to discuss alternative land use scenarios.

In 2004, Staff assembled a large set of demographic and environmental data to create various land use scenarios. Utilizing Community Viz software, staff generated a model that calculates how well land use scenarios meet the preferences from the Community Survey. In addition, a Cost of Community Services Study was conducted by the Rural Planning Institute in Durango, Colorado for a high, a medium, and a low concentration of development near existing towns. The results of these efforts are available in the Gunnison County Long Range Planning office.

Starting in February of 2005, the Gunnison County Planning Commission met with each Focus Group and took public comment on each element of the plan. The final draft version was finished in September of 2005 and the Planning Commission adopted the document on October 7th of 2005.

DESCRIPTION OF SURVEY METHODOLOGY AND FINDINGS

The County sponsored a community survey to gauge a wide range of opinions from citizens of Gunnison County. The survey was distributed to a 50% random sample of all households in the County, including all municipalities. In addition, a 50% sample of out-of-state property owners was also included within the sample. Of the 4,763 surveys mailed, 1,847 were returned, representing a return rate of nearly 40%. For comparative purposes, a typical response rate for a mail-out survey response rate is typically between 10 and 15%.

The purpose of a community-based survey in support of master planning is very different in terms of intent and content when compared to traditional surveys associated with public opinion or census efforts. The survey distributed for the Crested Butte/Gunnison Corridor Plan process was but one means of public input.

A primary purpose of the survey was to introduce, encourage and foster discussion concerning issues facing the Gunnison/Crested Butte Corridor. Only simple, descriptive statistics were used to summarize the findings of the survey.

The survey was drafted and reviewed by the following entities and project participants:

- Gunnison County Planning Commission



- ▣ Gunnison County Board of County Commissioners
- ▣ The Sonoran Institute (Ben Alexander)
- ▣ Western State College (Dr. Dan Howard, Sociology Department)
- ▣ California State Polytechnic University Urban and Regional Planning Department
- ▣ County Employees (40 total pre-tested the survey)
- ▣ Gunnison, Crested Butte, Mt. Crested Butte and Gunnison County Planners

SURVEY RESULTS

The survey instrument and graphic representations (histograms) of the survey results are contained within Appendix A. A summary of key findings are presented below:

- ▣ The County is blessed with a very educated population, with nearly 50% of residents with a college degree, far surpassing state and national averages;
- ▣ Nearly 30% of respondents considered themselves under-employed, which suggests a significant gap between the skills and education of the workforce and the current job market;
- ▣ Over 20% of respondents considered their personal situation as “economically insecure”, further supporting the need for viable economic diversification and development efforts;
- ▣ Over 40% of respondents felt that regulations should be changed to “direct” growth in the East River Valley;
- ▣ Over 40% of respondents felt that development should be clustered near existing towns and over 60% felt that future development should be designed to avoid environmental constraints;
- ▣ Over 40% of respondents felt that historic and state-generated projected growth is “too fast, too much” and over 35% felt it was “just right”, and less than 15% felt it was “too slow, not enough.”
- ▣ When asked what future development should provide within proposals, over 60% said “public access to public lands”, 60% said “open space, over 50% said “affordable housing”, and nearly 50% said “trails”;
- ▣ The highest components that residents valued include “scenery”, “clean air”, “open space”, “rural lifestyle”, “vistas and view sheds”;
- ▣ When asked what the community values most in Gunnison County, the predominant values included “rural lifestyle”, “recreation” and “vistas and viewsheds”. The business climate was pointed out as predominant weakness in the local economy;
- ▣ When asked to rate issues in terms of importance to the community, the issues that rose to the top included “environment/opens space”, economic diversity”, “develop a master plan” and “affordable housing”.
- ▣ When asked to rate the relative importance of criteria to determine the location and densities of future land uses, the most important were “wildlife impacts”, “scenic viewsheds”, “water and sewer service”, and “environmental constraints.”

COUNTY SNAPSHOT

The entire plan integrates a great deal of existing and projected environmental, social and economic data (both numerical and geographic) which are included within this section and through-out the document. Detailed census and economic data can be found in Appendix B.

Table 1 summarizes basic demographic data based on the 2000 Census, comparing Gunnison County to the State of Colorado. Some very basic observations based on this comparative approach include the following:

- Persons below the poverty level was nearly 6% higher than the State of Colorado;
- Median value of owner-occupied housing is higher than either the State or the country as a whole;
- The population percent change from 1990 to 2000 in the County was nearly three times the national average, and 5% above the state of Colorado. Although the pace of growth slowed during the period of 2000 – 2002, early building permit data for the spring of 2004, the sale of the ski area and the subsequent speculative real estate market suggests that the growth rate may be accelerating;
- Gunnison County has a relative young demographic profile, with persons over 65 significantly lower than either the State or the nation;
- The percentage of high school graduates and those with bachelor degrees is significantly higher than the State;
- Homeownership rates are below State levels, pointing to the gap between wages and housing costs; and
- Median values of owner-occupied housing units are above State levels, while median household and per capita income lag behind.

Table 1
Census Data Comparison

Data Set	Colorado Comparison	
	Gunnison County	Colorado
People QuickFacts		
Population, 2002 estimate	14,148	4,506,542 ²
Population, percent change, April 1, 2000 to July 1, 2002	1.4%	4.8%
Population, 2000	13,956	4,301,261
Population, percent change, 1990 to 2000	35.9%	30.6%
Persons under 5 years old, percent, 2000	4.6%	6.9%
Persons under 18 years old, percent, 2000	17.9%	25.6%
Persons 65 years old and over, percent, 2000	6.9%	9.7%
Female persons, percent, 2000	45.8%	49.6%
White persons, percent, 2000 (a)	95.1%	82.8%
Black or African American persons, percent, 2000 (a)	0.5%	3.8%
American Indian and Alaska Native persons, percent, 2000 (a)	0.7%	1.0%
Asian persons, percent, 2000 (a)	0.5%	2.2%
Native Hawaiian and Other Pacific Islander, percent, 2000 (a)	Z	0.1%
Persons reporting some other race, percent, 2000 (a)	1.4%	7.2%
Persons reporting two or more races, percent, 2000	1.7%	2.8%
Persons of Hispanic or Latino origin, percent, 2000 (b)	5.0%	17.1%
White persons, not of Hispanic/Latino origin, percent, 2000	92.3%	74.5%
Living in same house in 1995 and 2000 ¹ , pct age 5+, 2000	36.8%	44.1%
Foreign born persons, percent, 2000	2.9%	8.6%
Language other than English spoken at home, pct age 5+, 2000	6.6%	15.1%
High school graduates, percent of persons age 25+, 2000	94.1%	86.9%
Bachelor's degree or higher, pct of persons age 25+, 2000	43.6%	32.7%
Persons with a disability, age 5+, 2000	1,297	638,654
Mean travel time to work (minutes), workers age 16+, 2000	15.9	24.3
Housing units, 2002	9,682	1,929,092
Homeownership rate, 2000	58.3%	67.3%
Housing units in multi-unit structures, percent, 2000	26.6%	25.7%
Median value of owner-occupied housing units, 2000	\$189,400	\$166,600

 Households, 2000	5,649	1,658,238
 Persons per household, 2000	2.30	2.53
 Median household income, 1999	\$36,916	\$47,203
 Per capita money income, 1999	\$21,407	\$24,049
 Persons below poverty, percent, 1999	15.0%	9.3%

Business QuickFacts

	Gunnison County	Colorado
 Private nonfarm establishments with paid employees, 2001	885	139,225
 Private nonfarm employment, 2001	7,077	1,986,570
 Private nonfarm employment, percent change 2000-2001	1.0%	3.8%
 Nonemployer establishments, 2000	1,755	333,364
 Manufacturers shipments, 1997 (\$1000)	NA	40,012,820
 Retail sales, 1997 (\$1000)	135,572	40,536,034
 Retail sales per capita, 1997	\$11,054	\$10,417
 Minority-owned firms, percent of total, 1997	8.9%	9.0%
 Women-owned firms, percent of total, 1997	22.6%	28.0%
 Housing units authorized by building permits, 2002	200	47,871 ¹
 Federal funds and grants, 2002 (\$1000)	89,478	26,229,424

Geography QuickFacts

	Gunnison County	Colorado
 Land area, 2000 (square miles)	3,239	103,718
 Persons per square mile, 2000	4.3	41.5
 Metropolitan Area	None	
 FIPS Code	051	08

1: Colorado state total includes Broomfield County, not shown separately.

2: Colorado state total includes Broomfield County (2002 population estimate of 40,823) established in November 2001 from parts of the following four counties: Adams, Boulder, Jefferson, and Weld.

(a) Includes persons reporting only one race.

(b) Hispanics may be of any race, so also are included in applicable race categories.

FN: Footnote on this item for this area in place of data

NA: Not available

D: Suppressed to avoid disclosure of confidential information

X: Not applicable

S: Suppressed; does not meet publication standards

Z: Value greater than zero but less than half unit of measure shown

F: Fewer than 100 firms

Last Revised: Wednesday, 26-May-2004 13:23:1

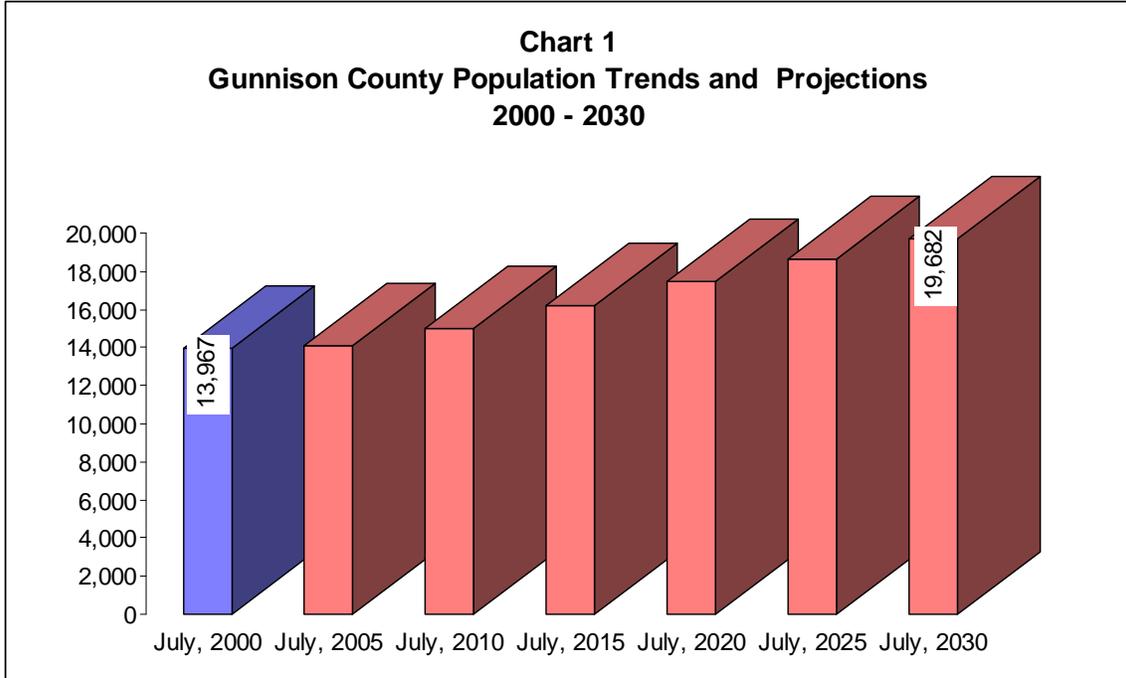


POPULATION PROJECTIONS AND GROWTH TRENDS

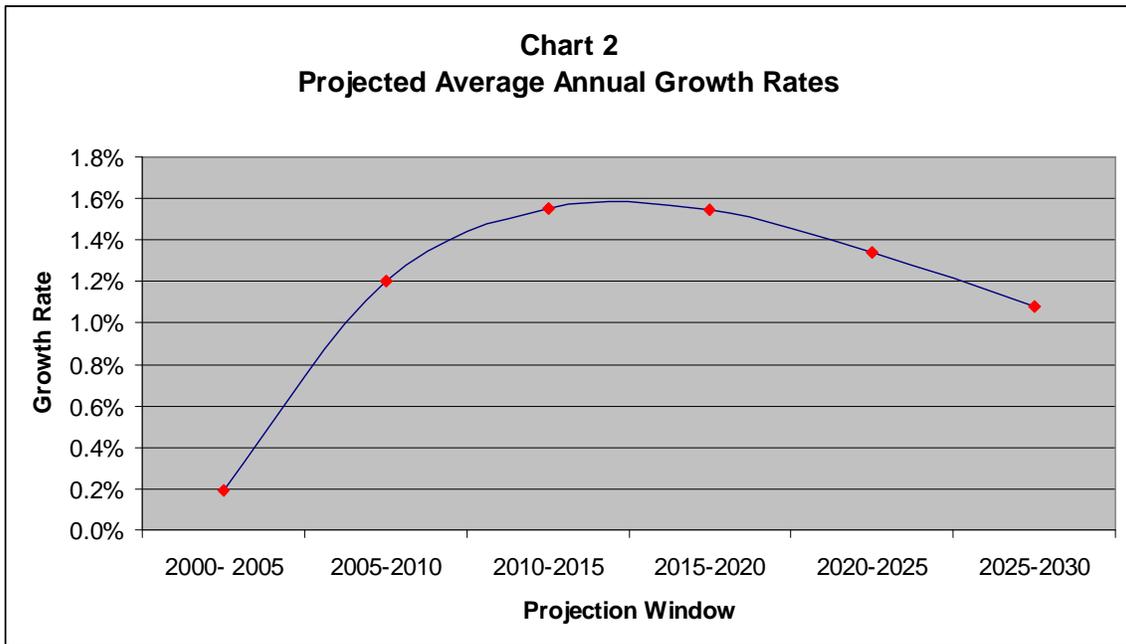
State and County population projections have been produced by the State Demographer which uses an economic demographic projection system which models the relationship between demographic and economic change at the county, region and state level. The procedures can be summarized as follows: the supply of labor is projected in two steps. A cohort-component model survives the resident population forward in time, based on a specified fertility and mortality assumptions. Assumed age-specific labor force participation rates are then applied to this population to create the indigenous supply of labor. The demand for labor is projected by an econometric model, which relates the region's industrial structure to demand for that sector's output at the state and national level. Where demand for labor exceeds supply, equilibrium is restored by migrating people into a region. Where the supply exceeds demand, out-migration is assumed to occur. Thus, the amount of migration to or from a given region is determined by projected labor supply and demand at each period.

These projections are based on an economic forecast completed in May, 2003. Given the on-going (albeit slow) economic recovery in Colorado and the new stronger economic long-term forecast for the Nation, these resulting population forecasts (2030) are somewhat higher than previous forecasts. The results are shown on Chart 1, and the corresponding growth rate projections are shown on Chart 2.

The most telling aspect of the state-generated projections is the deviation of growth rates over time. Several assumptions are important to understanding how the model is portraying the future for the County. First, the state is assuming a significant state-wide economic rebound from the moderate recession following September 11, 2001. In addition, as the economy rebounds, in-migration will respond to the improved job market. As these jobs are filled, in-migration slows, and the employment ages. Secondly, the state is projecting that a great deal of the growth in the 2015 – 2030 timeframe will be retirees and second-home growth, as opposed to in-migration for employment opportunities. The state provides updated growth rate projections on an annual basis.



Source: Colorado State Demographer's Office, 2004.



Source: Colorado State Demographer's Office, 2004.



BACKGROUND MAPPING

Planning staff has also collected a wide variety of geographic and spatial data appropriate for a complete understanding of the physical and environmental attributes of County. Secondly it provides the basis for modeling the implications of future land use alternatives.

Existing Ownership Patterns – Existing ownership patterns (also referred to as a “Land Status Map”) are shown on Figure 1. Nearly 83% of the County is owned and managed by public entities, including the United States Forest Service, the Bureau of Land Management, National Park Service, Bureau of Reclamation, State of Colorado and conservation agencies. All areas shown on Figure 1 in grey represent private property. This has important implications for the future development of the County.

First, a large majority of private lands are located in the valley floor, which could create a scenario where future development will be highly visible, could impact or eliminate agricultural uses and, if not done carefully, has a high potential for sprawl development simply because of geography. Secondly, the County must continue to coordinate land use and management policies with and between the County and federal and state agencies. A tabular summary is shown on Table 2 and is graphically depicted on Chart 3.

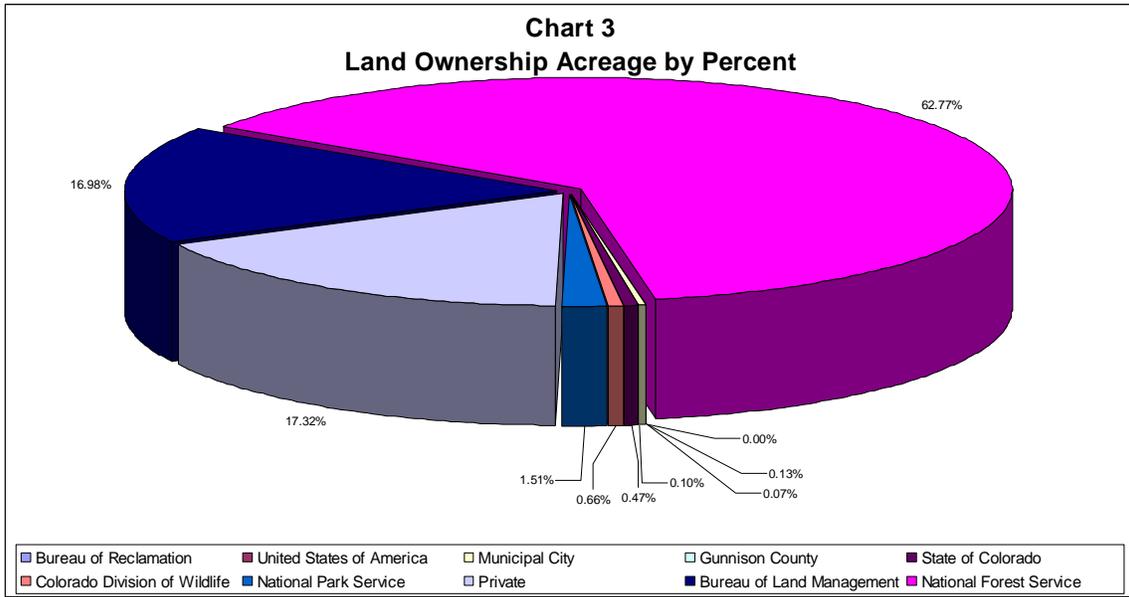
Private property is further broken down by land status by the percent of acreage on Chart 4. As shown, private land in the County is relatively undeveloped. Nearly 82% of private lands have no significant improvements.

**Table 2
Gunnison County Land Ownership**

Land Ownership	Acres	% of Acres
Bureau of Reclamation	19	0.001%
United States of America	2,725	0.131%
Municipal City	1,449	0.103%
Gunnison County	2,139	0.103%
State of Colorado	9,712	0.466%
Colorado Division of Wildlife	13,667	0.655%
National Park Service	31,451	1.508%
Private	361,171	17.317%
Developed	26,889	1.289%
Undeveloped	295,452	14.166%
Easements	33,121	1.588%
Incorporated	5,709	0.274%
Bureau of Land Management	354,191	16.982%
National Forest Service	1,309,178	62.769%
Total	2,085,702	100.0%

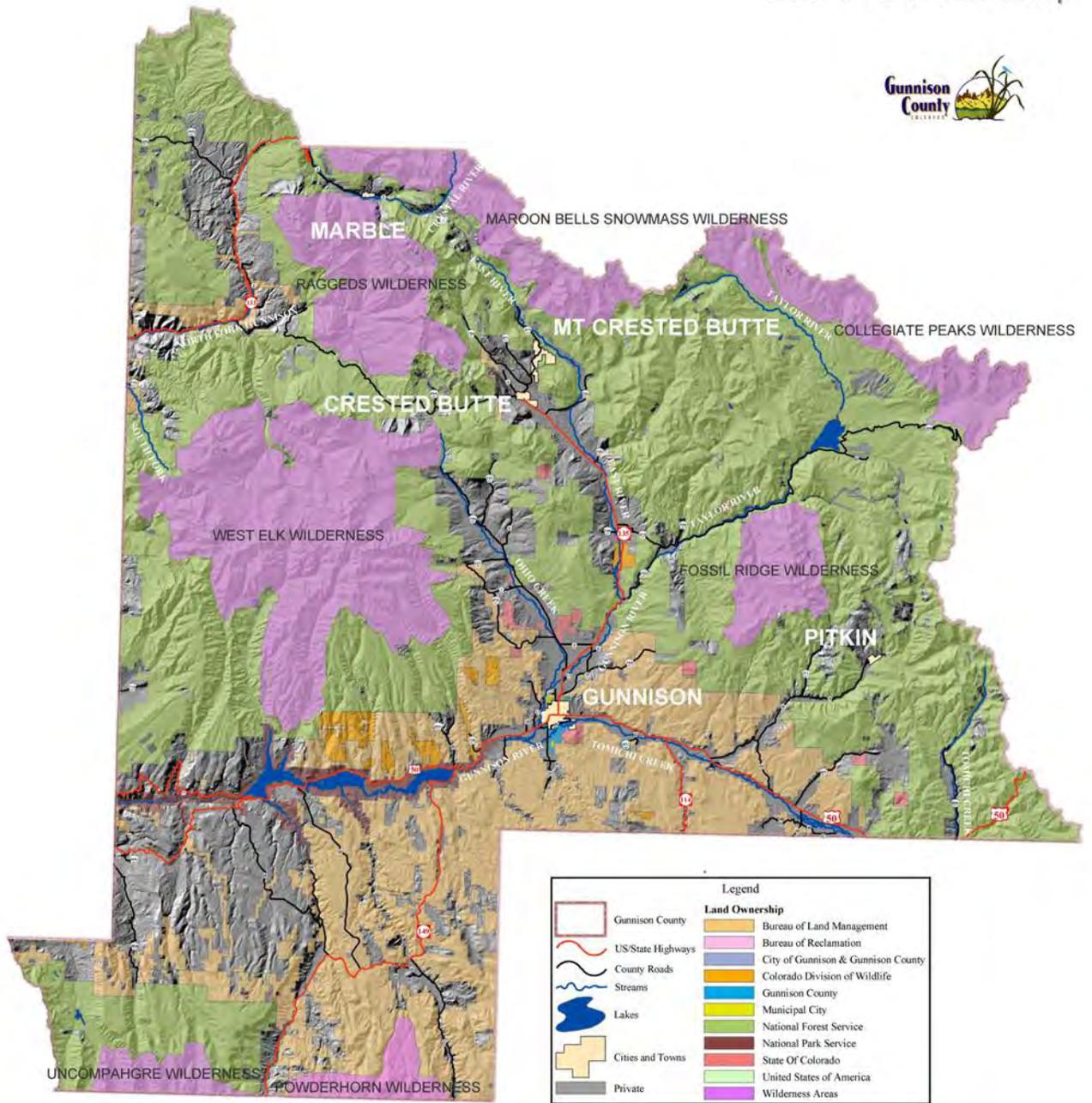
Source: Gunnison County Long Range Planning and GIS, 2004.





Source: *Gunnison County Long Range Planning and GIS, 2004*

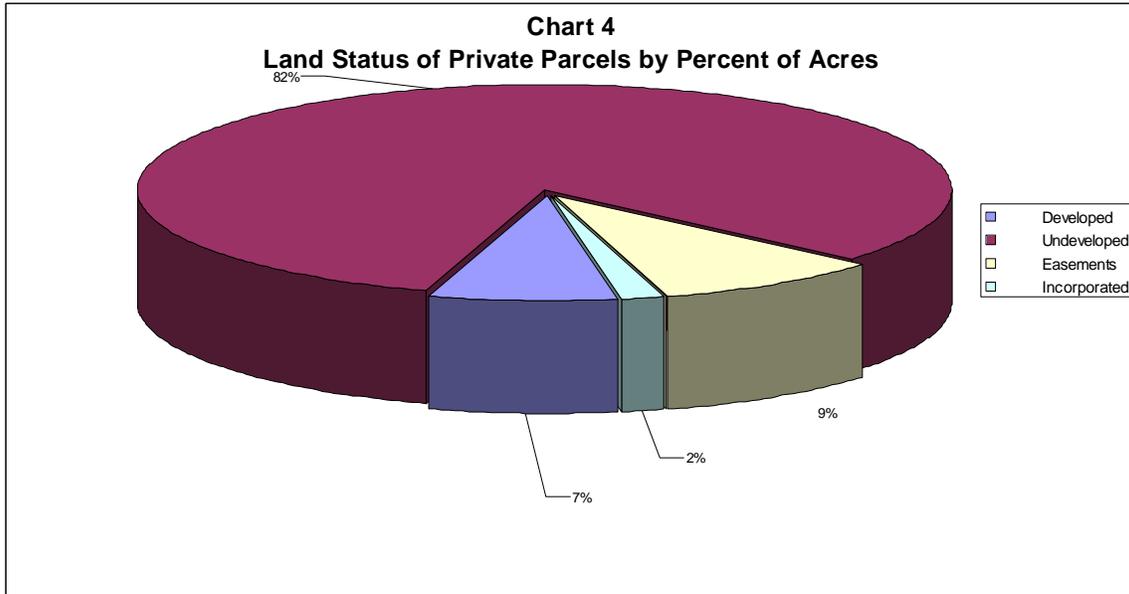
Figure 1
Gunnison County
Land Ownership



Map Produced by Gunnison County GIS
970.641.7620
August 25, 2003
File: N:\Master_Plant\Background_Mapping\Land_Ownership.mxd

Data Source: Gunnison County GIS Database, 2003.





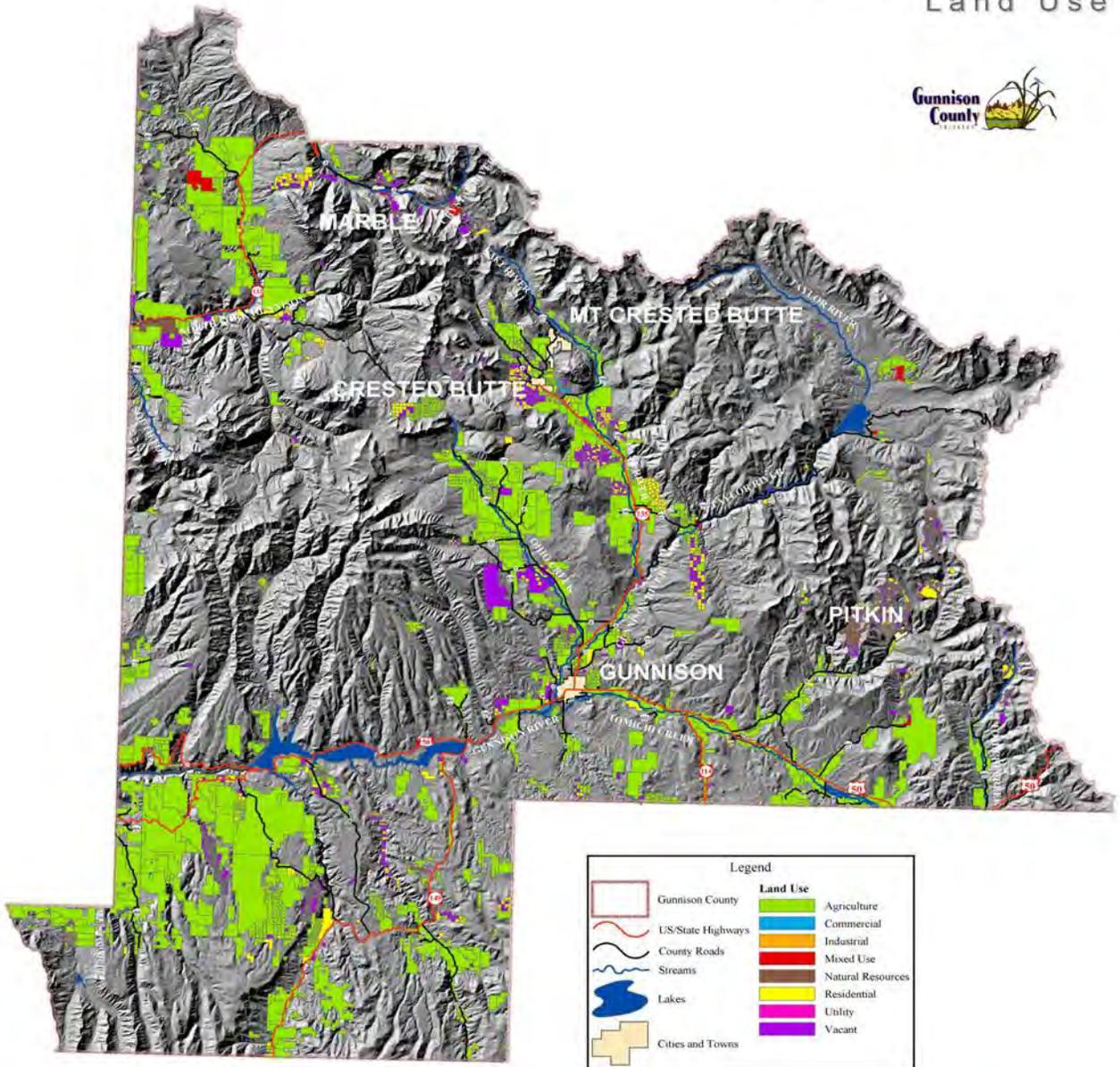
Source: Gunnison County Long Range Planning and GIS, 2004.

Existing Land Use - Figure 2 graphically portrays the existing land uses patterns in unincorporated Gunnison County, excluding federal lands. This map is somewhat deceiving due to the methodology used by County to determine land use. Figure 2 depicts a significant amount of lands classified as agricultural, however many of these parcels are not lands that generate significant income primarily associated with agricultural uses, and in a real sense are used for large-lot residential uses. With that said, the long-standing agricultural heritage of Gunnison County is still evident along the State Highway 50 corridor, the State Highway 135 corridor, Ohio Creek and areas south of Blue Mesa Reservoir. A tabular summary is shown on Table 3. Chart 5 depicts the percent by acreage of private lands (public lands excluded). As shown, 77% of private lands are considered to be in agricultural production.

Topographic Profile – A topographic profile is shown Figure 3. Elevation ranges are dramatic in Gunnison County, ranging from 5,880 (Somerset area) feet to 14,285 feet (Castle Peak at the Gunnison/Pitkin County border).

Vegetation Profile – The wide variety of ecosystems in the County are graphically depicted in Figure 4. The County includes semi desert shrub lands, pinion juniper woodland, sagebrush shrub land, ponderosa pine forest, Douglas fir forest, aspen forest, lodge pole pine forest, limber-bristlecone pine woodland and sub alpine Engelmann spruce forest.

Figure 2
Gunnison County
Land Use



Map Produced by Gunnison County GIS
970.641.7620
August 25, 2003
File: N:\Master_Plan_Background_Mapping\Land_Use.mxd

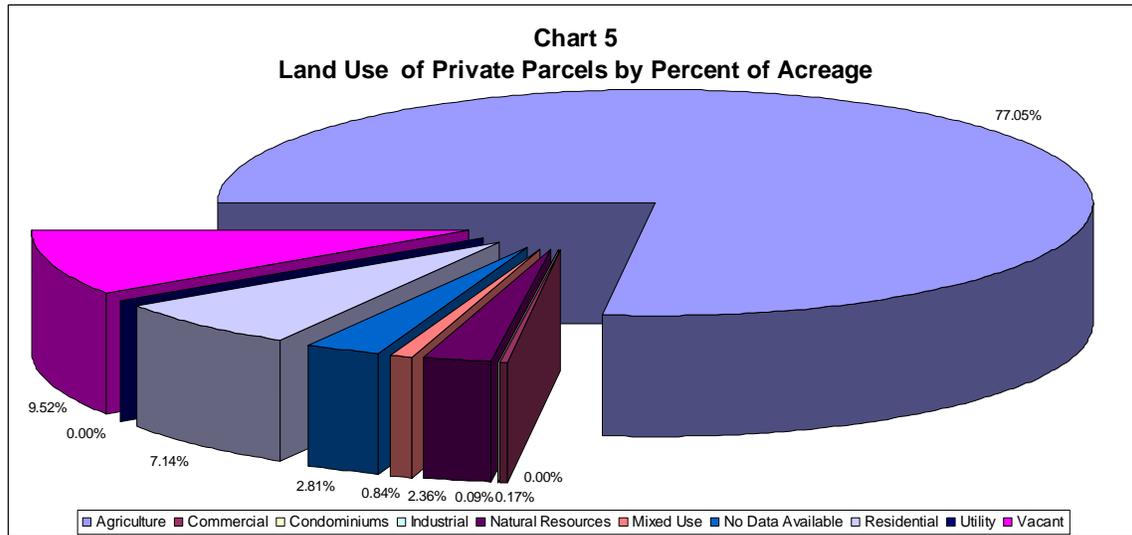
Data Source: The definition of "Land Use" is based on a methodology used by the Gunnison County Assessors Office, 2003.



**Table 3
Gunnison County Land Use**

Land Use	# of Parcels	% of Parcels	Acres	% of Acres
Agriculture	1,645	9.67%	289,236	13.87%
Commercial	308	1.81%	640	0.03%
Condominiums	2,281	13.41%	352	0.02%
Public (Non-Private/Profit)	841	4.94%	1,710,320	82.00%
Industrial	16	0.09%	9	0.00%
Natural Resources	364	2.14%	8,871	0.43%
Mixed Use	176	1.03%	3,157	0.15%
No Data Available	636	3.74%	10,560	0.51%
Residential	5,513	32.40%	26,797	1.28%
Utility	8	0.06%	17	0.00%
Vacant	5,226	30.72%	35,743	1.71%
Total	17,014	100.0%	2,085,702	100.0%

Source: Gunnison County Long Range Planning and GIS, 2004.



Source: Gunnison County Long Range Planning and GIS, 2004.

Three Mile Planning Areas – An issue that dominated discussion among several Focus Groups was the future development within the three mile planning areas, which are shown on Figure 5. These areas are somewhat of a public policy anomaly because the county has jurisdiction over these areas, but municipalities have the ability to develop three mile plans which are advisory only. Gunnison County has adopted an Intergovernmental Agreement (IGA) with the City of Gunnison to support the adoption of the city’s land use goals, but the County has not adopted IGA’s with either Crested Butte or Mt. Crested Butte. For clarification, although Crested Butte and Mt. Crested Butte’s three mile planning areas overlap, state statute defined the border as half way between the two jurisdictions.



Status Quo Future Build-Out – In response to request from members of the public and the Planning Commission, long range planning staff developed an approach to define what the county might look like spatially if past land use policies and trends continued into the future. Staff began with population density data derived for the 1990 U.S. Census, the results of which are graphically depicted on Figure 6. As shown, the development patterns at that time were held relatively tight to the existing jurisdictions, with relatively low-density patterns on the valley floors.

Next, staff developed a density map for 2000 based on census data, which are shown on Figure 7. Increased densities occurred within the three mile planning areas, Crested Butte South and the Marble area. The State Highway 135 and 50 corridors were left relatively unchanged. Staff next undertook a linear extrapolation effort to arrive at 2020 status quo build out. The methodology was based on the following factors:

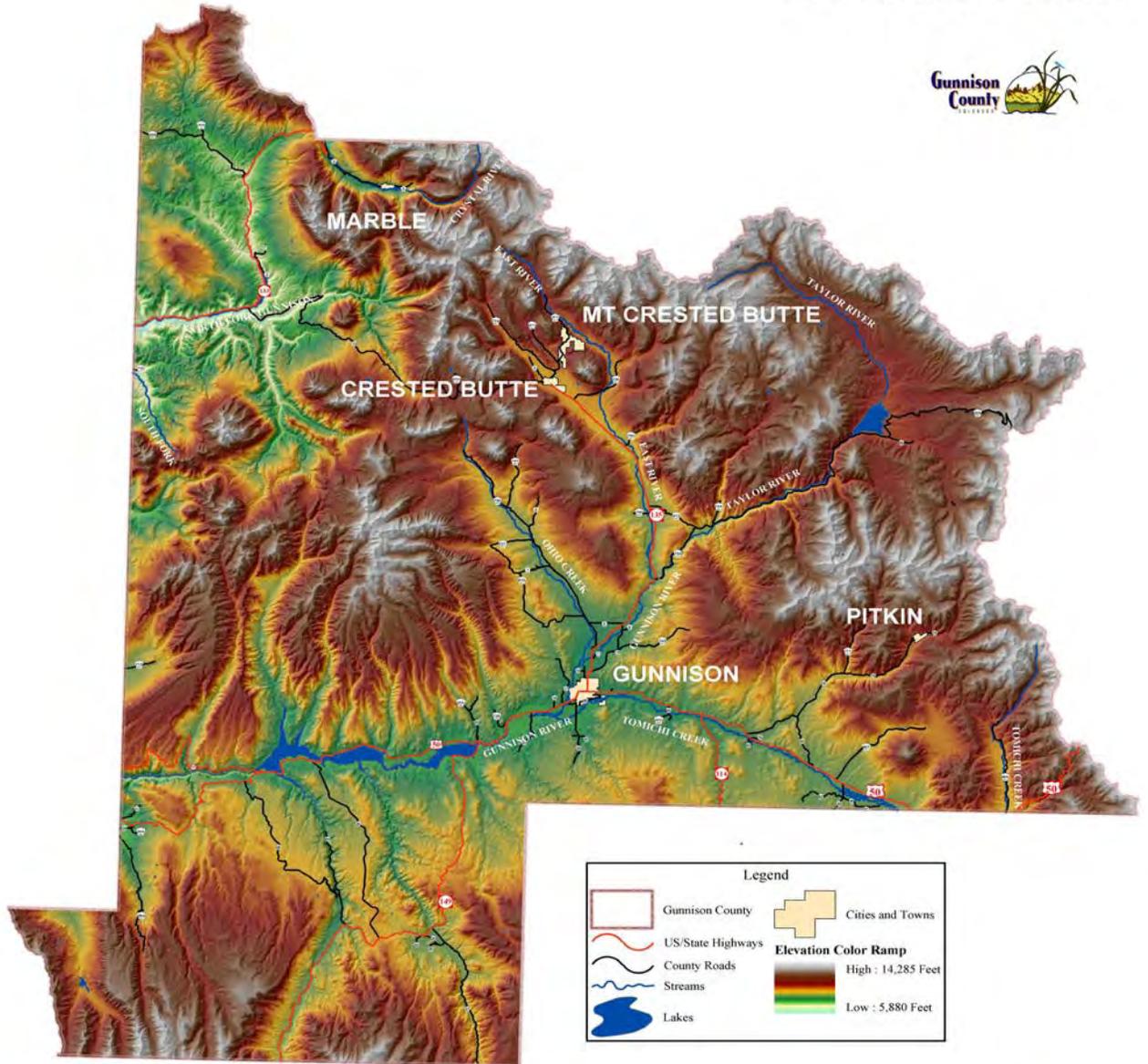
1. Grouping future population growth in areas with similar densities;
2. Controlling for areas with slopes over 30%, within the 100 year floodplain, and with significant natural hazards (geology, avalanche, etc);
3. Channeling growth into areas with significant growth potential, access to existing road networks, and a high level of desirability based on prior development trends;
4. 2020 population projections were based on projections from the Colorado State Demographer's Office.

The results of this effort are shown on Figure 8. The projections indicate that a status quo scenario would include further expansion of Gunnison up the 135 corridor, continued low-density sprawl development in areas far from existing services, and the build out of existing low-density subdivisions north and northwest of Crested Butte. The growth rates used in the projection included both 1990 and 2000 data, which are shown on Figure 9. As shown, growth rates dropped dramatically during the period of 1999- 2000 when compared to the period of 1990 – 2000.

Existing Water and Sewer Capacities – Consistent with state statute, staff assembled data regarding the ability of existing water and sewer services to handle future growth under different land use scenarios. Current and future capacities of these services are shown on Figure 10. With very few exceptions, existing water and sewer capacity is available to accommodate expected growth within a 20 year planning horizon.

Crested Butte to Gunnison Corridor Study Area - Based on direction from the Board of County Commissioners, the initial study area under this plan is shown on Figure 11, which represents the area between Gunnison and Gothic based on USGS Quadrangle mapping. This area was chosen because it currently represents that area most likely to see the majority of growth under the 5 to 10 year horizon of the plan, and currently accounts for over 90% of the county's existing population.

Figure 3
Gunnison County
Elevation Profile

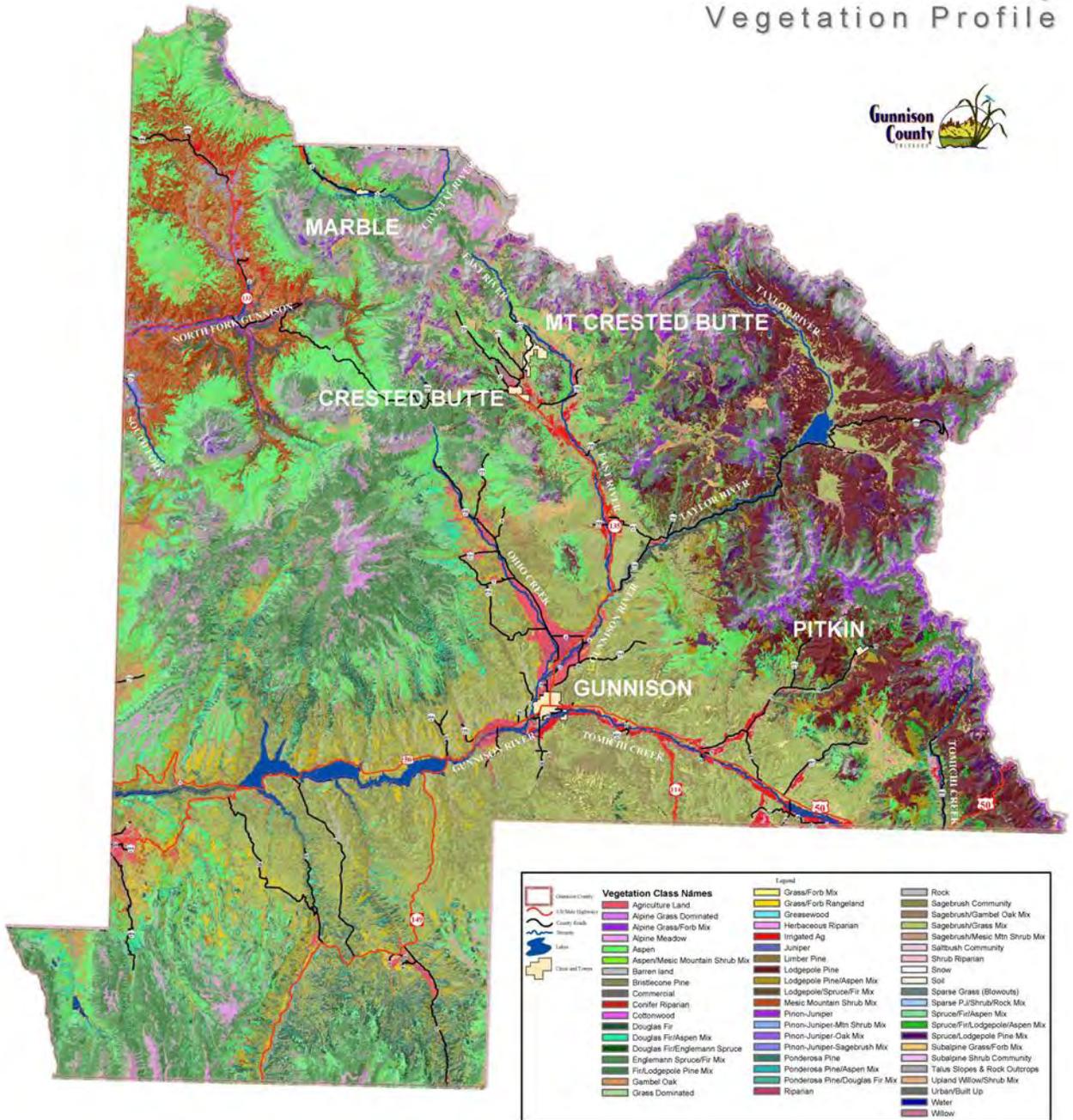


Map Produced by Gunnison County GIS
970.641.7620
August 23, 2003
File: N:\Master_Plan\Background_Mapping\Elevation.mxd

Data Source: The Elevation profile was produced by merging 7.5 minute U.S.G.S. Digital Elevation Model (DEM) quadrangles into a seamless county coverage.



Figure 4
Gunnison County
Vegetation Profile

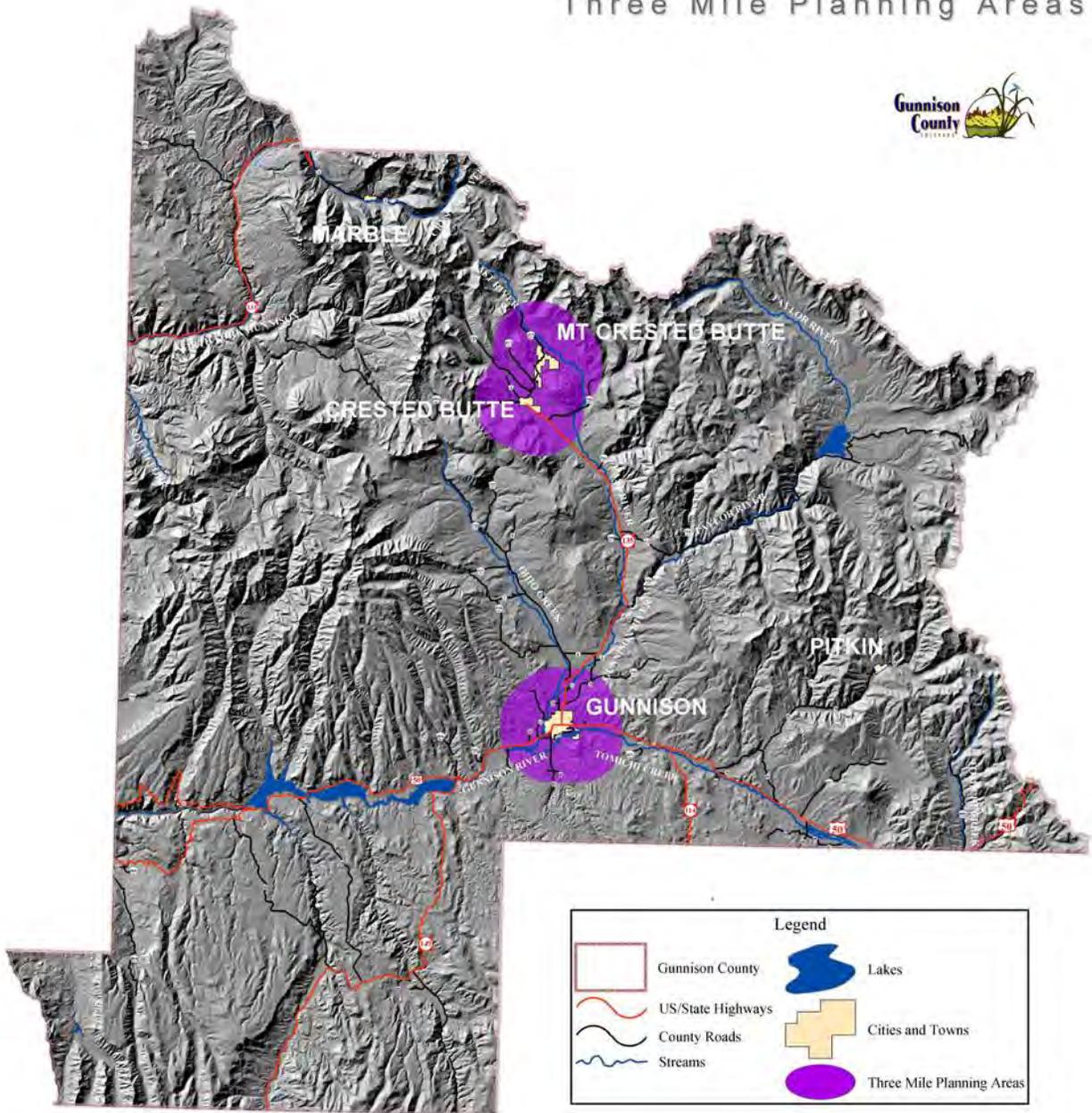


Map Produced by Gunnison County GIS
970.641.7620
August 25, 2003
File: N:\Master_Plan\Background_Mapping\Vegetation.mxd

Data Source: Colorado Division of Wildlife (CDOW), 2002.



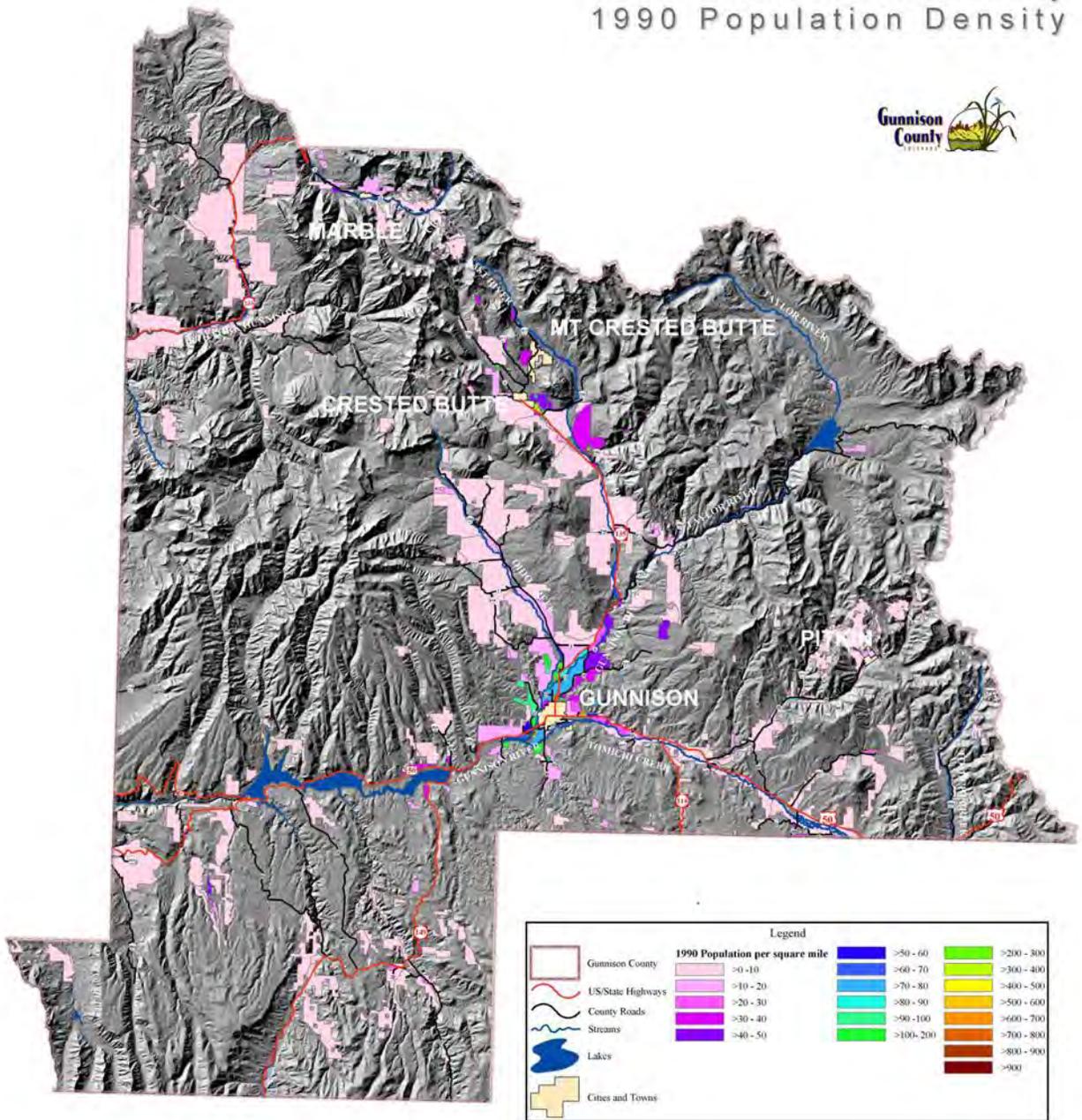
Figure 5
Gunnison County
Three Mile Planning Areas



Map Produced by Gunnison County GIS
970.641.7620
August 26, 2003
File: N:\Master_Plan\Background_Mapping\Three_Mile_Areas.mxd



Figure 6
Gunnison County
1990 Population Density

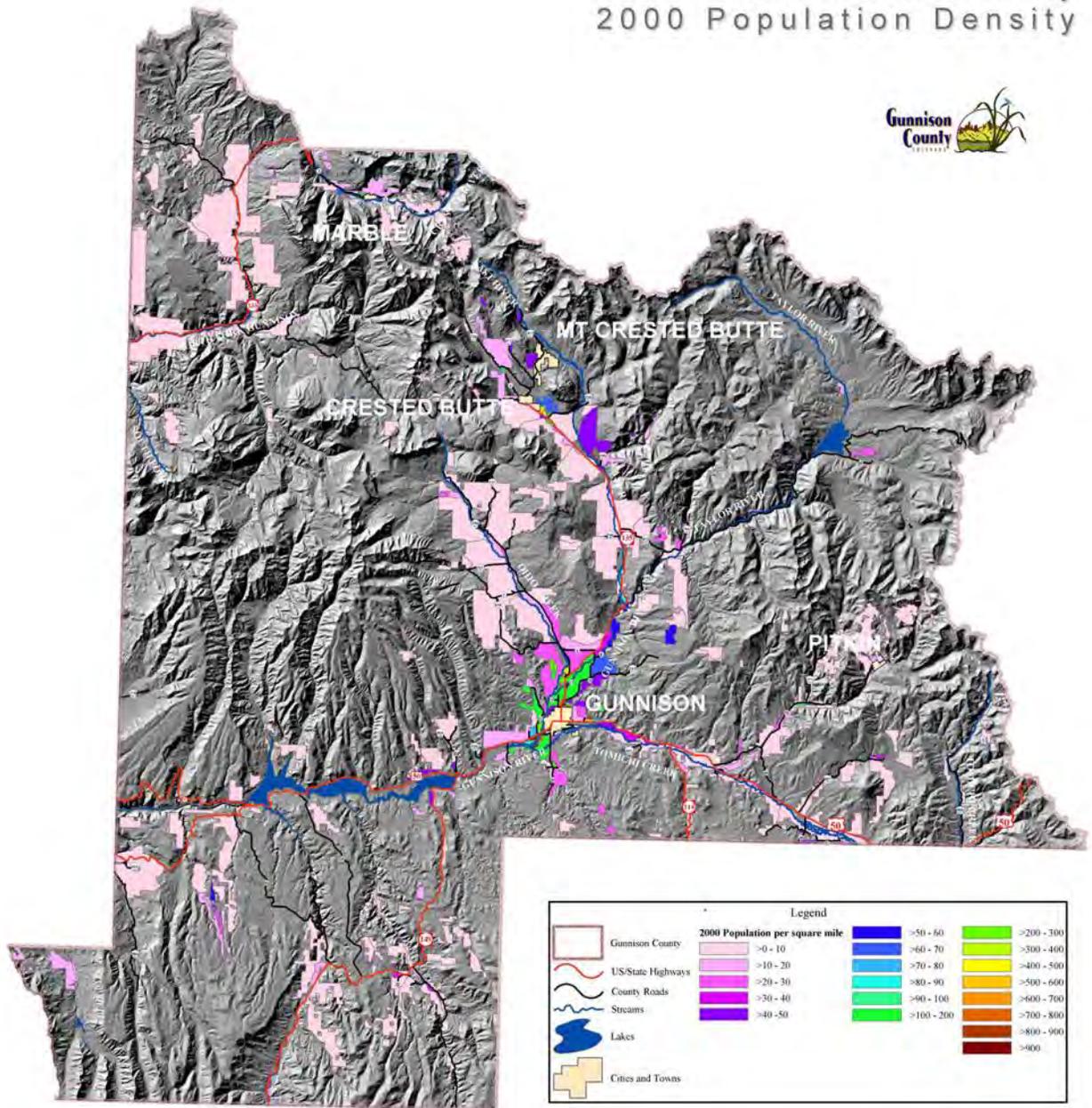


Map Produced by Gunnison County GIS
9/16/04 10:20
August 25, 2003
File: N:\Master_Plan\Background_Mapping\1990_Density.mxd

Data Source: U.S. Census, 1990.



Figure 7
Gunnison County
2000 Population Density

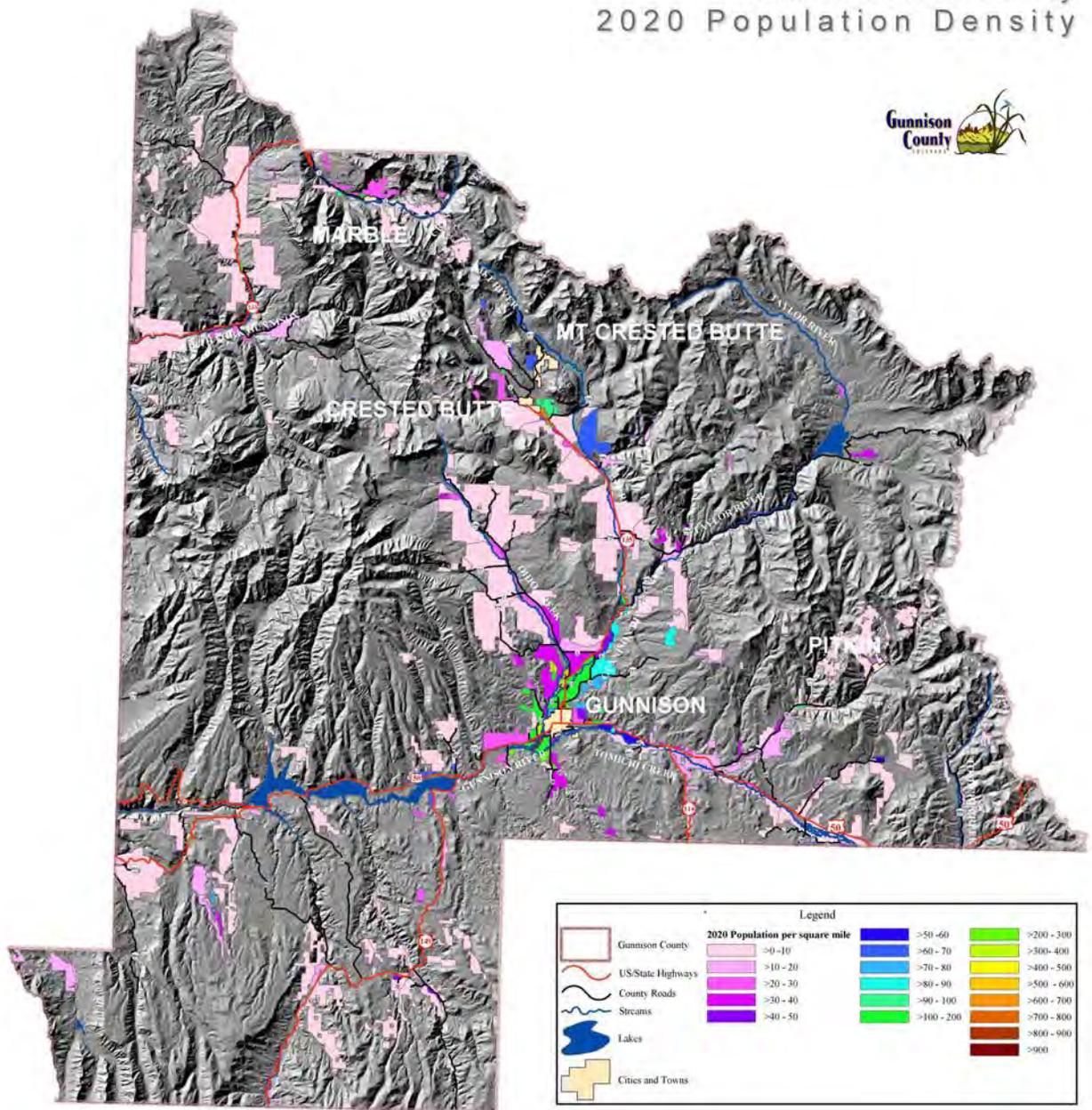


Map Produced by Gunnison County GIS
970.641.3620
August 25, 2003
File: N:\Master_Plan\Background_Mapping\2000_Density.mxd

Data Source: U.S. Census, 2000.



Figure 8
Gunnison County
2020 Population Density

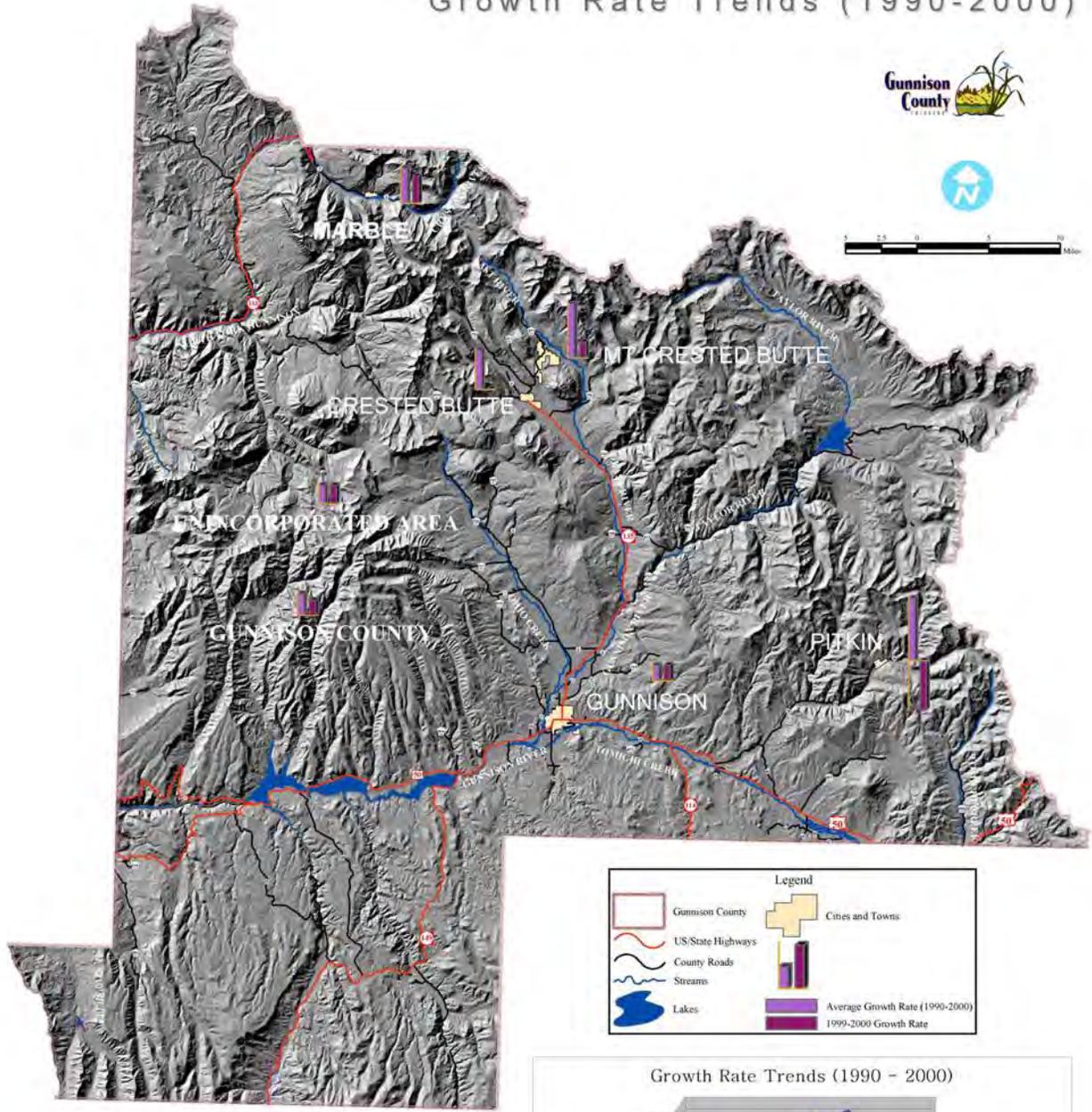


Map Produced by Gunnison County GIS
970.641.3620
August 25, 2021
File: N:\Master_Plan\Background_Mapping\2020_Density.mxd

Data Source: 2020 population density was based on a trend extrapolation of the change in population and spatial distribution from 1990 to 2000.



Figure 9
Gunnison County
Growth Rate Trends (1990-2000)



Map Produced by Gunnison County GIS
970.641.7624
August 27, 2003
File: N:\Master_Plan\Background_Maps\Growth_Rate.mxd

Legend

- Gunnison County
- US/State Highways
- County Roads
- Streams
- Lakes
- Cities and Towns
- Average Growth Rate (1990-2000)
- 1999-2000 Growth Rate

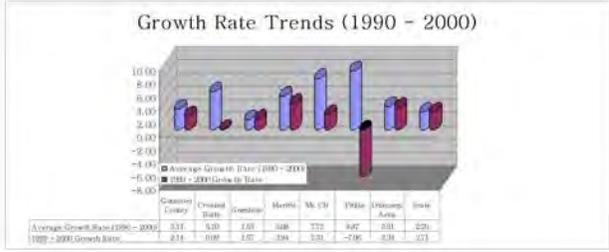
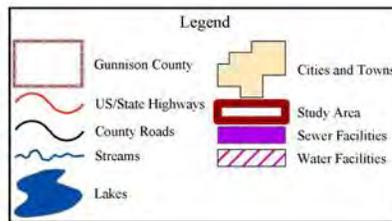
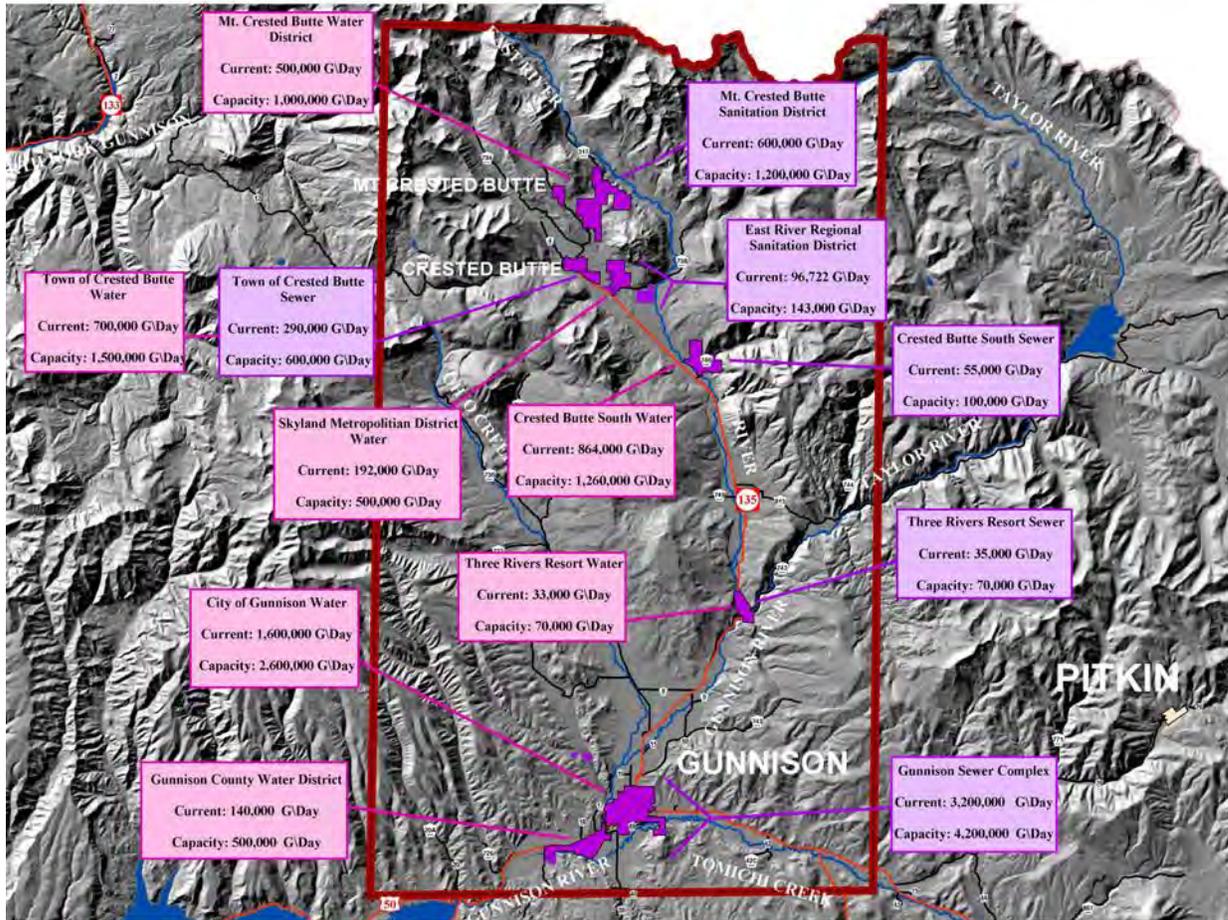


Figure 10
Gunnison County
Water & Sewer Projections



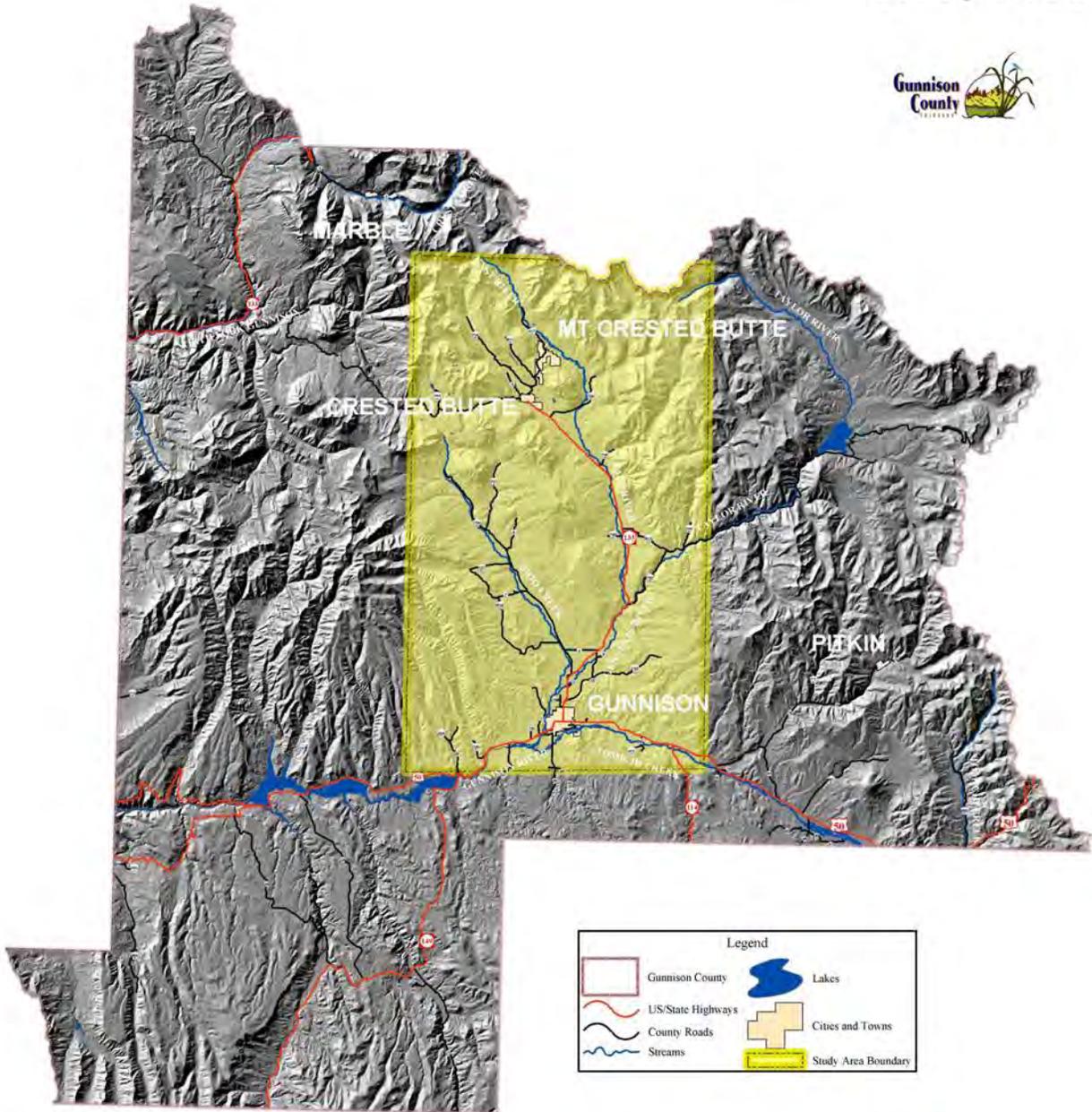
Map Produced by Gunnison County GIS
970.641.7620
August 25, 2003
File: N:\Master_Plan_Background_Mapping\Elevation.mxd



Data Source: All information was obtained from the individual water and sewer stations throughout the corridor.



Figure 11
Gunnison County
Study Area



Map Produced by Gunnison County GIS
970.641.7620
December 23, 2003
File: N:\Master Plan Background Mapping Study Area.mxd

Data Source: Study area boundary conforms with USGS 7.5' quadrangles.



**SECTION I
AGRICULTURE AND OPEN SPACE**

“The problem is that ranchers are dirt-rich and dollar-poor.”
 Lynne Sherrod
 Executive Director
 Colorado Cattlemen’s
 Agricultural Land Trust

PURPOSE

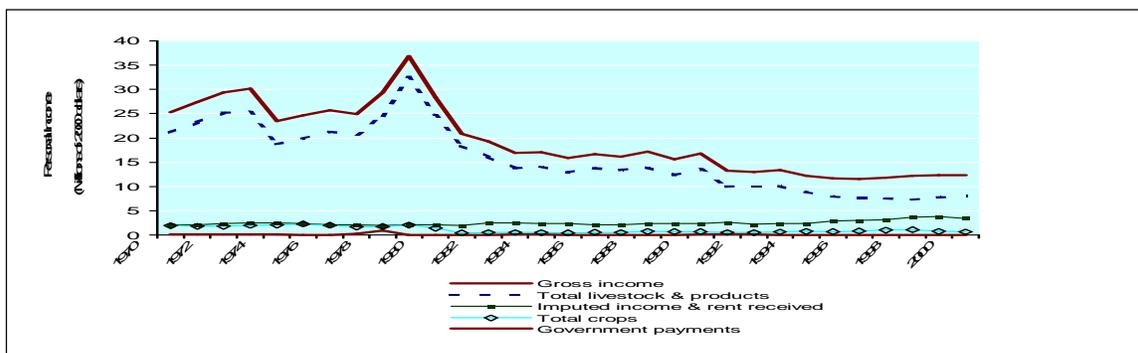
This element of the Plan addresses the issues and policy approaches developed by Agriculture and Open Space Focus Group. The two (2) issues are combined into a single element because these issues are undeniably linked from visual, economic and cultural perspectives. The element is divided into the following sections: history of ranching in Colorado and Gunnison County; opportunities and constraints to agriculture in the County; current and on-going approaches to open space protection; and finally goals and objectives formulated by the Focus Group to address open space and agriculture.

RANCHING IN GUNNISON COUNTY

Cattle ranching has throughout history been the heart, soul and the economic mainstay of the American West. Gunnison County has a rich history of agricultural production stretching back more than a century. Based on 2002 United States Department of Agriculture, there are 186 farms and ranches in Gunnison County, with 25 of those having sales of over \$100,000 annually. The average size of ranches in the County is nearly 900 acres. Thirty-eight ranches in the County are over 1,000 acres in size. Cattle ranching in the 32 counties (including Gunnison) comprising Colorado’s mountain region contributes one-eighth of the state’s total agricultural output and employs one out of five agricultural workers in the state.¹ Precisely because it is an activity that leaves the scenic landscape relatively intact, the economic and social importance of ranching for both the County and the state, its people and many visitors, goes well beyond the production of beef. In addition, agricultural uses contribute to the diversification of a growing tourism dependent economy.

Gunnison County has experienced some reduction in ranching in the recent past. In the last 10 years, cattle numbers have decreased from 30,713 to 16,000, partially due to the drought in western Colorado. Trend data for Gunnison County Farm Income by Category is shown on Chart I-1.

**Chart I-1
Gunnison County Farm Income by Category**



Source: Economic Profile System, Sonoran Institute and Gunnison County Long Range Planning, 2004.

In Colorado and elsewhere in the Rocky Mountain region, highly lucrative second homes, ski resorts and other recreational developments, and so-called “ranchettes” are competing for the land that traditionally has supported commercial ranching. The price that developers and newcomers are willing to pay exceeds the

¹ State of Colorado Bureau of Economic Statistics, 2003.



agricultural production value of the land by 30 to 100 times.² Since 1978, agricultural lands in the state of Colorado have declined by ninety thousand (90,000) acres per year.³ The outcome is not only a function of the free market at work. Powerful demographic forces and rising public demand for recreation and large-lot residential development patterns are shaping the region’s transformation. In addition, regulatory factors at the both the local, regional and national level have contributed to the decline of ranching in the rural west.

For example, the potential listing of the Gunnison Sage Grouse under the Endangered Species Act may have a significant impact of the ability for ranchers to continue to use federal grazing leases at the level that makes ranching economically viable in the valley.

Based on a study of policies affecting land use patterns in Gunnison County conducted by Colorado State University economists in 2000, and duplicated in other studies around the United States have found that:

- Private valley lands near ski resorts are prized as non-commercial “ranchettes”. The market price is potentially well above the \$2,500 per acre paid for large ranches. It is this virtually unconstrained market pressure, encouraging the sale of working ranches for residential purposes, which is seen as the principal threat to ongoing viability of traditional ranching communities.
- Ironically, it is the presence of adjoining public lands, very scenic, but not as agriculturally productive, that drives up the market value of private, valley-floor land for residential use by ensuring that open space, wildlife habitat and other amenity values will be preserved.
- Colorado land use policies generally facilitate “ranchette” development by minimizing the holding costs of land speculators and making it possible to subdivide land into parcels larger than 35 acres virtually without review or approval by any local government body. In some cases, 35 acre development has been encouraged by a perception that over-regulation would limit development opportunities in the future.
- The most significant counter-weight to policies that facilitate sprawl, absent local government policy changes, is on-going conservation easement programs (see discussion of existing efforts later in this section). It offers the one financially attractive alternative to the sale of ranches for non-agricultural purposes. In addition, local governments can take a variety of steps to promote land use policies that do not threaten the viability of ranching.

“If agriculture is going to be a vital part of a community or valley or region, then it is vitally important that a critical mass of farmland be permanently protected.”
Ralph Grossi
President
American Farmland Trust

SECONDARY ECONOMIC BENEFITS OF AGRICULTURE

In August of 2004, The Department of Agricultural and Resource Economics at Colorado State University produced a report entitled “Winter Tourism and Land Development in Gunnison, Colorado”. The purpose of the report was to measure the economic benefit of ranch open space to winter tourism. The preamble to the report includes the following observation:

“Current Gunnison County landowners and leaders face a decision regarding the potential irreversible intensification of private land use in the county. At the crux of the issues is whether the private decision to convert agricultural lands into higher intensity land uses and build infrastructure is in the best interests of the county at large. Whether more tourism services at the loss of

² American Farmland Trust, 2002.
³ Colorado State University, 2002.



working ranches and a more open landscape would result in more or less economic development and an improved or deteriorating quality of life in Gunnison County remains a central and open question.”

The econometric model used to evaluate survey results concluded that winter tourists assign significant value to private ranch lands, even in the presence of substantial public open space, and they would decrease their visitation were large percentage of ranch open space converted to residential and commercial tourism infrastructure. This decrease in visitation is shown to have substantial and potentially serious impacts that span across much of the local economy. The study estimates that this effect is on the order of \$14.5 million and 350 jobs per year.

GEOGRAPHY OF AGRICULTURE IN GUNNISON COUNTY

There is a wide variety of methodologies for mapping agricultural uses in Gunnison County, all with unique strengths and weaknesses. Figure I-1 depicts the agricultural uses in the County based on the definition used by the Colorado Division of Wildlife (CDOW). The CDOW methodology is the most scientifically rigorous approach, and is based on the use of LANDSAT satellite photography to identify agricultural uses based on vegetation type and available water supply. Two (2) different types of rangeland are shown in Figure I-1; irrigated and non-irrigated. Another way of understanding agricultural uses, although not as reliable as the CDOW approach, is to utilize data from the Gunnison County Assessor’s Office. Figure I-2 displays all of the property in the County that is taxed based on an agricultural land use designation. This is less reliable due to the fact that many properties are not used to generate the principal source of income through agricultural production. A composite of these two approaches is shown on Figure I-3. By combining these two definitions, nearly 82 percent of the private land mass in the County is defined as agricultural uses.

“Surveys tell us that the people that come to Crested Butte to ski in the winter and mountain bike in the summer place a very high value on open space.”

*Will Shafroth
Executive Director
Colorado Conservation Trust*

RELATIONSHIP BETWEEN AGRICULTURAL LANDS AND VIEWSHEDS

A primary finding of the Community Survey conducted by the County in the summer of 2002 was the crucial nature of viewsheds along the State Highways 135 and 50 corridors. This is further justification for combining Agriculture and Open Space into a common element of the Comprehensive Plan. In short, the issues associated with agricultural preservation and viewsheds cannot be viewed independently.

Figure I-4 graphically depicts the linkage between viewsheds and agricultural uses in the County. In simplest terms, the viability of agriculture is crucial to retaining the rural lifestyle and visual appeal of the County, particularly within the State Highway 135 and 50 corridors.

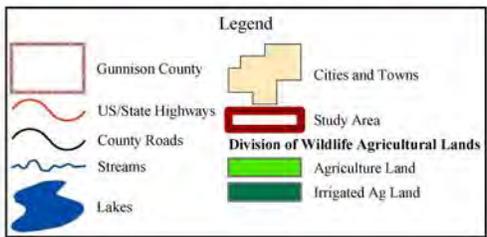
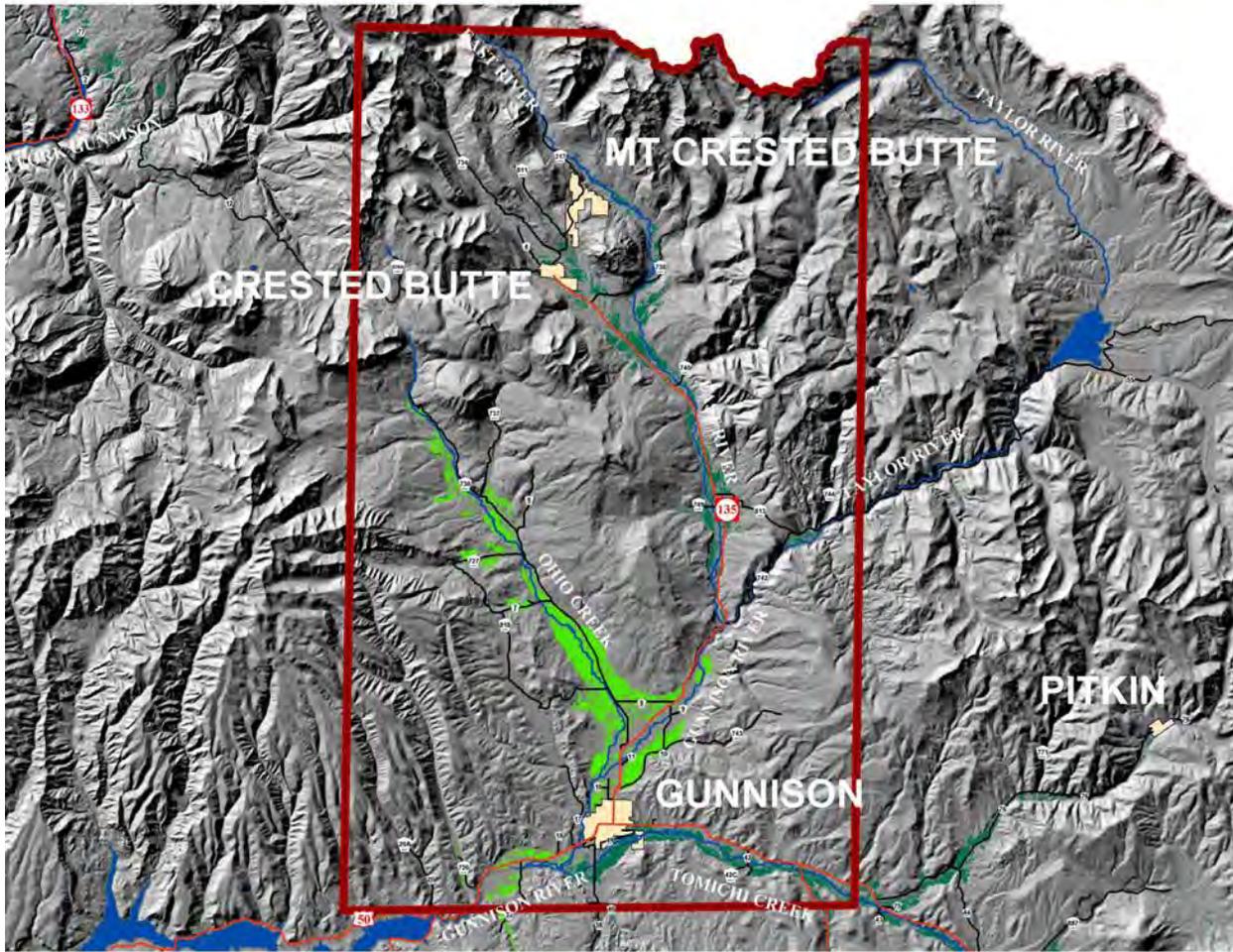
OPEN SPACE EFFORTS IN GUNNISON COUNTY

Gunnison County has been a leader in the State of Colorado in preserving open space through local efforts and funding sources. Three principal players have led efforts to preserve open space in the County.

The Crested Butte Land Trust (Trust) was formed in 1991, and has preserved over 3,893 acres in ownership and easements. The Trust has focused its efforts in the upper East River Valley, and acquisitions have centered on ecological and biodiversity resources, view planes and riparian areas including six parcels used for agriculture.



Figure I-1
Gunnison County
CDOW Agricultural Lands

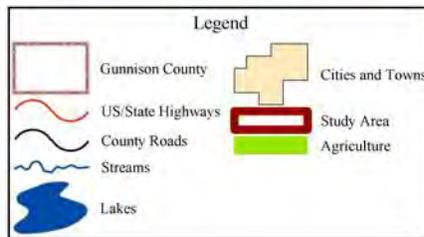
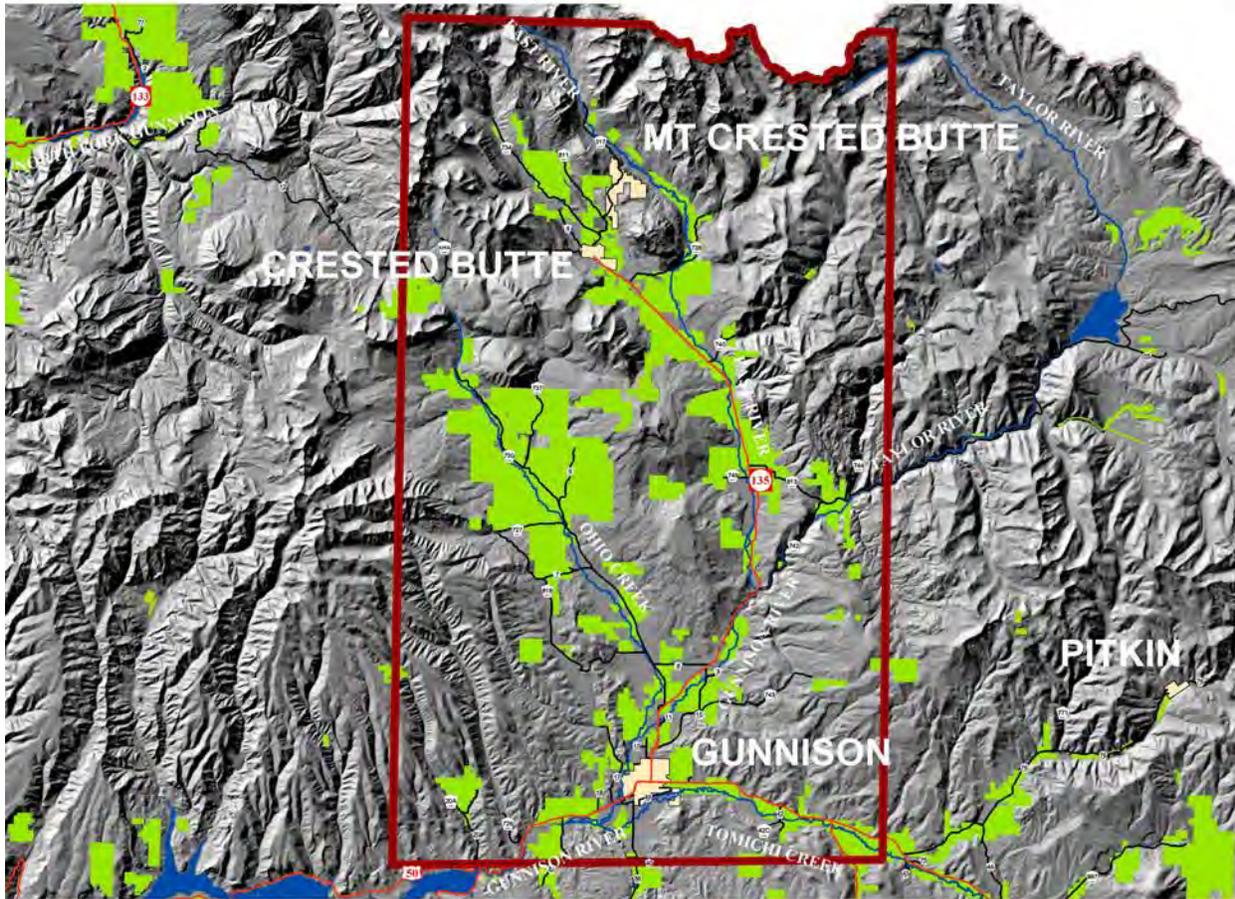


Map Produced by Gunnison County GIS
970.641.7620
August 20, 2003
File: N:\Ag Open Space\Fig3_Ag_Lands.mxd

Division of Wildlife Agricultural Lands is based on the interpretation of LANDSTAT satellite photography. Irrigated agricultural lands is based on LANDSTAT infrared photography.



Figure I-2
Gunnison County
Assessed Agricultural Lands

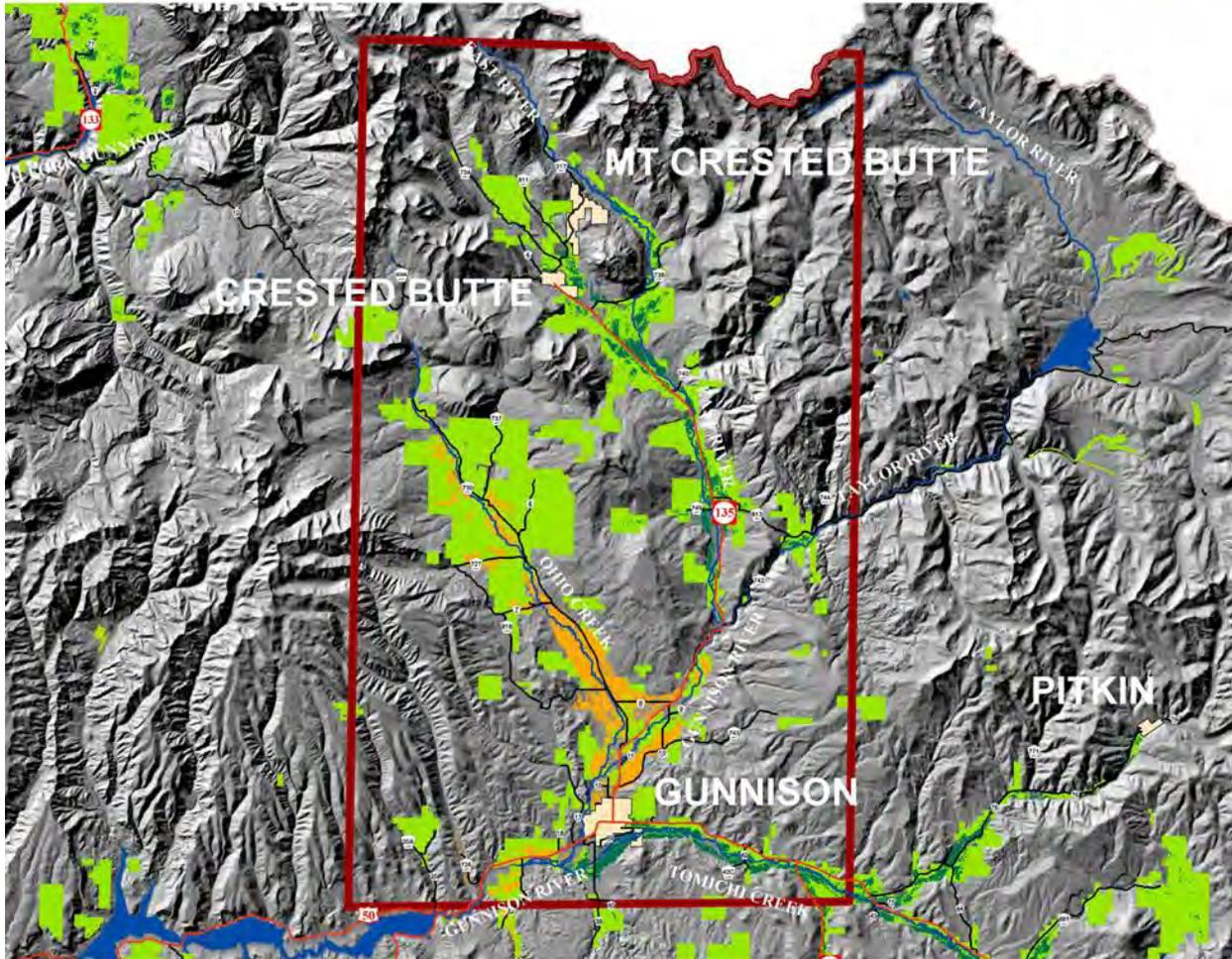


Map Produced by Gunnison County GIS
970.641.7620
August 20, 2003
File: N:\Ag Open Space\Land_Use.mxd

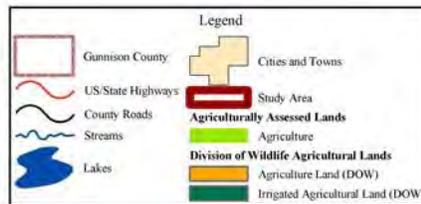
Data Source: Assessed agricultural lands are based on the County's property assessment methodology.



Figure 1-3
Gunnison County
Composite of Agricultural Land Definitions



Map Produced by Gunnison County GIS
970.641.7620
August 20, 2003
File: N:\Ag Open Space\Fig1_Ag_Lands.mxd



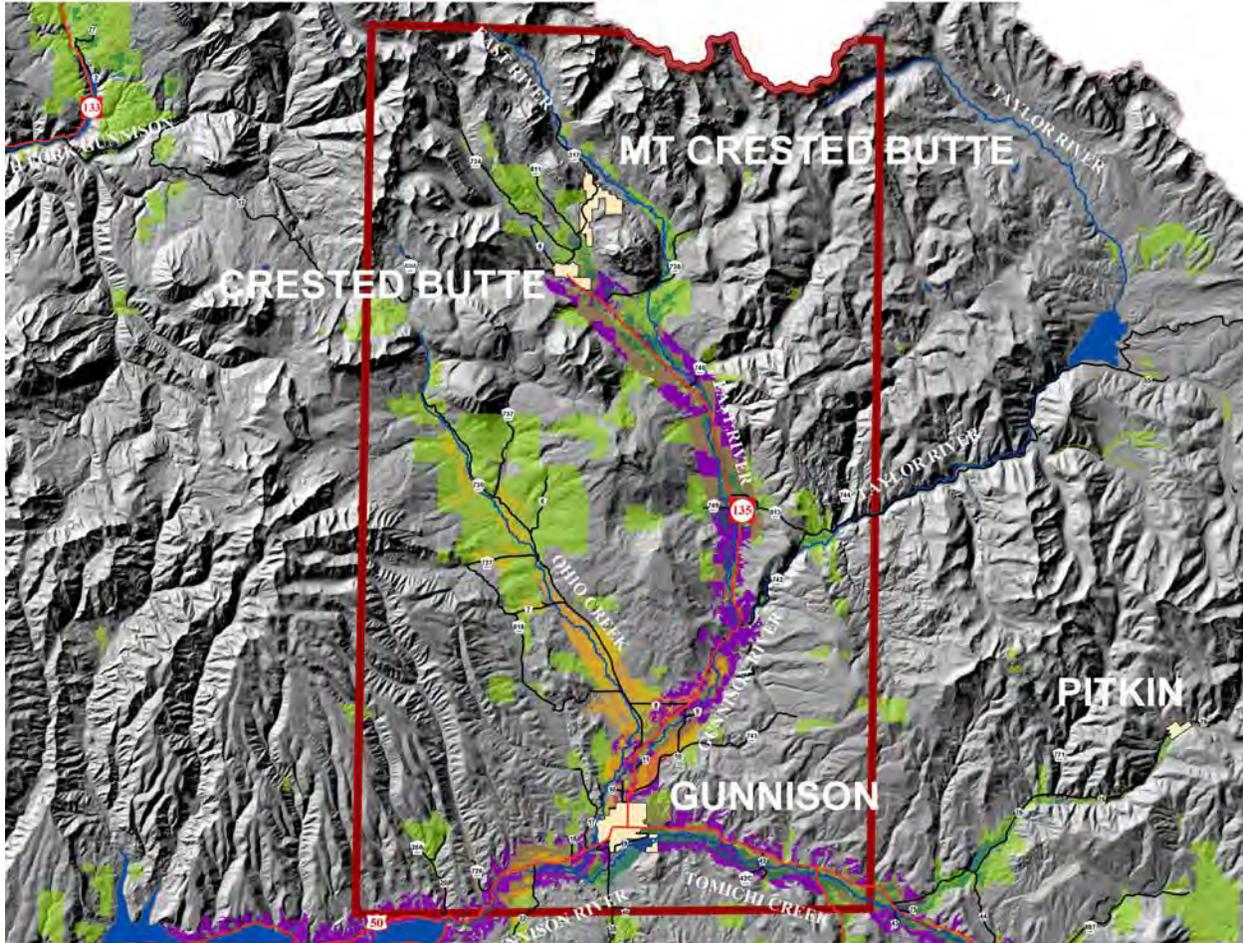
Division of Wildlife Agricultural Lands is based on the interpretation of LANDSAT satellite photography. Irrigated agricultural lands is based on LANDSAT infrared photography. Assessed agricultural lands is based on the County's property assessment methodology.



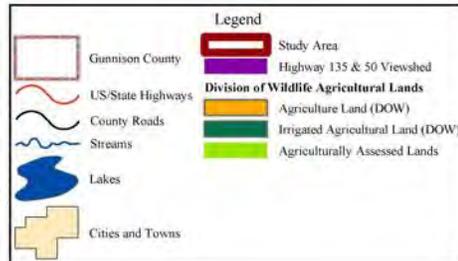
Data Sources: Colorado Division of Wildlife (2003) and Gunnison County Assessor's Office (2003).



Figure 1-4
Gunnison County
Relationship between Viewshed & Agricultural Lands



Map Produced by Gunnison County GIS
970.641.7629
August 20, 2003
File: N:\Ag Open Space\Figure 5_Viewshed.mxd



Division of Wildlife Agricultural Lands is based on the interpretation of LANDSAT satellite photography. Irrigated agricultural lands is based on LANDSAT infrared photography. Assessed agricultural lands is based on the County's property assessment methodology.

Data Sources: Colorado Division of Wildlife (2003) and Gunnison County Assessor's Office (2003).



The Gunnison Ranchland Conservation Legacy (Legacy) was formed in 1996 and has preserved over 14,000 acres. Legacy has focused its efforts on preserving and conserving ranches and ranchlands. The mission of Legacy is: “To create a legacy for future generations by preserving ranching and conserving ranchlands in Gunnison County.”

The Gunnison Valley Land Preservation Board was formed in 1997, and is primarily a funding source for the land trusts and conservation organizations active in Gunnison County. It was created by a ballot measure that established a multi-jurisdictional sales tax pool that raises over \$230,000 per year that is used as leverage for other funding sources such as Great Outdoors Colorado (GoCo) funds. In 2002, the voters of the County approved a ballot measure that allows the Board to borrow up to \$1 million against the sales tax revenue contribution.

Figure I-5 depicts all the easements currently in place, and includes easements held by The Nature Conservancy, The Trust for Public Lands, and other active land trusts in the region. Total easements held in the County are approximately 33,121 acres, which is nearly 10 percent of all private land in the County.

POLICIES REGARDING AGRICULTURE AND OPEN SPACE

As part of the overall Comprehensive Plan Process, the County appointed a Focus Group (Group) that was given the task of developing overall policies regarding agriculture and open space. The Group met from December 2002 to September of 2003. The policies developed by the group are summarized below, and expanded within the implementation matrices that are included within Appendix C of Comprehensive Plan.

OVERALL GOAL STATEMENT:

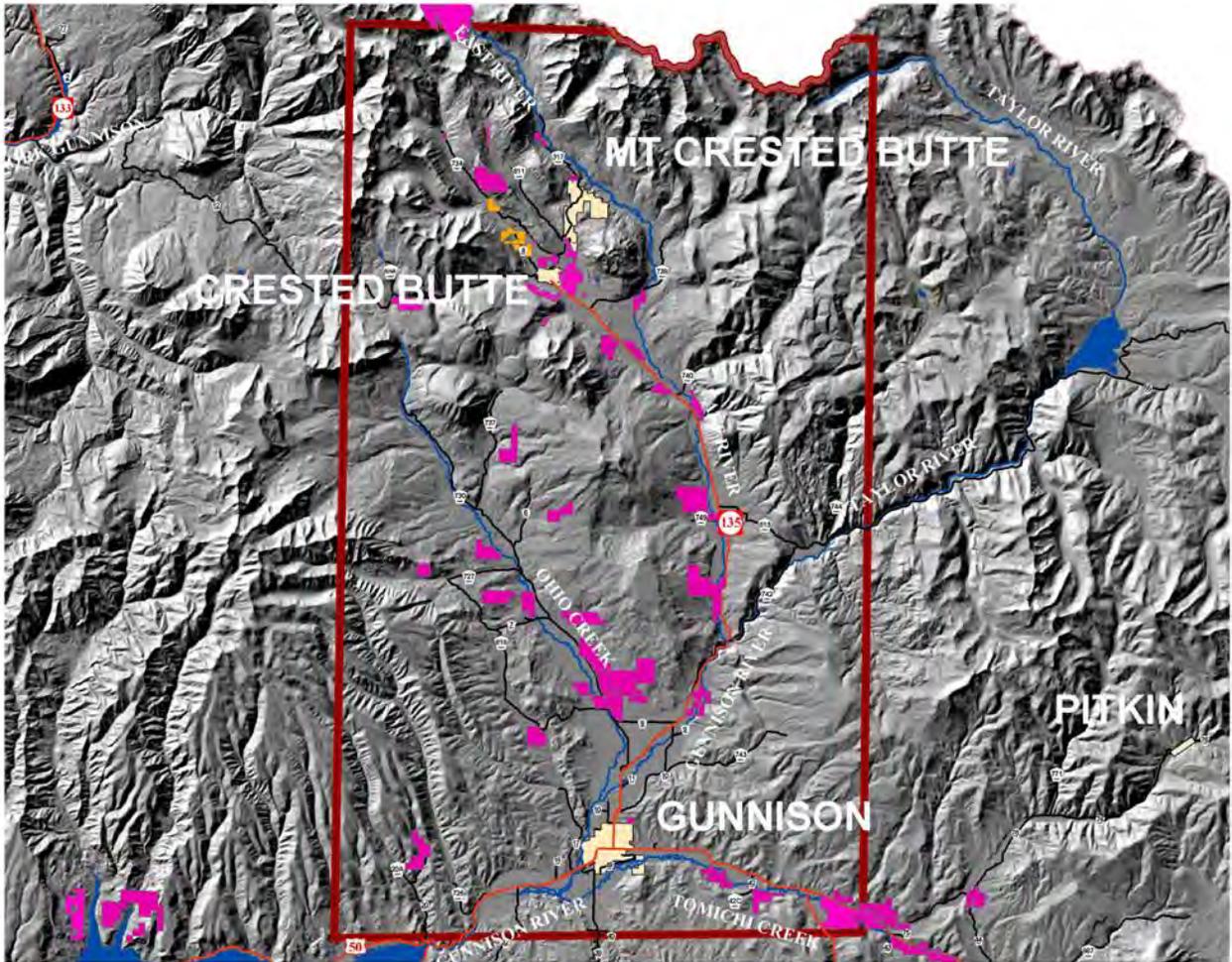
Goal: To preserve, sustain and enhance ranching, agriculture and open space lands within Gunnison County.

AGRICULTURE/RANCHING OBJECTIVES

(In no particular order)

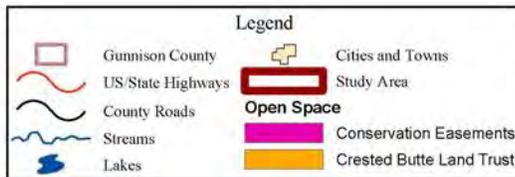
- Encourage development to occur close to existing services, protect the viability of agriculture, and reduce conflicts between development and ongoing agricultural operations.
- Encourage the viability of ranching and other existing agricultural operations by ensuring the land use regulations support on-going agricultural operations.
- Promote diversification of existing and historical agricultural uses by allowing for secondary uses that support on-going agricultural activities.
- Inform and educate the community about the value of ranching to avoid conflicts and support the sustainability of agriculture.
- Support public lands policies that allow a viable ranching economy by ensuring the availability of and access to historic federal grazing permits.
- Protect agricultural irrigation water rights.
- Maintain water basin integrity by opposing trans-basin export and by supporting ways to keep water in the county.

Figure I-5
Gunnison County
Open Space & Conservation Easements



DRAFT

Map Produced by Gunnison County GIS
970.641.7620
August 20, 2003
File: N:\Ag Open Space\Figure-1_Easements.mxd



- Promote community gardens and Farmers' Markets.
- Continue to encourage and support conservation easement strategies targeting the protection of existing agricultural uses, and continue to limit public access when necessary.
- Continue to fund and support the Colorado State Cooperative Extension Service, the Colorado State Cooperative Extension Research Station and the 4-H program.
- Continue to explore options within future land use regulations modifications that would allow for a streamlined review process that would allow subdivision of small parcels on agricultural lands without impacting the viability of on-going agricultural operations.
- Take appropriate measures to protect the Gunnison Sage Grouse and their needed habitat, but recognize that ESA listing may have detrimental affects on agriculture, which in turn ultimately could have detrimental effects on needed sage grouse habitat.

OPEN SPACE OBJECTIVES

(In no Particular Order)

- Enhance and protect the aesthetic values of the East River Corridor/State Highway 135 view sheds by use of clustering as well as greenbelts, buffers and easements along the highway and other conservation tools.
- Promote trails and public access for community use while respecting private property rights with guidance from the Gunnison Trails Commission.
- Protect the scientific, environmental and ecological value of Rocky Mountain Biological Lab (RMBL) and promote biological diversity and wildlife habitat.
- Restrict recreational motorized and non-motorized use to their designated areas throughout the County by correct use of signage and educational information. Discourage motorized use in inappropriate areas by encouraging cooperation with Federal agencies and appropriate user groups.
- Discourage use of magnesium chloride and explore alternatives to protect plant life and water quality along the highways and roadways.
- Continue to support the efforts of all existing land trusts in acquiring land to protect view sheds, riparian and wetlands, sage grouse and other wildlife, and important agricultural lands.
- Protect water quality and quantity and promote water conservation and continue to protect riparian areas, watersheds, streams, rivers, wetlands, lakes and small scale storage.
- Identify and map archeological sites throughout the County as a reference while reviewing projects that may impact these resources.
- Open space mapping shall include all open spaces including easements within existing subdivisions.
- Ensure that resource extraction activities are compatible with agriculture and open space.

SECTION II TRANSPORTATION

PURPOSE

This element of the Plan addresses the issues and policy approaches developed by the Transportation Focus Group. The element is divided into the following sections: data regarding existing conditions and previous transportation studies in the County; Specific implementation measures are included within Appendix C.

EXISTING TRANSPORTATION DATA

2000 CENSUS DATA

Relevant information derived from the 2000 Census is shown on the following tables. Table II-1 summarizes the “means of transportation” for the County. As shown, 56% of Gunnison County residents travel alone to work. The State of Colorado has a single occupant rate of over 70%, and the higher modal split in the county is explained in part by heightened use of transit, carpooling and the ability for many to walk to work due to the relative tight urban patterns within the three municipalities. Table II-2 breaks down this data by municipalities.

Table II-3 summarizes the “place of work” for all employees in Gunnison County. It is important to note that the County holds nearly its entire workforce with very little commute trips from neighboring counties. Table II-4 summarizes journey to work times, which are far below the State data, again due to the relative tight urban boundaries of the three municipalities.

COUNTY ROADS

As part of the Comprehensive Plan process, an inventory of existing maintained county roads was conducted, and the results are shown on Figure II-1. The legend on Figure II-1 breaks county roads down by paved, bladed and gravel roads. No changes are contemplated for these classifications, but additional analysis for future improvements may occur in the future.

EXISTING AND PROJECTED TRAFFIC LEVELS

Trend data from 1992 to 1997, 2002 and projections for 2010 from Colorado Department of Transportation (CDOT) have been collected as part of this effort, and are shown on Figure II-2. As shown, CDOT numbers are significantly lower than those produced as part of the Upper Gunnison Transportation Study. This methodology used CDOT projections extrapolated out to 2020 as the lower end, and locally derived projections for the high forecast¹. The Maximum Carrying Capacity (MCC) recommendations are discussed later in this section.

¹ The source for the high projections are derived from forecasts produced for the Crested Butte 20/20 analysis. Note that the growth projections used are significantly higher than those used by CDOT.

**TABLE II-1
MEANS OF TRANSPORTATION TO WORK**

County	Total Workers	Car, Truck or Van			Public Transportation	Motor-Cycle	Bike	Walked	Other Means	Worked at Home	
		Total	Drove Alone	%Drove Alone							Carpooled
Gunnison	7,916	5,718	4,479	56.6%	1,239	228	1	418	941	77	533

Source: U.S. Census Bureau, Census 2000, SF3

**TABLE II-2
MEANS OF TRANSPORTATION TO WORK
MUNICIPAL BREAKDOWN**

City, Town or CDP	Workers 16 and Over	Drove Alone	% Drove Alone	Carpooled	Public Transportation	Walked	Other Means	Worked at Home	Mean Travel Time to Work
Crested Butte town	1,096	358	32.7%	92	127	258	194	67	10.0
Gunnison city	2,825	1,451	51.4%	519	31	441	208	175	14.1
Mount Crested Butte town	423	221	52.2%	13	42	113	19	15	12.0

Source: U.S. Census Bureau, Census 2000, SF3



**TABLE II-3
PLACE OF WORK**

County	Total Workers 16 and Over	Worked in State of Residence	Worked Outside State of Residence	Worked in County of Residence	Worked Outside County of Residence
Gunnison	7,916	7,839	77	7,565	274

Source: U.S. Census Bureau, Census 2000, SF3

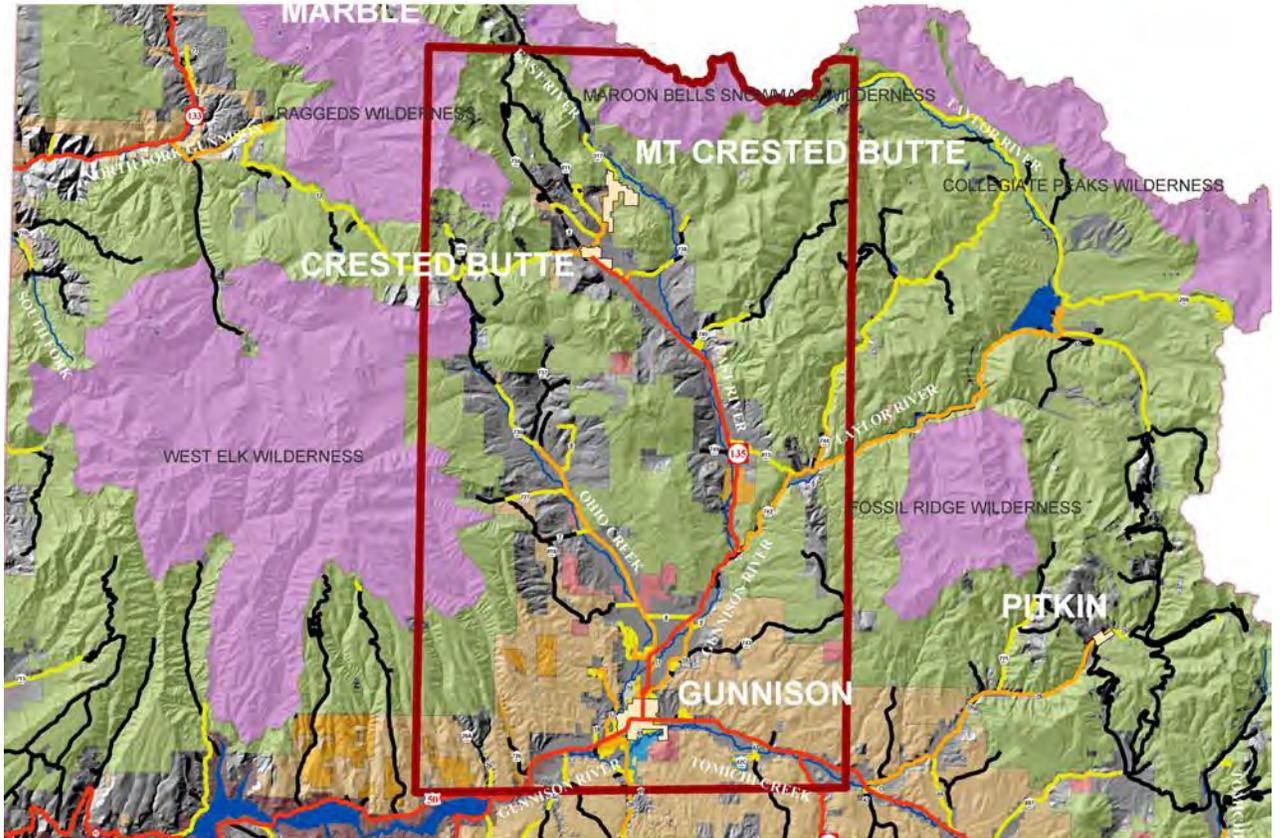
**TABLE II-4
TRAVEL TIME**

County	Total Workers	Total	Travel Time											Worked at Home	
			5-min	5-9 min	10-14 min	15-19 min	20-24 min	25-29 min	30-34 min	35-39 min	40-44 min	45-59 min	60-89 min		90+ min
Gunnison	7,916	7,383	1,215	2,279	1,253	706	337	131	428	214	200	388	121	111	533

Source: U.S. Census Bureau, Census 2000, SF3



Figure II-1
Gunnison County
Transportation Road Conditions



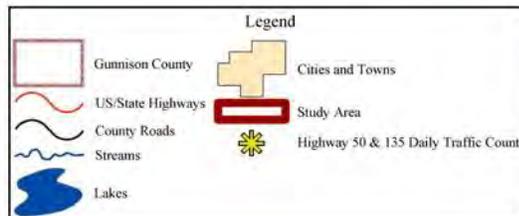
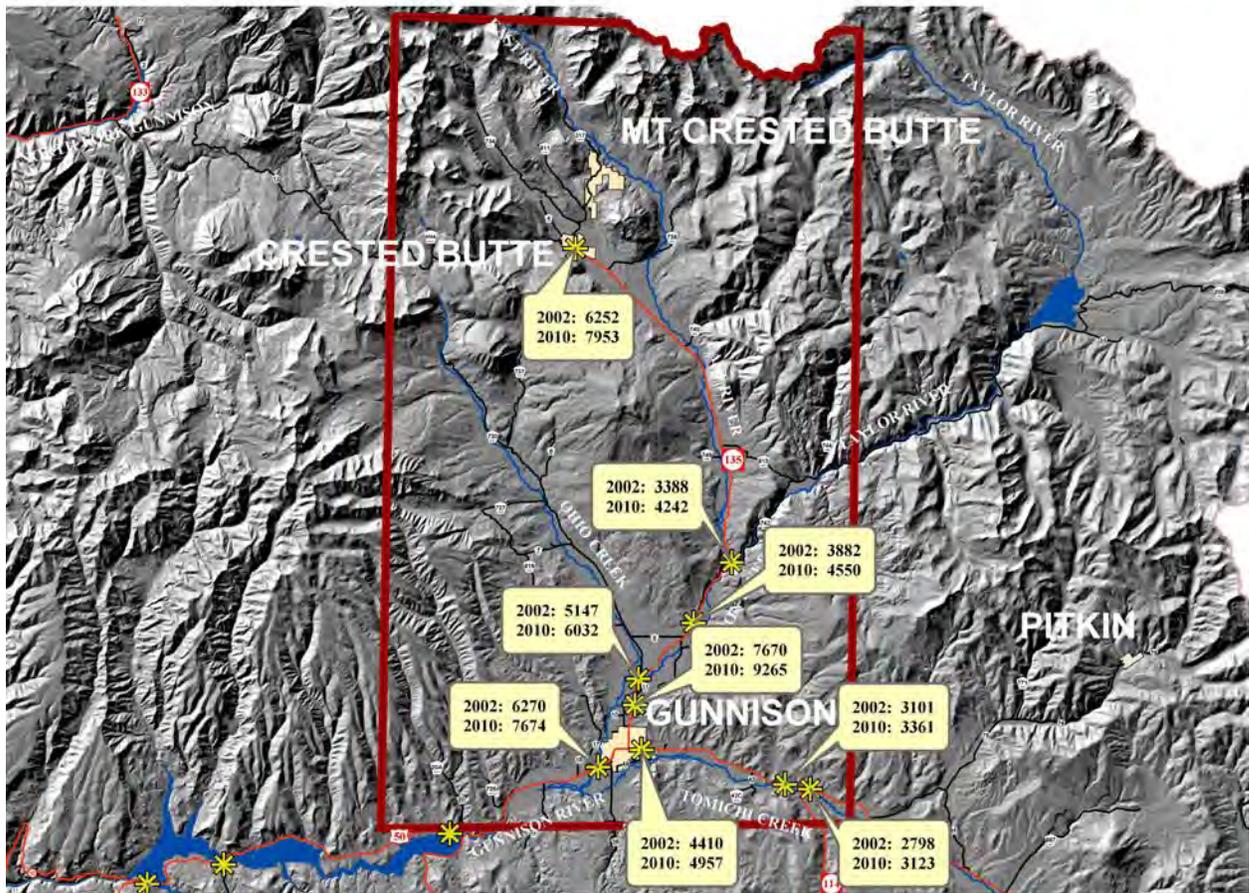
Map Produced by Gunnison County GIS
970.641.7620
December 22, 2003
File: N:\Master_Plan\Transportation\Roads Surface Types.mxd



Data Source: Colorado Department of Transportation, 2003.



Figure II-2
Gunnison County
Transportation
2002 and Projected 2010 Traffic Counts



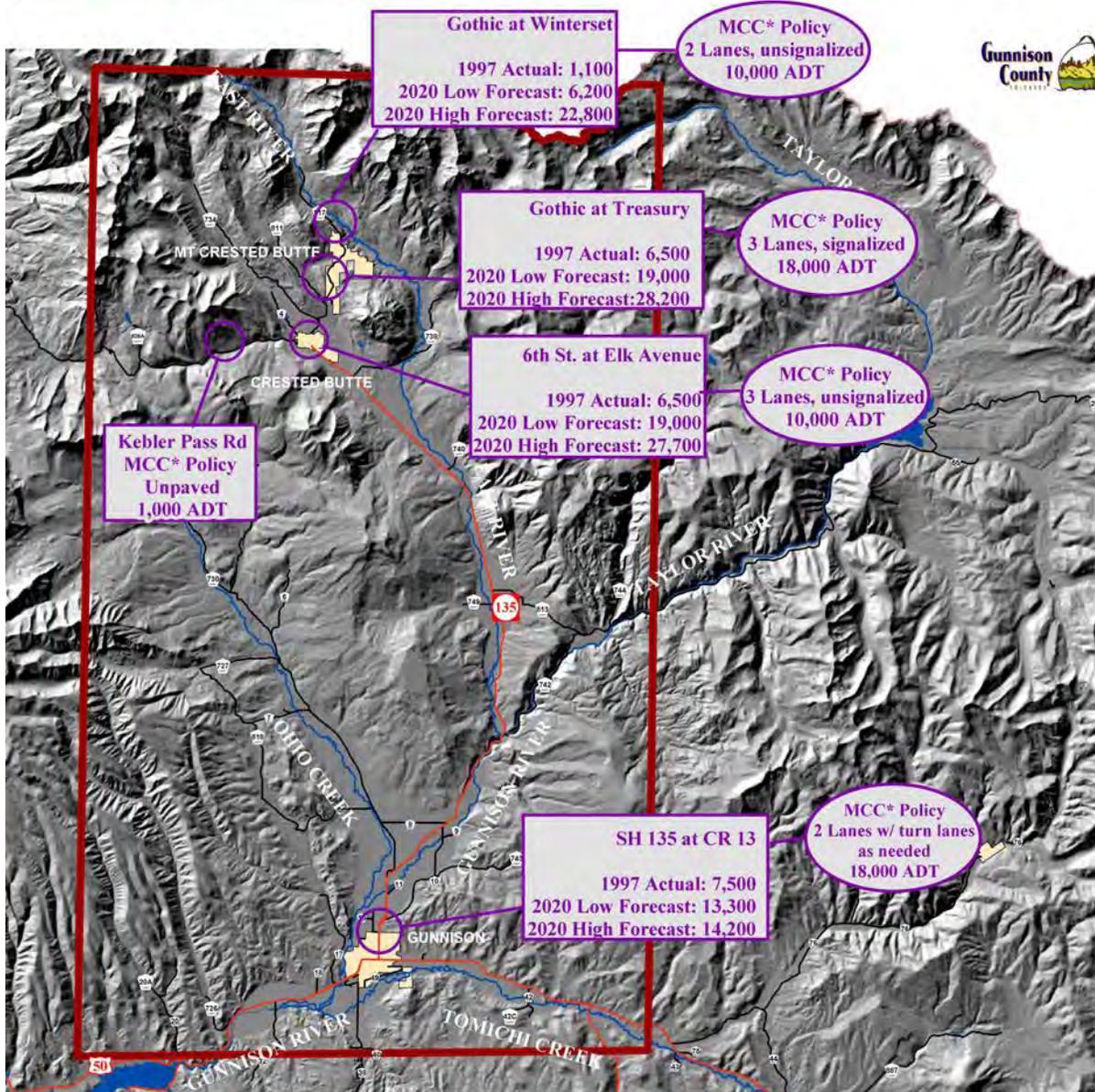
Map Produced by Gunnison County GIS
070.644.7626
December 13, 2003
File: N:\Mapas_Plan\Transportation Hwy 50 135 Traffic Counts.mxd

Data Source: Colorado Department of Transportation, 2003.



Figure II-3
Gunnison County
Forecast Traffic and
Maximum Carrying Capacity

*MCC - Maximum roadway size and maximum traffic-carrying capacity at designated control points.
(ADT = average daily traffic)



Map Produced by Gunnison County GIS
970.641.7620
December 22, 2003
File: N:\Master_Plan\Transportation\Carrying_Capacity.mxd

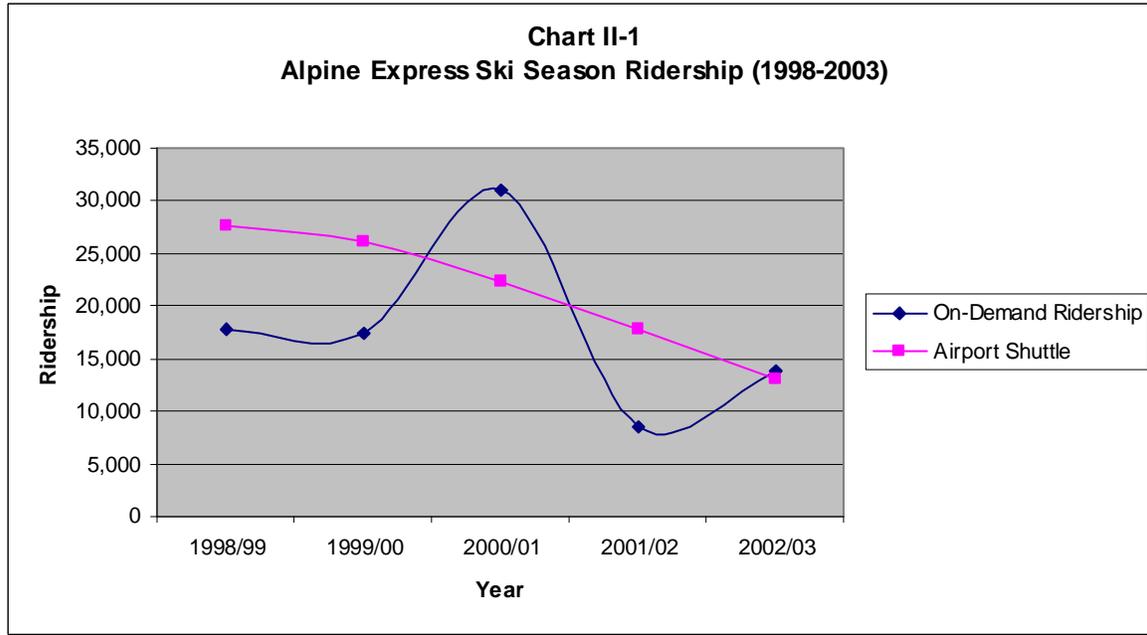


Data Source: Upper Gunnison Valley Transportation Plan, 1999.



Alpine Express Ridership Trends

Alpine Express has provided on-demand and airport services since 1983. Winter ridership trend data from 1998 to 2003 are shown on Chart II-1. As shown, ridership for the airport shuttle has declined by over 50% since the 1998-1999 ski seasons.



Source: *Alpine Express, 2004.*

UPPER GUNNISON VALLEY TRANSPORTATION PLAN

In 1999, Gunnison County, the City of Gunnison, the Town of Crested Butte and the Town of Mt. Crested Butte approved a regional transportation plan for the Upper Gunnison Valley. The plan addressed the following transportation-related elements:

- ▣ Relationships between land development patterns and the transportation system;
- ▣ Trends and conditions including growth and its impact on mobility in the valley;
- ▣ Needed highway improvements;
- ▣ Public transit system development;
- ▣ Walking and bicycling systems; and,
- ▣ Transportation Demand Management.

The issues prompting the study were wide ranging and included congestion and safety on State Highway 135, creation of a new regional transit initiative, preserving and improving air and environmental quality in the Valley, encouraging alternative transportation and identifying potential costs and funding options for recommended strategies.



A series of interviews with 13 local leaders in the fall of 1997 set the stage for the effort. Common themes that emerged from these interviews included the following:

Quality of Life – It is critical to preserve qualities such as the rural lifestyle, slower pace, pedestrian-friendliness and important view sheds.

Highways - Reduce the growth of traffic on State Highway 135 and Gothic Road. A logical plan is needed for Gothic Road to address capacity and safety issues. Find alternatives to roadway widening and improve safety and accommodate bicyclists.

Alternative Modes/Transit – Improving regional transit is critical to the area’s continued economic growth. Emphasis should be placed on matching the growth in regional transit operations with the growth in resort area workers. Expansion of transit and possible taxi service in Gunnison should be explored. Encourage alternative modes use by all feasible means including more frequent transit service, interceptor lots, park-and-rides, and strengthen transit organizations. There was universal praise for the local transportation provider and universal criticism of the air carriers.

Pedestrian/Bicycle Systems - Bicycle use is increasing in importance in the region. Trail, bicycle and sidewalk systems need to be improved and expanded. Safety around schools is critical.

Land Use/Growth/Development - There is strong support for preserving the open, undeveloped character of the upper Gunnison valley by channeling growth to existing municipalities and approved subdivisions. There is concern that local governments’ planning tools for handling growth may be outdated or uncoordinated. There is emerging concern that new growth may not be paying its own way.

Parking – Parking supply and management is not a major issue in the Valley but should not be ignored as a tool in stimulating alternatives to the automobile.

Data Collection – Local officials want objective information to assist their understanding and management of transportation issues.

RELEVANT TREND DATA

As part the overall transportation plan effort, a vast amount of growth data was generated to clearly understand future demographics and travel patterns. Some important trends:

- ▣ Population in the Upper Gunnison is expected to grow from the 1998 estimate of 12,400 to 20,915 in 2020, a 69 percent increase;
- ▣ The population growth rate in Gunnison County is projected to exceed the Colorado growth rate, 3 percent annually vs. 2.6 percent;
- ▣ Employment is anticipated to increase by at least 35 percent over the same period, from 7,630 to 10,287. These numbers represent full time jobs only. They exclude all part-time and temporary employment and therefore, understate job growth significantly;

- The total number of housing units is expected to grow from 6,101 to 10,410 (low range) to as high as 13,876 includes resort area build out of accommodations;
- Ski area activity, as measured by skier days, is projected to increase as improvements occur on both the mountain and the base village. The ski area has experienced an increase from 330,000 skier-visit days in 2003-2004 to 375,000 in 2004-2005;
- Non-residential building square footage is projected to increase by a factor of two or three;
- Vehicle trips generated by new development will add anywhere from 44,486 to 70,765 trips to local roads. Growth in the valley is highly visible because virtually all vehicles, at some point in a trip, must travel on either the State Highway 50 or 135 spines.
- The market place is continuing to respond to pressures favoring remote, rural housing sites.

REGIONAL ADOPTED TRANSPORTATION POLICIES

The Transportation Plan was adopted by all of the jurisdictions in March of 1999, and formed the basis for the recommendations of the Focus Group. All the recommendations of both the Focus Group and the Upper Gunnison Valley Transportation Plan are based on the following broad goals:

Maximum Carrying Capacity of Roadways

The maximum carrying capacity (MCC) was defined in terms of maximum vehicles per day at specific control points on roadways within the Upper Gunnison Valley. The MCC is based on the maximum acceptable cross-section and minimum acceptable roadway condition. Minimum acceptable roadway condition is either based on a level of service E congestion standard for paved roads or on practical considerations of maintaining two-lane rural gravel roads. The MCC that was approved as part of the Study's recommendations are shown previously on Figure II-3.

Safe and Scenic Rural Highway

In reference to State Highway 135, the study concluded that State Highway 135 should be designed, managed and maintained as a safe and scenic rural highway. Land uses abutting the roadway should reflect this safe, scenic rural corridor.

Limited Growth in Intercity Commuting

The local governments will utilize affordable housing programs and growth management to limit growth in intercity commuting.

Cost of Serving Rural Development

Local governments will set policies and undertake measures to avoid incurring the expense of providing access to urban and suburban developments in remote rural locations. Such development patterns are inherently costly to support with transportation infrastructure and services, and their costs should not be borne by other residents and business.

Reduce Auto Dependency

The local governments will set policies and undertake measures to reduce auto dependency of households, commercial areas and employment centers. Auto dependency is defined as having no practical alternative to using a car to commute, run errands or to access recreational resources.

FOCUS GROUP AND TRANSPORTATION STUDY THEMES

As an introduction to the numerous proposals discussed in the following section, the ideas promoted by the Focus Group in the following implementation matrix are grouped into the following themes.

Transit

Valley residents appreciate and use the existing transit services. There is a strong interest in expanding services provided by existing providers and in introducing new fixed route and para-transit services in Gunnison. Park-and-rides, intercept lots and shuttle services are seen as essential to encourage more use of transit by employees and visitors. Organizational issues need to be explored to promote greater efficiencies, coordination and capacity. The groundwork needs to be laid for new initiatives such as long-term solutions such as a State Highway 135 rail corridor and the Crested Butte – Mt. Crested Butte gondola link.

Bicycle/Pedestrian

The emphasis here is safety improvements and completing existing networks. In some cases, new programs need to be initiated (e.g. safe routes to schools and bicycle parking). In others, the goal is to complete implementation of an existing program (e.g. County Trails Master Plan).

Travel Demand Management

Whereas road-building focuses on the supply side of the travel equation, TDM addresses demand. TDM is seen as a necessary and desirable component of the Valley transportation solutions. It deploys a wide array of strategies ranging from bus passes to flextime, from parking cash-out programs to construction of park-and-ride lots. Suggested measures will vary by community over time and will involve both public and private efforts.

Motor Vehicle

Ultimately, the Transportation Study and the focus group reiterated the desire to preserve the area's character and to use transportation strategies, which reduce the dependence on building new facilities by increasing the efficiency of existing infrastructure.

Findings of the Transportation Focus Group

The Focus Group met from January to March of 2003, with the outcome of their work summarized in the Implementation Matrix (Appendix C). The Group began by reviewing all relevant information summarized in the Upper Gunnison Valley Transportation Plan. The Group reviewed each of the implementation measures within the Plan, and formulated recommendations based on current relevancy of the prior measures, likelihood for actual implementation, and political will and practicality of each measure. Broad goals by transportation mode or strategy type are summarized below. Specific implementation recommendations are included within the matrices in Appendix C. Each recommendation is identified as high priority (five year window) items, medium priority items (10 year window) and low priority items (20 year window).

Goal Statements

Mass Transit – Due to the expected growth in the region over the next ten years, the County will ensure that development pays for its proportional transportation impacts. Also, the County will expand transit opportunities in the Corridor, develop and expand transit opportunities within urban areas and consider parking management strategies.

Motor Vehicle – The County shall consistently monitor traffic levels in the corridor, assess design standards to minimize environmental impacts and pursue traffic calming techniques.

Transportation Demand Management – In cooperation with all municipalities, the County shall investigate a wide range of TDM strategies including parking programs, carpooling, and telecommuting.

Bicycles and Pedestrians – The County shall implement steps to encourage bicycle and pedestrian safety and expand/enhance connections between population centers.

Transportation to and from County – The County should work with vendors to attract and maintain both surface and air transportation to and from Gunnison County.

SECTION III ENVIRONMENTAL ISSUES

PURPOSE

This element of the Plan addresses the issues and policy approaches developed by the Environmental Issues Focus Group. The element is divided into two sections: existing data regarding environmental resources in the study area and goals and objectives established by the group.

GENERAL POLICY STATEMENT

The Environmental Issues Focus Group began their deliberations with an analysis of pertinent portions of the Community Survey (see results in Appendix A) to extract a general community sentiment regarding environmental issues and policies regarding the environment. The text that was the product of these discussions is as follows:

GUNNISON COUNTY COMPREHENSIVE PLAN ENVIRONMENTAL FOCUS GROUP PREAMBLE

The Gunnison County Master Plan is formulated to guide decisions on land use planning in Gunnison County. For it to be legitimate, it must reflect the preferences and desires of the county citizens.

The opinions of the citizens of Gunnison County were clearly expressed in the GENERAL COMMUNITY PROFILE SURVEY, commissioned by the Gunnison County Commissioners. This was a scientific survey that reflected the responses of over 1,800 residents. Given the diversity of opinions and perspectives exemplified by the citizens of the county, this document provides the most complete and accurate reflection of the community's values.

- ▣ The survey places high value on scenery (and vistas and viewsheds), clean air, water quality, open space, recreation, rural lifestyle, and being a quality place to raise children.
- ▣ The survey identifies affordable housing, economic diversity, environment/open space, trails and recreation, wildlife, impact on agriculture, adjacent land uses, water and sewer, and environmental constraints as being important.
- ▣ The survey indicates that population growth (especially in the East River Valley) is too much and too fast. In addition, the most common perception is that Gunnison County has changed for the worse.
- ▣ The survey demonstrates the importance of providing environmental amenities such as access to public lands, open space, trails, parks, landscaping, and fishing access as development occurs.
- ▣ The survey identifies public transportation, road improvements, geological constraints, distance from urban areas, and transportation impacts as having intermediate importance.
- ▣ The survey places less value on cultural activities and the business climate.
- ▣ The survey identifies ski area expansion as having low importance.
- ▣ The survey reflected that the majority of respondents felt that they were economically secure. They placed less importance on economic opportunity but recognized the need for economic diversity.

- The survey identified agriculture as of lesser value, but it also indicated that impacts of development on agriculture are a major concern.

EXISTING ENVIRONMENTAL DATA

County staff has compiled a vast amount of environmental and development constraint data to assist the Group in understanding the physical, geologic and environmental attributes within the Study Area. The data sets are based on the best available information from a variety of sources, including local, state, federal and county generated sources. The information has been compiled within the County's GIS system and can be used in the current review process as well as by the development community when designing specific projects.

WILDLIFE HABITAT

Gunnison County has an abundant supply of high quality wildlife habitat that is sensitive to future development patterns. The County utilized the Colorado Division of Wildlife Resource Inventory System (WRIS) to develop a series of maps that are expanded on in the following sections. Care should be taken in interpreting this data. For a more detailed understanding of how the data was compiled and should be interpreted, documents are available from the Colorado Division of Wildlife and Gunnison County Long Range Planning that describe the methodology in detail. The information portrayed on these maps should not replace field studies necessary for more localized planning efforts. Habitat data are typically gathered at a scale of 1:24000 or 1:50000; discrepancies may become apparent at smaller scales. The areas portrayed here are graphic representations of phenomena that are difficult to reduce to two dimensions. For example, animal distributions are fluid and animal populations and their habitats are dynamic. Based on consultation with Division of Wildlife staff, the most sensitive habitat within the study area are shown on Figures III-1 and III-2.

ELK HABITAT

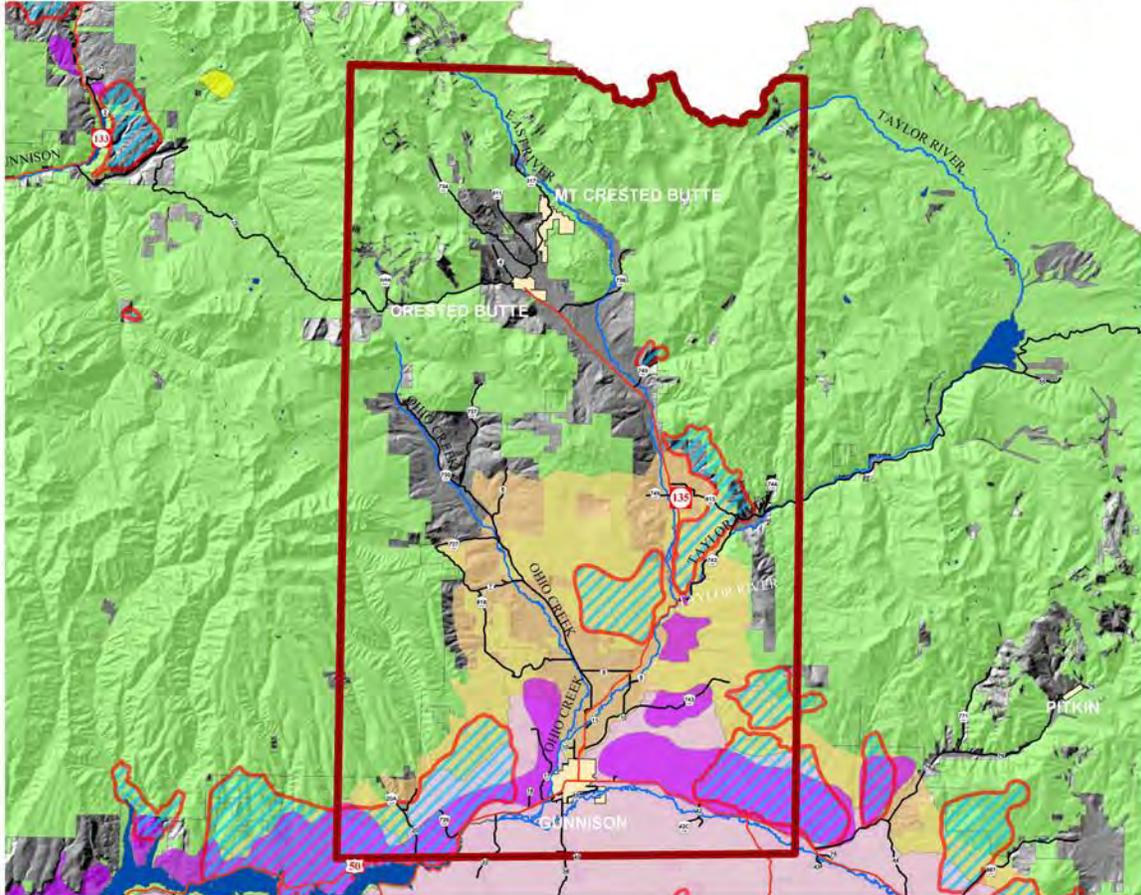
Elk Winter Concentration Area

This dataset represents the winter range of elk where densities are at least 200% greater than the surrounding winter range density during the average five winters out of ten from the first heavy snowfall to spring green-up, or during a site specific period of winter as defined for each Data Analysis Unit (DAU). Specific areas within the Study Area under this designation include the area north of Blue Mesa Reservoir and several pockets in the vicinity of the Almont area.

Elk Production Area

This data represents that part of the overall range of elk occupied by the females from May 15 to June 15 for calving. Only known areas are mapped and this does not include all production areas for the Data Analysis Unit. Areas within the Study Area within this designation include isolated areas in the Ohio Creek, Cement Creek and upper East River drainages. Portions of Crested Butte Mountain are also included.

Figure III-1
Gunnison County
Winter Wildlife Areas



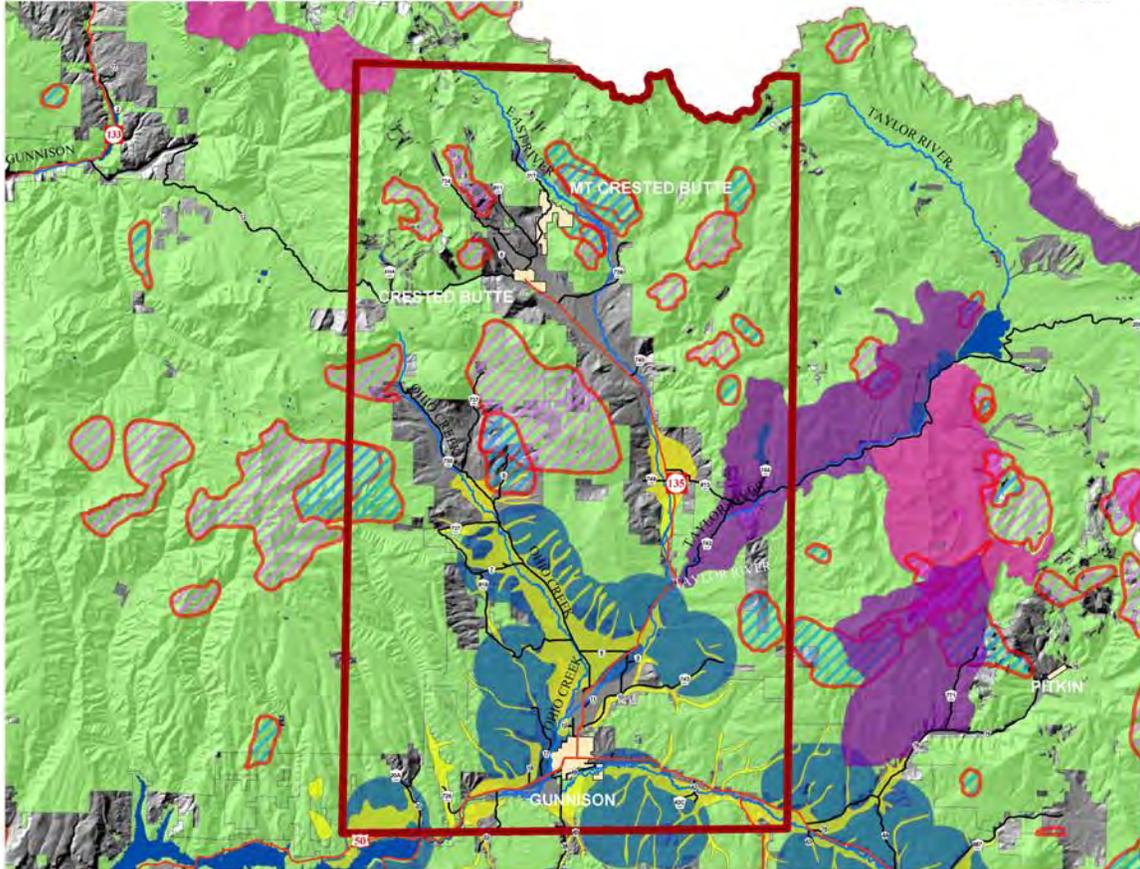
Legend	
	Study Area
	Exempt Lands
	Gunnison County
	US/State Highways
	County Roads
	Streams
	Lakes
	Cities and Towns
	Bighorn Sheep Winter Concentration Area
	Elk Winter Concentration Area
	Mt. Goat Winter Range
	Mule Deer Winter Concentration Area
	Sage Grouse Sever Winter Range
	Sage Grouse Winter Range

Map Produced by Gunnison County GIS
970.641.7620
April 28, 2005
File: N:\Back\WinterWildlife.mxd

Data Source: Colorado Division of Wildlife (CDOW),
Wildlife Resource Inventory System (WRIS), 2004.



Figure III-2
Gunnison County
Summer Wildlife Areas



Map Produced by Gunnison County GIS
970-641-7620
April 28, 2005
File: N:\Back\SummerWildlife.mxd

Legend			
	Study Area		Bighorn Sheep Production Area
	Gunnison County		Bighorn Sheep Summer Range
	US/State Highways		Elk Production Area
	County Roads		Elk Summer Concentration Area
	Streams		Mt. Goat Summer Range
	Lakes		Sage Grouse Brood Area
	Cities and Towns		Sage Grouse Production Area
	Exempt Lands		



Data Source: Colorado Division of Wildlife (CDOW),
Wildlife Resource Inventory System (WRIS), 2004.



Elk Summer Concentration Area

This dataset represents those areas where elk concentrate from mid-June through mid-August. These areas are defined by high quality forage, security, and lack of disturbance to meet the high-energy demands of lactation, calf rearing, antler growth, and general preparation for the rigors of fall and winter. Areas within this designation include Kebler Pass and Upper Cement and Ohio Creek.

Mule Deer***Mule Deer Winter Concentration Area***

This dataset represents the part of the densities are at least 200% higher than the surrounding winter range densities during the period used to define winter range. These areas are concentrated in the valley floor primarily north of State Highway 50.

Bighorn Sheep***Bighorn Sheep Winter Concentration Area***

This dataset represents the part of the densities are at least 200% higher than the surrounding winter range densities during the period used to define winter range. Areas included within this designation include the lower reaches of Taylor Canyon.

Bighorn Sheep Production Area

This dataset depicts production areas (lambing) for Bighorn sheep. Areas included within these designations several areas in the upper Taylor Creek drainage.

Bighorn Sheep Summer Range

Summer range is defined as that portion of the overall range where 90% of the individuals are located between spring green-up and the first heavy snowfall. Summer range is not exclusive of winter range; in some areas winter and summer ranges overlap. Nearly the entire Taylor River drainage from Almont to Taylor Reservoir is included within this designation.

Sage Grouse***Gunnison Sage Grouse Brood Area***

Brood areas are defined as areas supporting Sage Grouse broods. This generally includes wet areas such as meadows, springs, ponds and streams which all function as important brood rearing sites. These are mapped as a 200-meter (.124 mile) buffer zone around the edges of such wet sites. As shown on Figures III-1 and 2, these areas are dispersed throughout the Gunnison River bottomlands.

Gunnison Sage Grouse Production Area

Production areas are defined as areas that include the majority of important Gunnison County Sage Grouse nesting habitat. These are mapped as a two-mile buffer zone around an active lek. As shown on Figure III-2, these areas are distributed throughout the valley floor.

Gunnison Sage Grouse Severe Winter Range

Severe winter range is defined as that part of the winter range where 90% of the individuals are located when annual snow pack is at its maximum and/or temperatures are at a minimum in the two worst winters out of ten. The winters of 1983-1984, or 1996-1997 are good examples. Areas included within this designation are in the lower Tomichi and Gunnison River bottomlands.

Mountain Goat

Mountain Goat Summer Range

This dataset depicts summer range for Mountain Goat. Summer range is defined as that part of the home range where 90% of the individuals are located during the summer. The range may overlap winter range in some instances. Summer range will include what has traditionally been known as April and fall transitional ranges. Areas included within this designation include isolated drainages south of Marble.

Mountain Goat Winter Range

Winter range is that part of the overall range of elk where 90% of the individuals are located during the average five winters out of ten from the first snowfall to spring green –up. Again, due to wide dispersal of the species, the only area is located southwest of the Town of Marble.

Riparian Areas

Riparian zones have received increased attention in recent years, particularly in the southwestern United States. Because of the management implications of defining a riparian zone, landowners and resource managers are increasingly calling for a precise description of these unique ecosystems. However, such a precise description is not easily found, largely because the scientific community is still struggling to develop a universally accepted definition. A precise definition will not be provided here; rather, what follows is a general description of riparian areas and a few guidelines for determining whether a particular area should be labeled "riparian".

Most definitions of riparian areas describe them simply as the transitional zones between aquatic and terrestrial (or upland) environments. Therefore, riparian areas occur as a belt along the banks of rivers, streams, and lakes. Riparian areas occurring along the banks of moving water (i.e., streams or rivers) are often called *lotic* systems whereas those occurring along the banks of stationary water (i.e., lakes, ponds, or pools) are called *lentic* systems. As a transitional zone between aquatic and upland environments, riparian systems often exhibit characteristics of both; but they are not as dry as upland environments and they are not quite as wet as aquatic or wetland systems.

The Colorado Division of Wildlife is the only data source available to assign areas of riparian vegetation for the County, and the data is depicted on Figure III-3. As is apparent, only isolated areas have been designated on the map, and the County will continue to update this map as additional information becomes available.

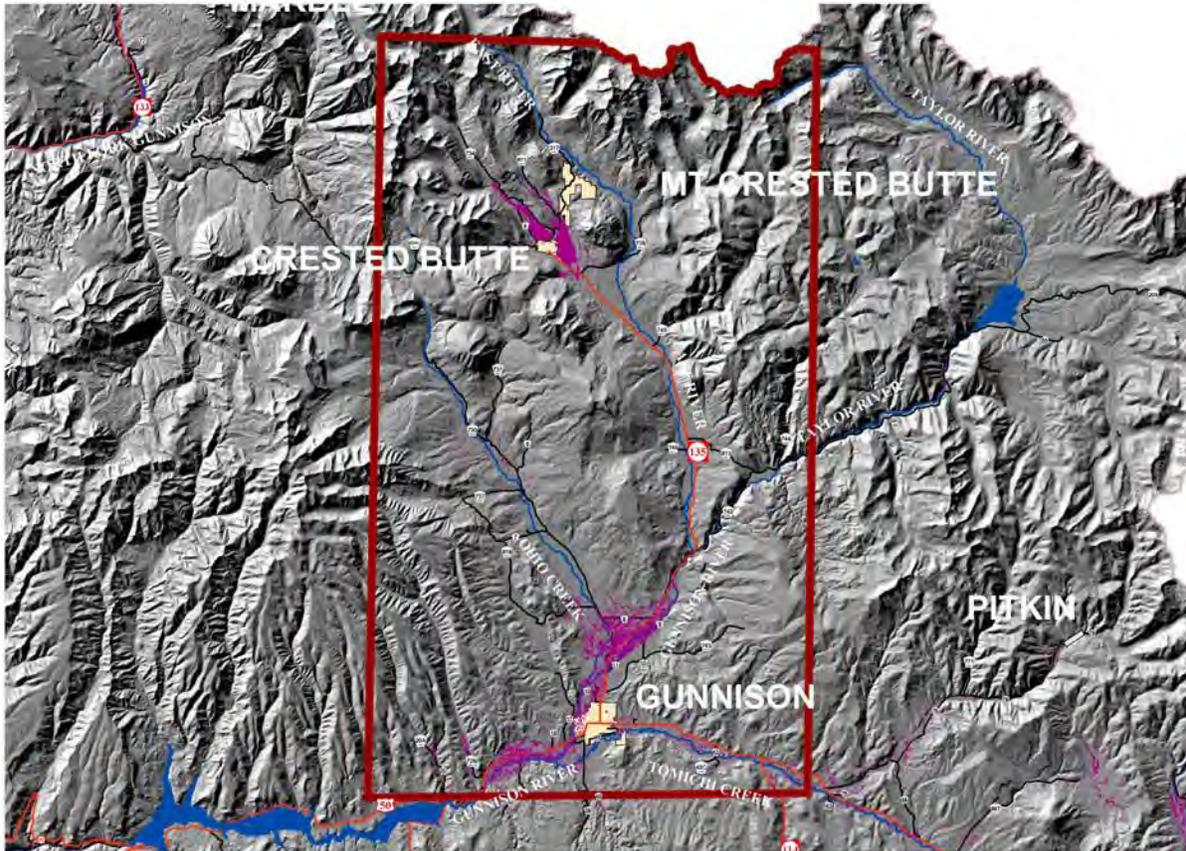
Slope Constraints

Generalized slope constraints are shown on Exhibit III-4. The slope is in percent, which is a simple rise over run calculation that was produced within the GIS system using a digital elevation model. The current LUR only regulates development on slopes of 30% or more. A survey conducted by the American Planning Association concluded that 80% of jurisdictions in the United States require that development on lands above 15% trigger some form of heightened review process.

Geologic Constraints

Geologic constraints are shown on Figure III-5. The data was provided by the Colorado Geologic Survey, and was produced at a scale of 1:24000 and include the following hazard designations:

Figure III-3
Gunnison County
Riparian Areas



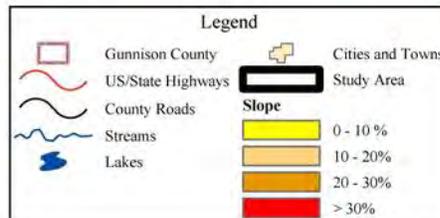
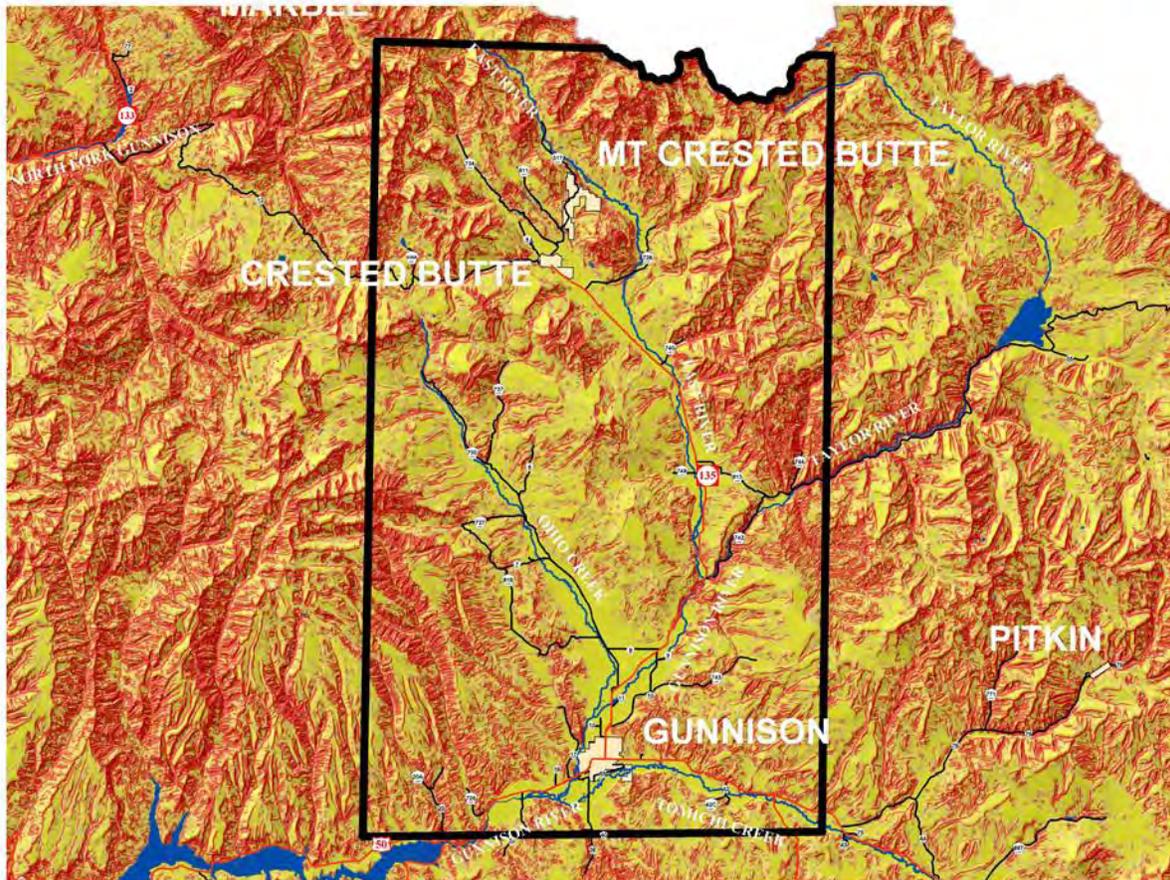
Map Produced by Gunnison County GIS
970.641.7620
August 28, 2003
File: N:\Master_Plan\Environmental\Riparian.mxd



Data Source: Colorado Division of Wildlife (CDOW), 2002
and Town of Crested Butte



Figure III-4
Gunnison County
Slope Constraints



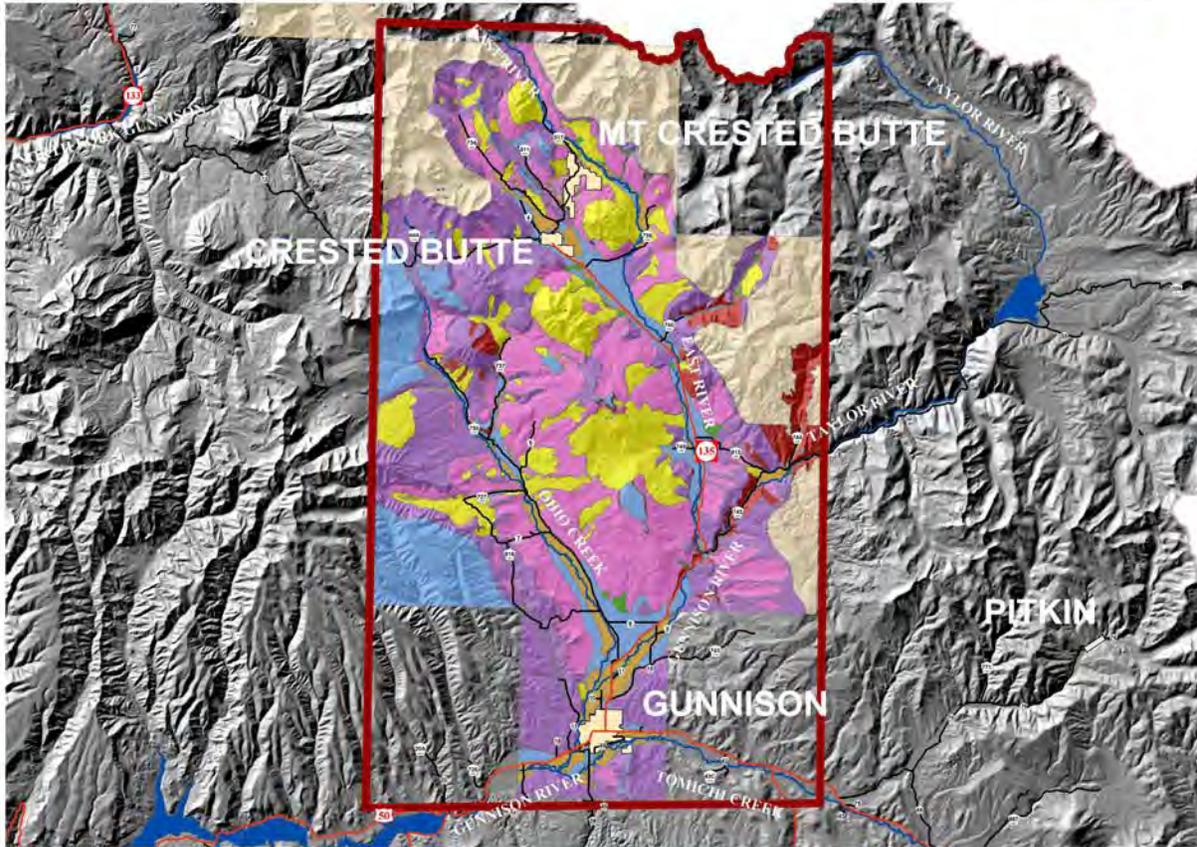
Map Produced by Gunnison County GIS
970.641.7620
August 27, 2003
File: N:\Master_Plan\Development_Constraints\Slope.mxd



Data Source: Slope was derived from U.S.G.S. 7.5 minute Digital Elevation Model (DEM).



Figure III-5
Gunnison County
Geologic Hazards



Map Produced by Gunnison County GIS
970.644.7620
August 21, 2003
File: N:\Master_Plan\Development_Contract\Geologic_Hazards.mxd



Data Source: Colorado Geologic Survey, Department of Natural Resources, 1998.



Debris Fan - A debris or alluvial fan formed by successive episodes or deposition of mud and debris;

High Water Table Area – An area where ground water is at or near the surface much of the year. These areas, shown only in places adjacent to major drainages, are evidenced by riparian vegetation and stream bank physiography. Numerous areas too small to be shown at this map scale are found contiguous to smaller drainages or associated with ancient and modern landslides and earthflows.

Landslide-Earth flow Area – An area with demonstrated active natural movement of landslides and/or earthflows. Evidence for modern slope movements include distinctive physiography and disrupted vegetation or structures;

Mudflow – An area subject to rapid mud and debris movement after mobilization by heavy rainfall or snow runoff;

Mudflow/Debris Fan – A source of mud and debris, usually in the upper reaches of a drainage basin or its contiguous sideslopes;

Physiographic Floodplain – An area that shows historical shifting of the riverbed, which indicates frequent likelihood for flooding;

Potentially Unstable Slope – Slopes with most attributes of an unstable slope, but where past or present slope failure is not apparent or certain. Such areas have undergone slope movement in the recent geologic past;

Rockfall Area – Areas subject to rapid, intermittent, nearly unpredictable rolling, sliding, bounding, or free falling of large masses of rock, debris or individual rock blocks. Such areas are most commonly adjacent to unvegetated, barren, steep and/or fractured and jointed bedrock cliffs; and

Unstable Slopes – Slopes with landslide-earthflow characteristics, but where modern movement is not apparent or uncertain.

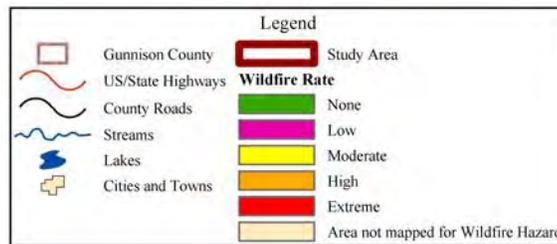
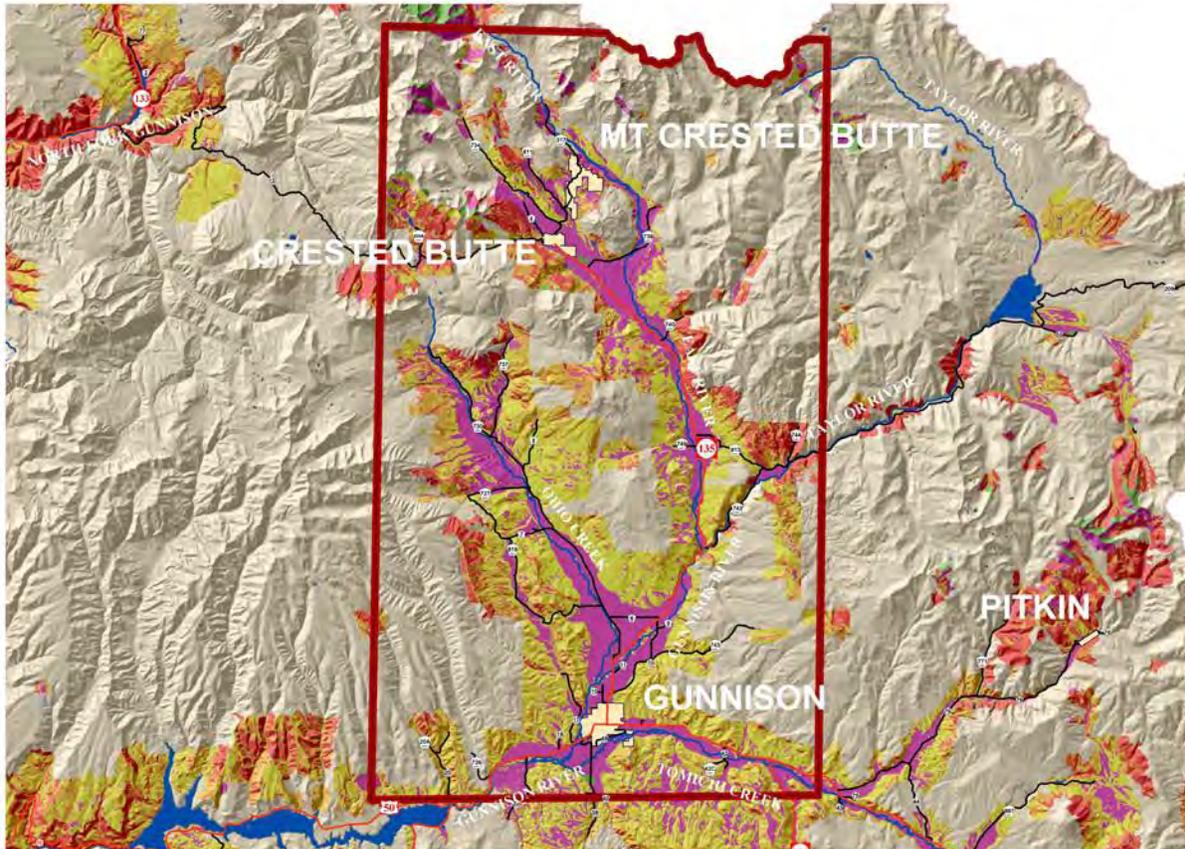
The presence of the hazards does not imply that development is not possible, but that additional geologic and engineering analysis is necessary to determine site -specific conditions.

Wildfire Hazards

In 2002, County staff and the Colorado State Forest Service began a cooperative effort to map wildfire hazards using the most sophisticated modeling methodology currently available. The project was funded with a grant from the state of Colorado, with County staff providing an in-kind match and GIS resources.

The model was based on utilizing on-the-ground fieldwork, aerial and satellite photography. The components, or inputs of the model are as follows: Ladder Fuels, Forest Density, Insects and Disease, Slope, Aspect and Fuel Hazard. The results of the model output are shown on Figure III-6. Areas of Extreme Hazard can be found in Taylor Canyon, Ohio Creek and Kebler Pass. Areas of High Hazard radiate out from these same areas. Again the mapping is not meant to preclude development in these areas, but suggest additional mitigation measures or reduced densities to address public health, safety and welfare.

Figure III-6
Gunnison County
Wildfire Hazards



Map Produced by Gunnison County GIS
979.641.7629
August 25, 2003
File: N:\Master_Plan\Development_Constraints\Wildfire_Hazards.mxd



Data Source: The Wildfire hazards are based on a model produced by Gunnison County with the help of the Colorado Forest Service (2003).



Viewshed Protection

As part of the work of the Focus Group, a viewshed model was run using the GIS software to map prominent viewsheds from State Highway 50 and State Highway 135. The model is based on a 30-meter grid, and calculates line of site at 100-foot intervals along the highway corridors. The results of the model run are shown on Figure III-7. The viewshed analysis graphically depicts the extreme visibility of the valley floors along both highway corridors. Again, the purpose of the map was not to preclude development in the areas mapped but may suggest specific corridors and areas for refined regulations if the Planning Commission finds such approaches are warranted.

High Water Table

Areas of high water table have been extracted from the Geologic Hazards Map and are shown on Figure III-8. Areas include the lower reaches of the Gunnison River north and south of Gunnison, Ohio Creek, and isolated pockets around Crested Butte and the East River drainage.

GOALS AND OBJECTIVES

A single goal and a series of objectives are summarized below. Specific implementation measures are included within Appendix C.

Mission Statement

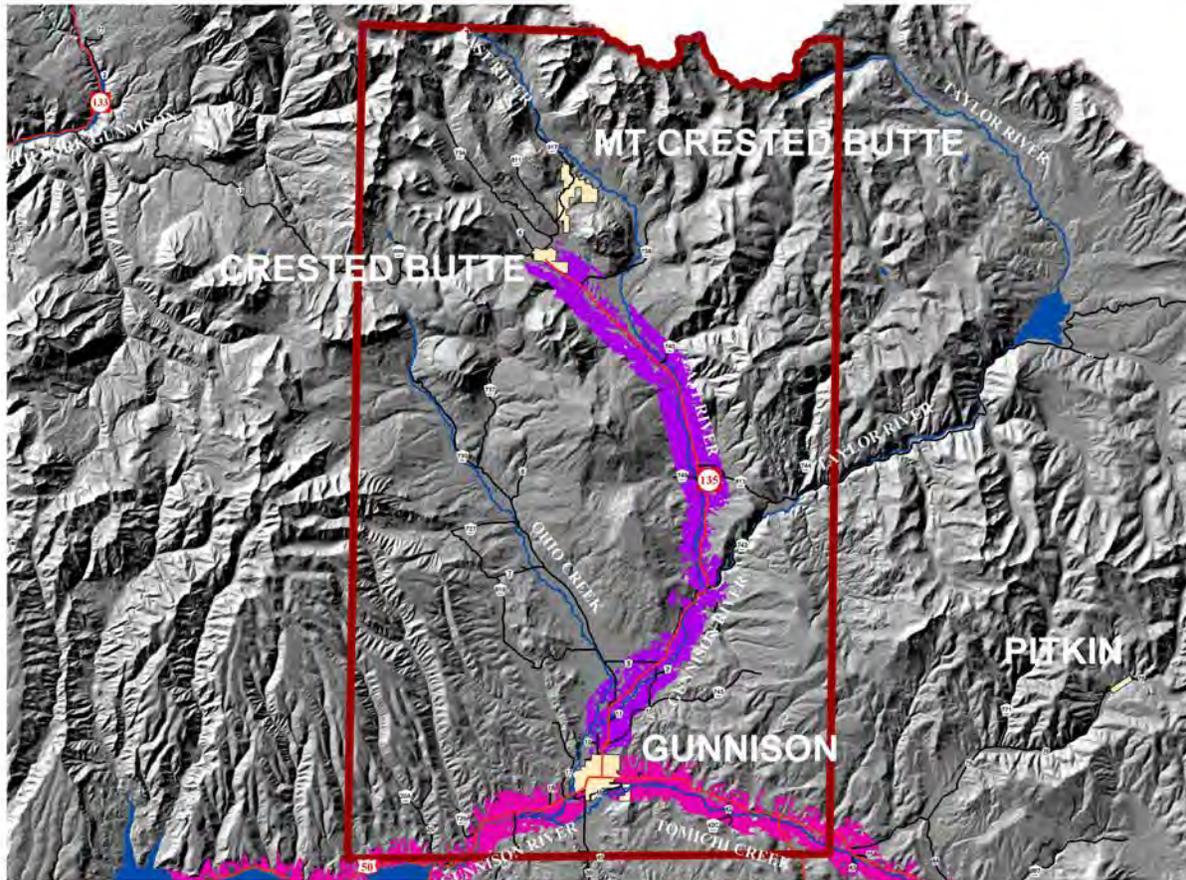
Gunnison County recognizes that the environment is the fundamental basis for a vital and sustainable economy. A healthy environment is absolutely necessary for the physical and mental well being of our residents and visitors. Finally, the Gunnison County community recognizes that our environment has intrinsic value, and the County should develop in a way that maintains a healthy ecosystem.

Objectives

Ecological Resources

- Gunnison County should ensure that sufficient quantities of high-quality habitat exist to support viable populations of existing species.
- The County should protect its unique biological features, including but not limited to the Gunnison Sage Grouse, Lynx, the Mount Emmons Iron Fen and the Sundew plant (*Drosera rotundifolia*), as well as other resources identified by expert sources such as the Colorado Natural Heritage Programs Survey of the Gunnison Wetlands.
- Future development patterns should be designed to minimize fragmentation of habitat.
- In the context of changing climatic conditions, the County should manage open space and development patterns to provide sufficient flexibility for future generations to maintain healthy ecosystems.
- The County shall adopt a strategy to maintain the environmental value of existing ranches.

Figure III-7
Gunnison County
Viewsheds of Hwy 135 & Hwy 50



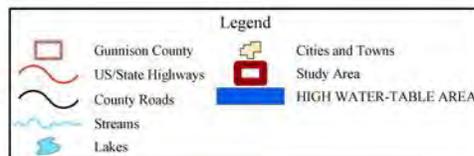
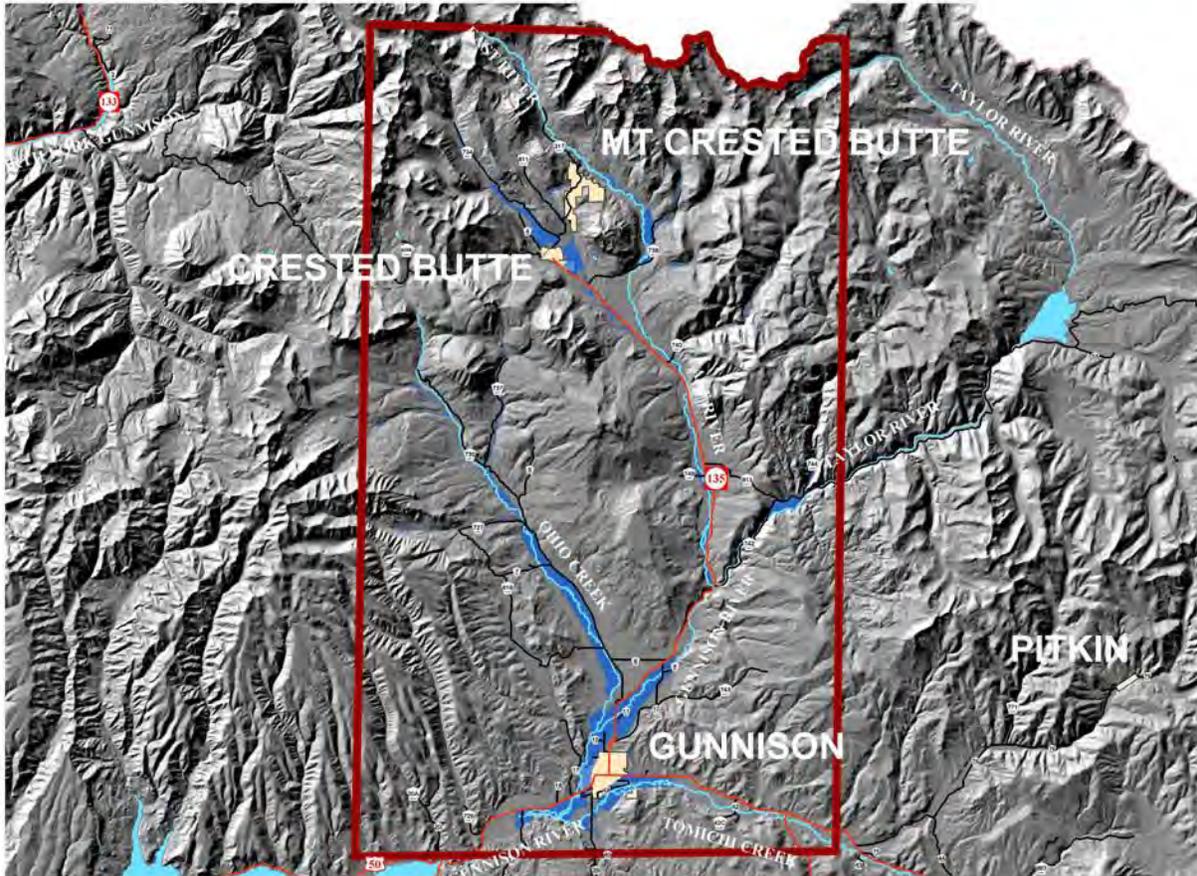
Map Produced by Gunnison County GIS
970.641.7920
August 27, 2003
File: N:\Master_Plan\Development_Committee\Viewshed.mxd



Data Source: Viewsheds were generated by Gunnison County, using a "line of sight" analysis based on U.S.G.S. digital elevation data.



Figure III-8
Gunnison County
High Water Table Area



Map Produced by Gunnison County GIS
970.644.7020
August 27, 2003
File: N:\Master_Plans\Development_Contracts\High_Water_Table.mxd

Data Source: Colorado Geologic Survey, Department of Natural Resources, 1998.



Decrease Use of Non-Renewable Fuels

- Future development patterns shall encourage transportation systems that minimize environmental and human health degradation.
- The County shall develop a set of building guidelines to encourage the conservation of energy and natural resources.

Air Quality

- The County will strive to maintain or improve air quality, both indoor and outdoor, reducing any and all negative health impacts.

Water Quality and Quantity

- The sustainability of water quality, riparian areas, floodplains and wetlands will be enhanced rather than degraded.
- There shall be no loss of natural wetlands as the human population grows. The quality and quantity of wetlands will be protected from damage and destruction.
- To promote natural river and stream flows, Gunnison County should allow natural changes in river and stream channels to occur with minimal human intervention.
- New development should have sufficient water resources to support the project's projected demand.
- Gunnison County shall maintain in stream flows sufficient to support a healthy ecosystem and keep Gunnison County water in Gunnison County.
- There should be sufficient water to sustain agriculture operations. Additionally, further development of the county should be limited to what can be supported by water availability during periods of unusual droughts over a 100-year time frame.

Visual Resources

- Gunnison County should protect its natural viewsheds. The county shall adopt policies that minimize fragmentation and degradation of scenic views.
- Minimize and reduce light pollution of the night sky so that the greatest number of stars may be seen by the naked eye and through telescopes.
- Gunnison County should maintain the scenic value of existing ranches and promote agriculture sustainability.
- Native wildflowers should be maintained in their natural habitat.

Recreation and Trails

- Recreation will be managed to minimize impacts to the environment.
- Gunnison County should maintain or create access to public lands and amenities such as trails, open space and parks.

Noise/Recycling

- The County will make every effort to control excess noise and vibration to protect the health, welfare and quality of life.



- The County shall continue to reduce waste by actively promoting recycling and reuse.

Natural Hazards

- Manage development patterns to minimize the potential damage from geologic hazards, reduce wildfire hazards, and reduce avalanche hazards to humans and structures.

Cultural Resources

- Historic (i.e. pioneer) and ancient (indigenous) sites will be protected.
- Archeological research will be encouraged by the County.

Human Resources

- Promote a healthy living and working environment in Gunnison County.
- Gunnison County should encourage and support scientific research that will provide information needed to manage the Gunnison Basin ecosystem in the future.
- Our environment supports many recreational activities. Recreation will be managed to minimize impacts to the environment.
- Maintain or create access to public lands and amenities such as trails, open space and parks.

SECTION IV RECREATION AND TOURISM

This element of the Plan addresses the issues and policy approaches developed by the Recreation and Tourism Focus Group. This section addresses the entire County since it is the only element that is required by statute in the state of Colorado.¹ The element is divided into the following sections: existing data regarding recreation and tourism in the study area and a series of goals and objectives.

The Focus Group, due to statutory requirements and time constraints, only addressed the ten required elements cited in the enabling legislation. Exclusion of any recreational opportunity from discussion in this section does not mean that it is necessarily a lower priority. The Economic Development Focus Group made the following additional recommendations related to recreation and tourism:

- Expand the linkage between economic development, tourism and existing educational opportunities (Rocky Mountain Biological Lab, Western State, On-going festivals, etc);
- Make Gunnison County an arts and cultural destination by building an world-class arts center and developing a cultural tourism program in Gunnison County;
- Encourage expansion of a back-country hut network in order to establish Gunnison County as a hut-to-hut destination;
- Diversity recreational opportunities through support of the construction of additional recreational facilities in the Town Center of Mt. Crested Butte (aquatic center/ice skating rink); and
- Create conference facilities in both Crested Butte and Mt. Crested Butte.

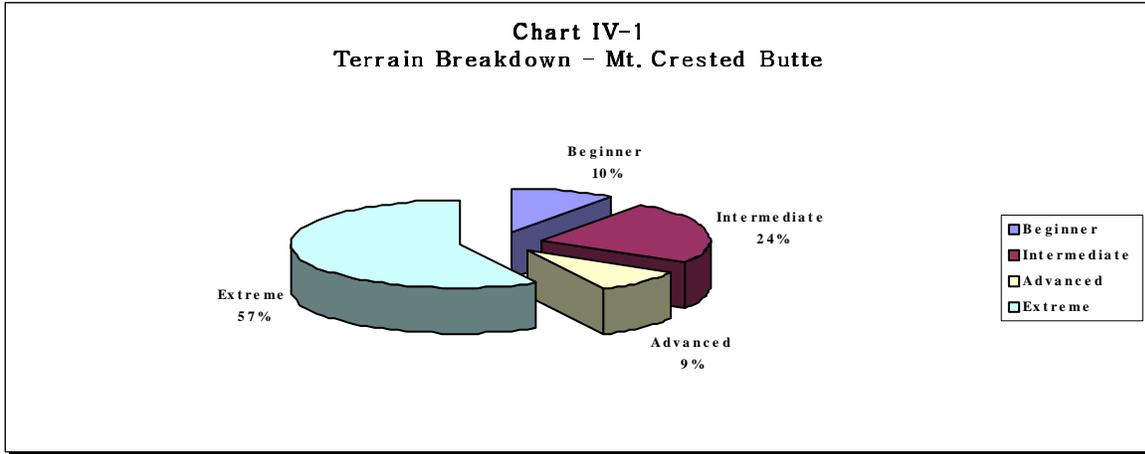
EXISTING RECREATION AND TOURISM DATA

Recreation and tourism have become an important economic engine in the County. The County is blessed with a rich environment for year round recreational opportunities including hunting, fishing, skiing and hiking/camping to name a few. Data regarding the majority of the recreational and tourism activities in the County are summarized below.

ALPINE SKIING

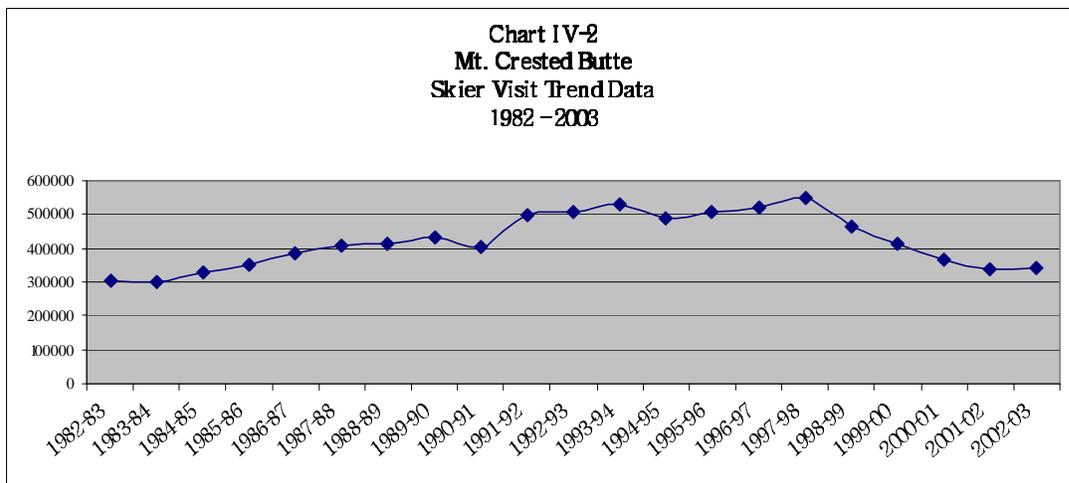
The Mt. Crested Butte Ski Area is considered one of the finest ski areas in the State of Colorado. Total terrain is approximately 1,160 acres. The base area is located at an elevation of 9,375 feet, and the top of Mt. Crested Butte is 12,162 feet. The terrain breakdown is shown on Chart IV-1.

¹ C.R.S. 30-28-106 and 31-23-206



Source: Crested Butte Mountain, 2004.

The Mountain is served by 14 lifts, and has a total vertical drop of 2,775 feet. Approximately 300 acres are covered by snowmaking. The mountain is known for some of the best lift-accessible extreme skiing in North America. The area has seen a steady decline in skier visit days since 1998, as shown on Chart IV-2.



Source: Crested Butte Mountain, 2004.

Reasons for the decline include the relative isolation of Crested Butte when compared to I-70 corridor ski resorts, economic downturns, the need for significant improvements to the base village, and last but not least, the need for additional beginner and intermediate terrain. Since the recent sale of the ski area in March of 2004, there have been capital investment of at least several million dollars. The new owners have made lift improvements, expanded snow making, extended the season, made cosmetic upgrades and engaged in significant grooming improvements. Plans for expansion onto Snodgrass (to gain additional intermediate terrain) have been submitted to the U.S.F.S. and the Town of Mt. Crested Butte has approved plans for the Base Village. With anticipated continued capital investment on the mountain and base area, skier visits are anticipated to increase.

NORDIC SKIING

Nordic skiing has seen unprecedented growth in the region. The Crested Butte Nordic Center has established one of the finest programs in the State of Colorado. It also operates an extensive trail system and instruction program. There are approximately 35 to 40 kilometers of groomed trails in the Crested Butte area and The Center sells both annual and daily passes. There are approximately 300 season pass holders and 1,000 annual visitors purchasing daily passes. An overall goal of the Center is to connect Crested Butte, Mt. Crested Butte and Crested Butte South with a series of groomed nordic trails. In addition to groomed and managed trails, the region has seen an increase in backcountry travel as well.

HUNTING

Hunting has long been a significant economic contributor to the region. Although local data is not available, anecdotal evidence suggests that the monetary contribution to the region is second only to alpine skiing.

For the purpose of managing hunting resources, the Colorado Division of Wildlife has divided the County into management units, which are shown on Figure IV-1. Primary units within the Study Area include Units 54, 55 and 551. For the 2003 hunting season the number of licenses sold were 3,606 for elk, 586 for deer, and 103 for bear. In addition to big game hunting, 409 licenses were issued for other species. Outfitters and guides were issued 313 service days for 2003 from the United States Forest Service.

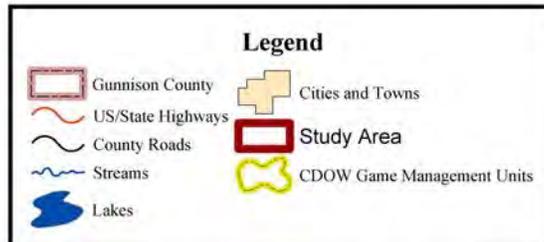
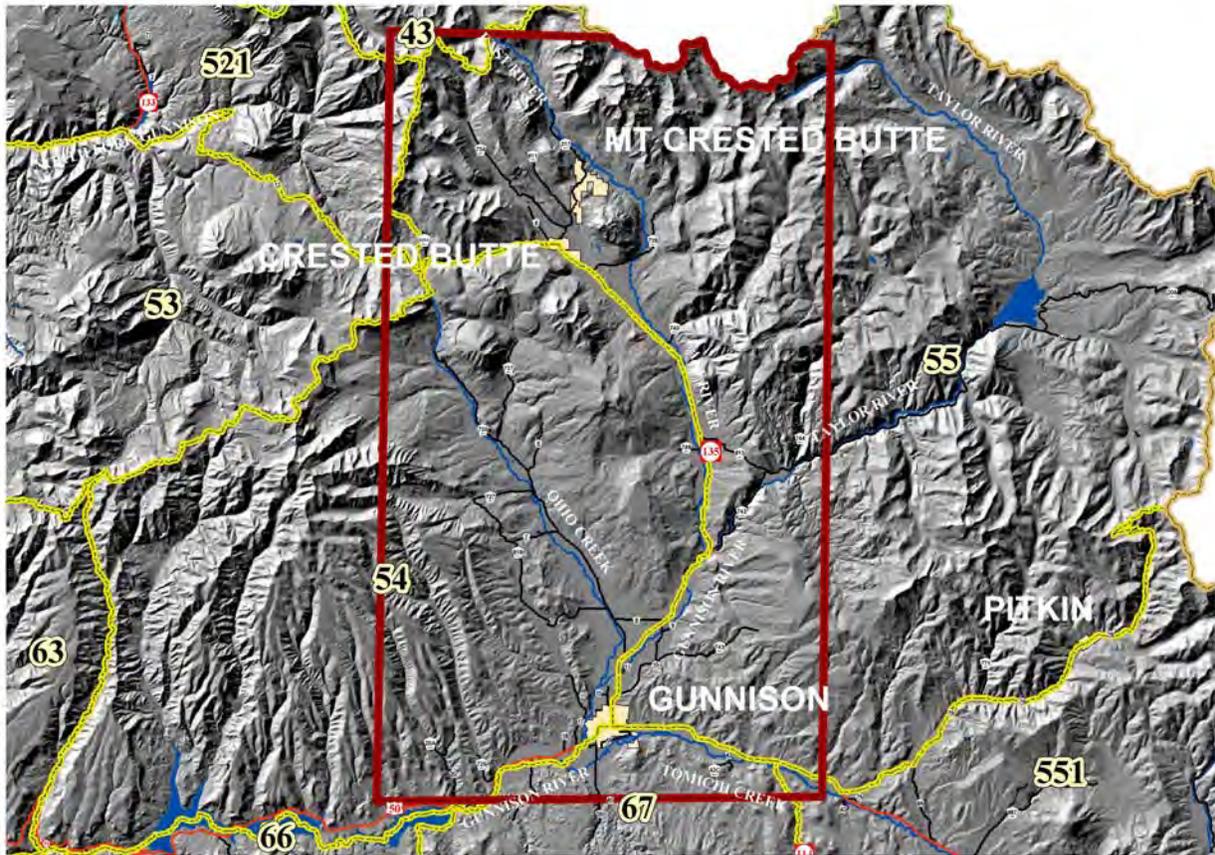
FISHING

Fishing has long been a considerable contributor to the tourism economy in the County. The County is blessed with relatively pristine water quality, and nearly perfect habitat for the primary species of fresh water fish including rainbow trout, brown trout, brook trout and Kokanee salmon. Primary fisheries in the study include the East River, Slate River, Taylor River, Gunnison River and numerous smaller back-country fisheries. Although out of the initial study area, Blue Mesa Reservoir is considered one of the best lake fishing resources in the state of Colorado.

HIKING

The Crested Butte/Gunnison study area includes some of the finest hiking and backpacking terrain in the state. Primary areas include the Collegiate Peaks, Maroon Bells Snowmass, The Raggeds, West Elk, Fossil Ridge, as well as the resources of the White River and Gunnison National Forests. In addition, the Bureau of Land Management (BLM) has considerable land holdings in the County that provide numerous trails for hikers and backpackers. Management of these trails is undertaken by each respective agency with the participation of the County as well as various citizen groups. Although precise numbers are difficult to define with precision, federal agencies estimate that approximately 10,000 hikers utilize the system annually, but this estimate is a gross under-representation since they only reflect voluntary sign-ins at wilderness areas and other trailheads. There are in excess of 1,000 miles of public-access trails in the County.

Figure IV-1
Gunnison County
Colorado Division of Wildlife
Game Management Units



Map Produced by Gunnison County GIS
970.631.7620
November 12, 2003
File: N:\Ag Open Space\CDOW game management units.mxd



BIKING

Crested Butte is considered by many as the “Home of the Mountain Bike” and has established “Fat Tire Week” to promote the resources of the area. In addition, Hartman Rocks, located on BLM land southwest of Gunnison provides a superb trail system.

RAFTING/KAYAKING

Colorado annually attracts more white water rafters than any other state in the country. Rafting’s economic impact in Colorado is significant. From 1998 through 2002, the average annual growth has been nearly seven percent. Rafting suffered in 2002 due to the economy, low water and fires throughout the state. The usage drop in 2002 does not reflect the actual demand for rafting but rather is due to the external forces described above. Cancellations and a dramatic drop in inquiries immediately following the Hayman Fire near Denver are indicative of the negative publicity regarding conditions in Colorado during the summer of 2002. Even with the dramatic drop in user days experienced in 2002, the economic infusion to the local economy of rafting on the Gunnison and Taylor Rivers was \$3.1 million.² Commercial User Days for 2002 are summarized on Table IV-1.

**Table IV-1
Commercial User Days (2002)**

Permitee	Taylor River	Gunnison River
<i>Three Rivers Resort</i>	9,832	900
<i>Scenic River Tours</i>	4,455	800
<i>Camp Gunnison</i>	300	150
<i>Gunnison Raft and Fish</i>	0	150
<i>Tenderfoot Rafting</i>	0	300
<i>Cannibal Outdoors</i>	0	50
<i>Total</i>	14,587	2,350

Source: USFS, 2002

Kayaking is also popular in the County, particularly on the Gunnison and Taylor Rivers. The County developed a Whitewater Park in 2002, and the site includes bathrooms, picnic areas and a trail system.

BOATING

The Curecanti National Recreation Area and Taylor Reservoir are the two primary locations for boating in Gunnison County. The Curecanti Recreation Area attracts nearly one million visitors per year. Water resources within Curecanti include three reservoirs (Blue Mesa, Crystal and Morrow Point). Due to the location in the Black Canyon, boating on Crystal and Morrow Point Reservoirs is limited to hand carried craft. A Visitor Satisfaction Survey conducted in 1999 found that fishing and pleasure cruising are the most important activities in the recreation area. Blue Mesa is also the largest Kokanee salmon fishery in the United States.

² Colorado River Outfitter’s Association, 2003.



ROCK CLIMBING

Rock Climbing has gained in popularity in the United States, and Gunnison County has also seen a marked increase. The most popular spots include areas in Taylor Canyon, but isolated areas suitable for the sport are also found throughout the County. A significant opportunity exists for the expansion of “created” climbing walls both indoors and outdoors.

SHOOTING

Shooting practice is allowed on lands managed by the United States Forest Service and Bureau of Land Management. Gunnison Sportsman’s Club on County Road 18 also allows for shooting and sighting opportunities on private property.

RECREATIONAL RESOURCE MAPPING

As a component of the Focus Group recommendations, composite maps of all recreational resources in the County were mapped, and reductions of the final maps are shown on Figure IV-2 thru IV-5. These maps are based on existing U.S. Forest Service mapping, Trails Illustrated Maps produced by the National Geographic Society, and consultation with Forest Service staff. The maps were produced at 36” x 36”, and will be distributed to local Chambers of Commerce offices, libraries, and any other public or private entities that may find that their availability would assist in promoting the vast recreational resources that exist in the County.

GUNNISON COUNTY TRAILS COMMISSION

Gunnison County has an active volunteer Trails Commission, which has adopted a Trails Master Plan (shown on Figure IV-6). As discussed in the finding of the Focus Group, it is the intent that this map be considered official policy by Gunnison County, and implemented as the region continues to develop. A particularly important linkage that is a high priority for both the Trails Commission and the Focus Group is a connection between Crested Butte and Crested Butte South, which is depicted on Figure IV-7.

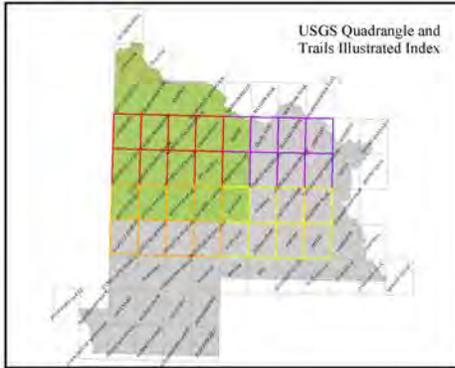
In the fall of 2003, Gunnison and Pitkin Counties began to investigate the potential for a trail alignment that would connect Crested Butte and Carbondale with a non-motorized trail. This trail connection would have considerable benefit to the region, and the Focus Group supports its implementation as funds become available in the future.

FOCUS GROUP SUMMARY AND FINDINGS

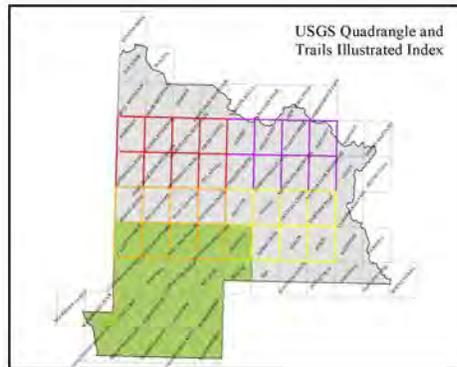
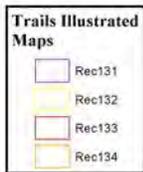
The Recreation and Tourism Focus Group met weekly during 2003 and 2004. The Group was composed of representatives from local governments, the U.S. Forest Service, local recreational enthusiasts and other interested parties.

Figure IV-2 Recreation Resources in Gunnison County Panel Breakdown and Uniform Legend

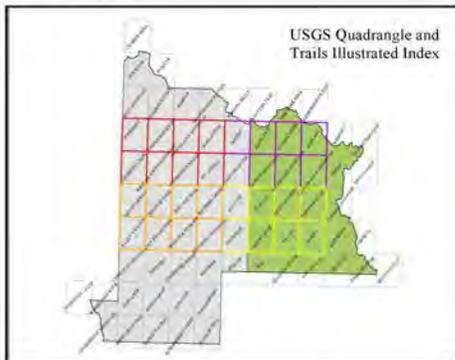
Panel 1 of 3



Panel 2 of 3



Panel 3 of 3

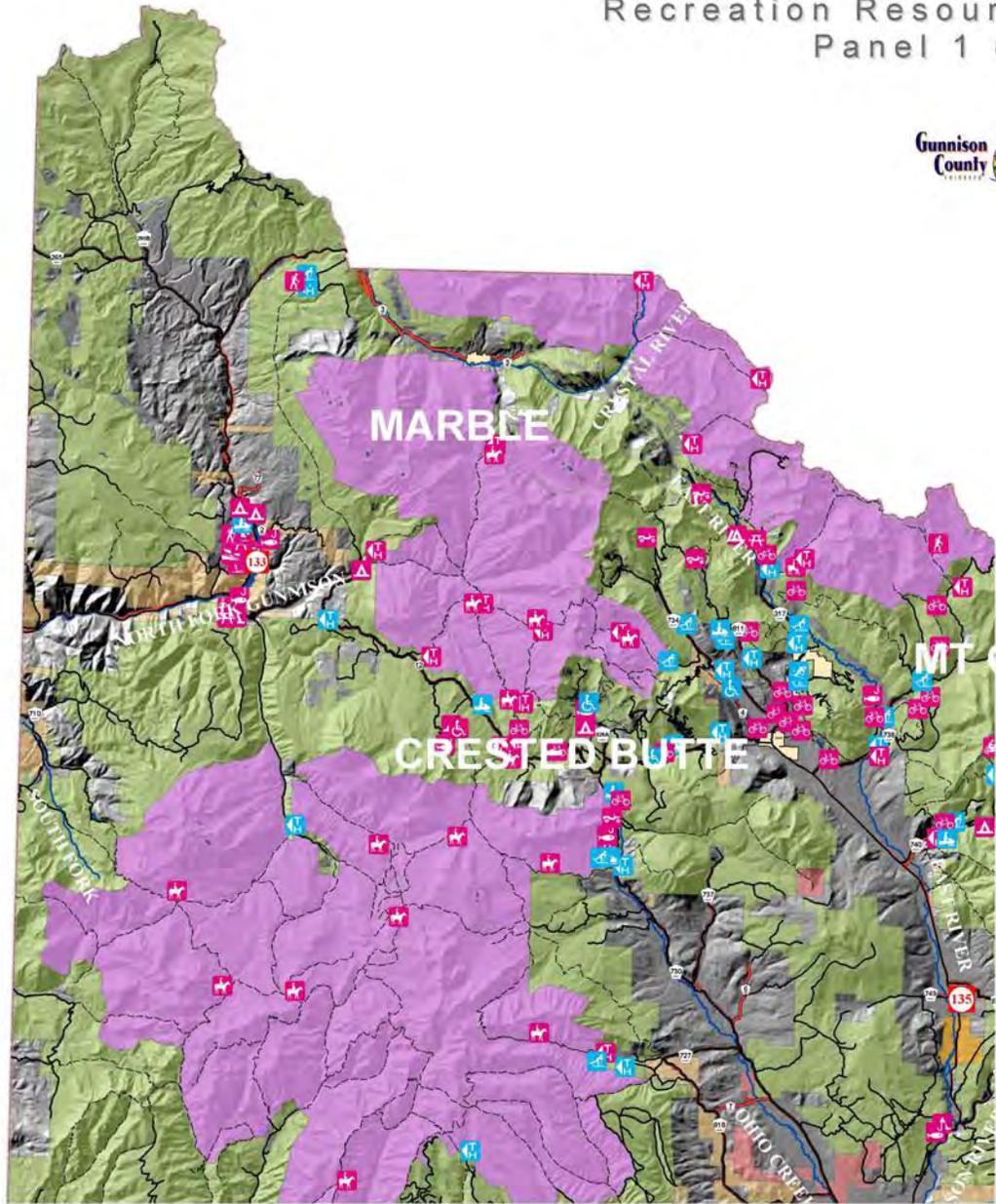


Legend	
	Cities and Towns
	US/State Highways
	County Roads
	Streams
	Lakes
	Peaks
	Public Roads
	Public Trails
	Nordic Trails
	Fossil Ridge Recreation Management Area
	Wilderness
	Private
PUBLIC LANDS	
	Bureau of Land Management
	Bureau of Reclamation
	City of Gunnison and Gunnison County
	Colorado Division of Wildlife
	Gunnison County
	Municipal City
	National Forest Service
	National Park Service
	State Of Colorado
	United States of America
RECREATION TYPE	
	Accessible Campground
	Accessible Trailhead
	Alpine Skiing
	Boat Launch
	Campground
	Colorado Trail
	Continental Divide Trail
	Cross Country Skiing
	Fishing
	Footpath
	Horseback
	Hut
	Jeep Access
	Motor Boating
	Motorcycling
	Mountain Biking
	Picnic Area
	Ranger Station
	River Access
	RV Dump Station
	Scuba
	Snowmobile
	Summer Trailhead
	Swimming
	Water Skiing
	Winter Trailhead

The Gunnison County Recreational Resources Maps are based on USGS GIS data, and information obtained from the United States Forest Service and Bureau of Land Management. These maps are for general reference only. For more precise information appropriate for backcountry travel, consult USGS quadrangle mapping, or National Geographic Trails Illustrated Maps 131, 132, 133, and 134 (See Quad Index). Maps are available in 36 x 36 " format, please contact the GIS/Mapping Dept. at 970.641.7620.



Figure IV-3
Gunnison County
Recreation Resources
Panel 1 of 3

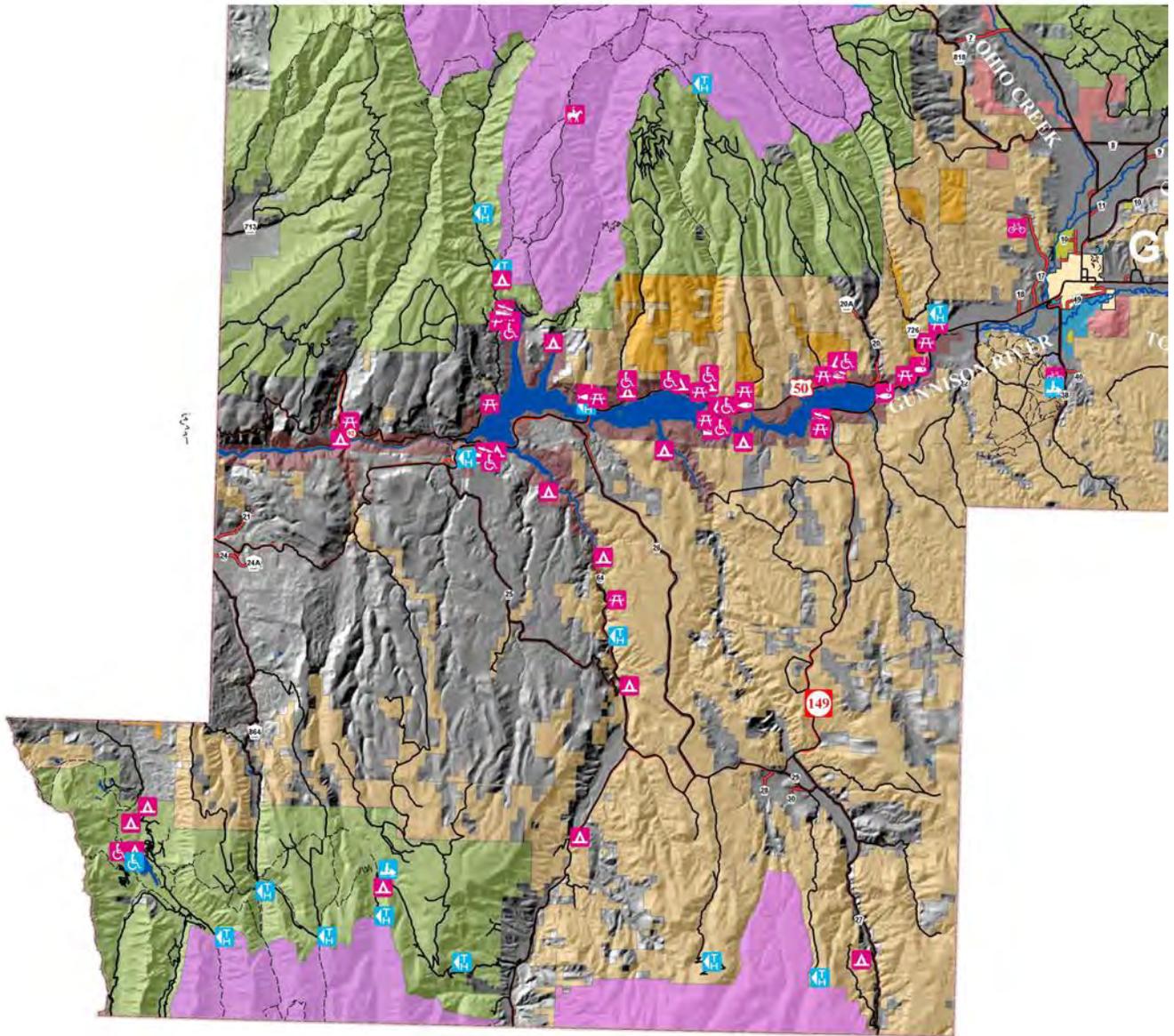


Map Produced by Gunnison County GIS
970.641.7620
November 24, 2003
File: N:\Master_Plan\Recreation\recreationNW.mxd





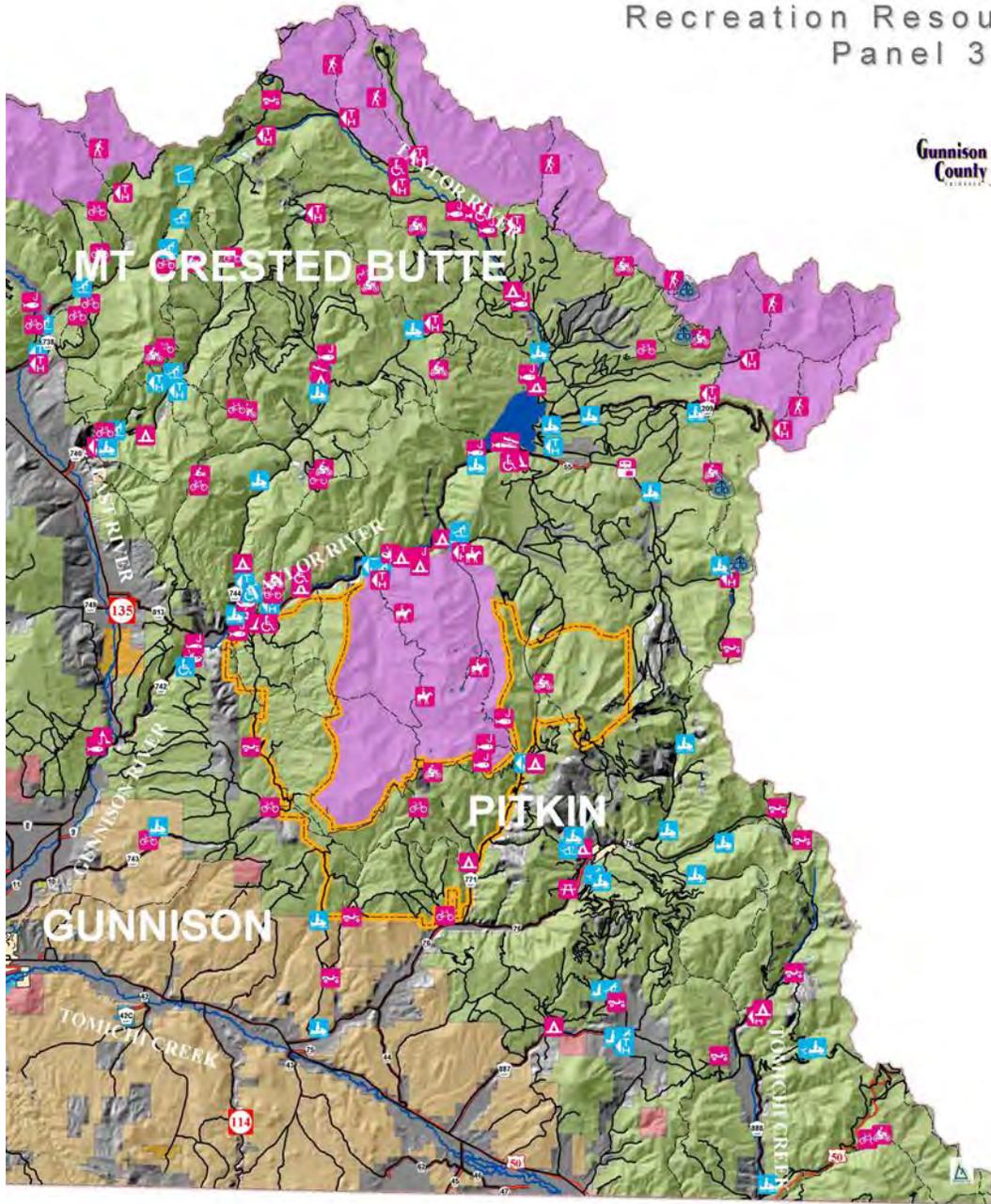
Figure IV-4
Gunnison County
Recreation Resources
Panel 2 of 3



Map Produced by Gunnison County GIS
970.641.7620
November 24, 2003
File: N:\Master_Plan\Recreation\recreationSW.mxd



Figure IV-5
Gunnison County
Recreation Resources
Panel 3 of 3



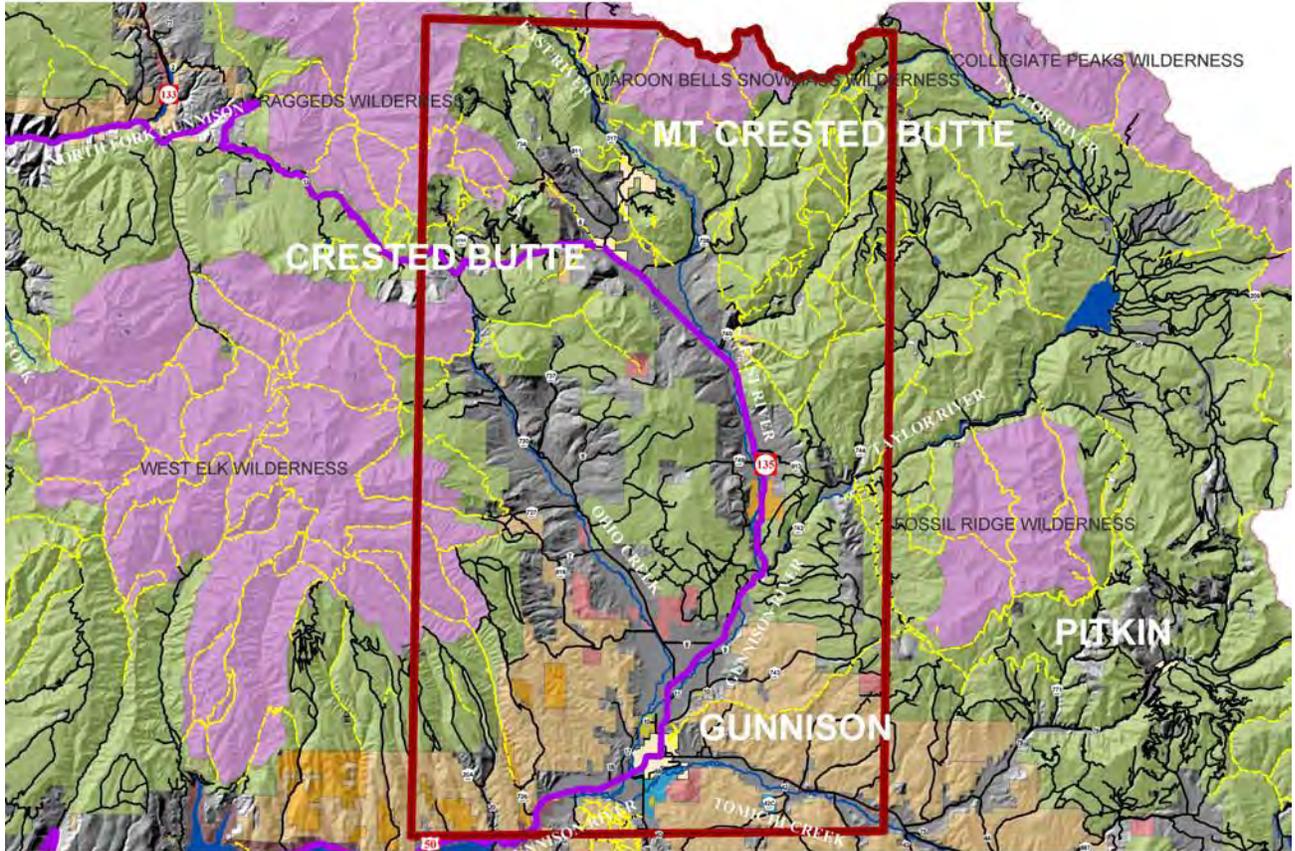
Map Produced by Gunnison County GIS
970.641.7620
November 24, 2003
File: N-Master_Plan_Recreation_recreationL.mxd



0 1.5 3 4.5 Miles



Figure IV-6
Gunnison County
Trails Master Plan



Map Produced by Gunnison County GIS
970.644.7620
December 9, 2003
File: N:\Master_Plan\Recreation\Trails.mxd

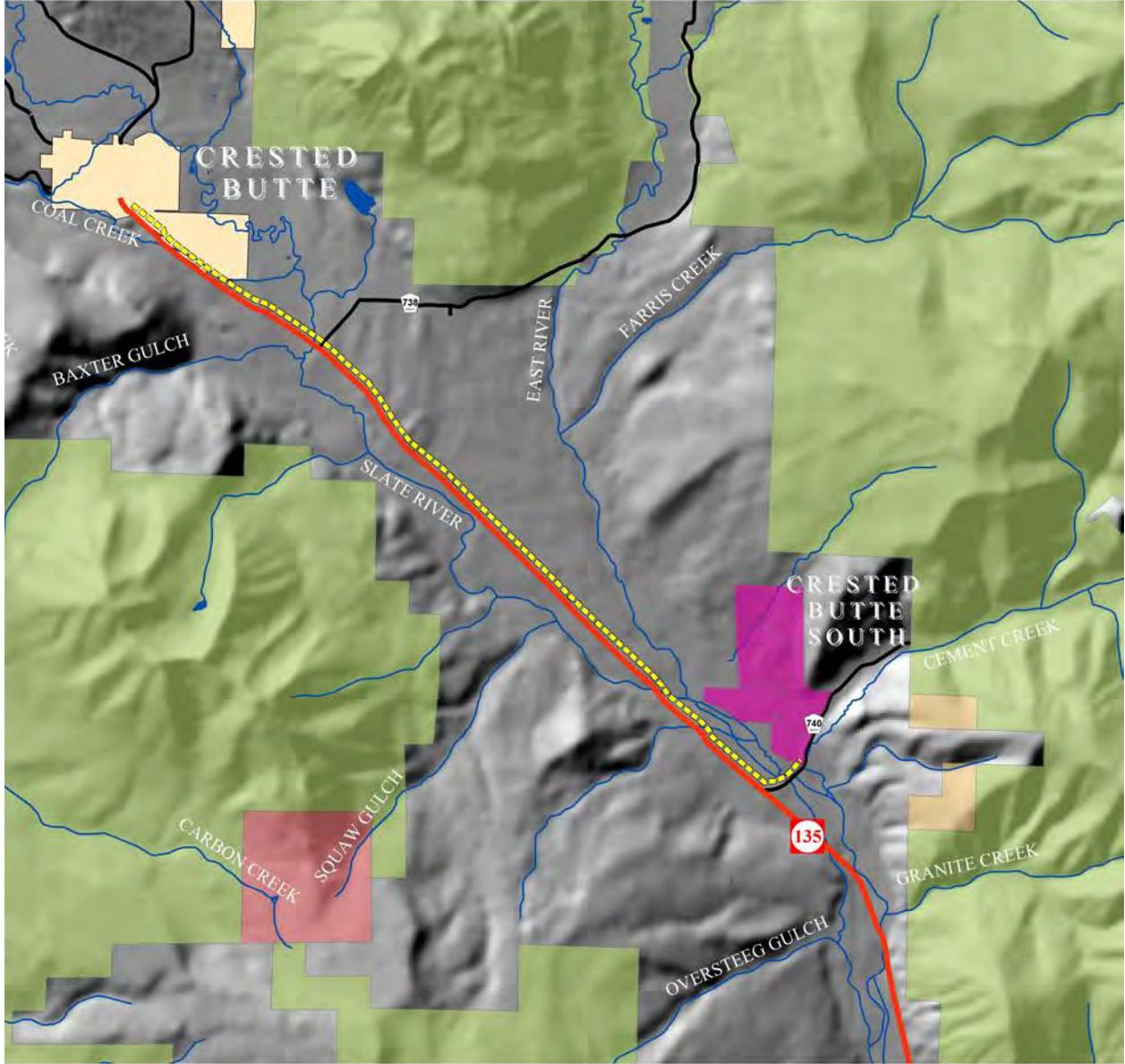


Data Source: Gunnison County Trails Commission, USFS, BLM, 2003.





Figure IV-7
Gunnison County
Proposed Crested Butte - Crested Butte South
Trail Corridor



Map Produced by Gunnison County GIS
970.641.7620
January 7, 2004
File: N:\Master_Plan\Recreation\CB TO CB South Trail.mxd

Legend	
	US/State Highways
	County Roads
	Streams
	Lakes
	Cities and Towns
Land Ownership	
	Bureau of Land Management
	National Forest Service
	State Of Colorado
	Crested Butte South
	Proposed Crested Butte - Crested Butte South Trail

Note: This alignment is conceptual for display purposes only. Placement on private property is not assumed or implied. An option to locate the trail within existing public Right-of-Way is the preferred alternative.



The next step taken by the group was to bring in local experts familiar with specific topics for presentations regarding their areas of expertise. This allowed the Focus Group to understand opportunities, constraints and potential policy ideas to promote tourism and recreation within the County, while not compromising the ecological assets of the area. Presentations were given addressing alpine skiing, nordic skiing, snowmobile riding, mountain biking, fishing, boating, rock climbing, hunting and backcountry activities.

GOALS AND OBJECTIVES

Based on the presentations and deliberation within the Focus Group, two specific steps were taken in regard to future policies: (1) development of broad overall goals and objectives to promote tourism and recreation in the County; and (2) identification of specific steps to be taken for separate activities. The broad goals and objectives are indicated below:

The Gunnison County Comprehensive Outdoor Recreation and Tourism Plan goals and objectives and implementation strategies, developed by the Recreation Focus Group, demonstrates how recreation and tourism responsibilities are integrated among the common providers in the county. These goals and objectives are summarized below, and are refined in the implementation matrices included within Appendix C.

#1 - Promote and Maintain High Quality Recreational Activities that include, but not limited to, the ten (10) Statutory Requirement Activities (Hiking, Mountain Biking, Rock Climbing, Alpine Skiing, Nordic Skiing, Rafting, Fishing, Boating, Hunting, and Shooting).

#2 – Promote Environmental Balance

Provide quality recreation and tourism opportunities while at the same time be stewards of the land in all actions and protect delicate social, cultural and ecological systems.

- A. Recreation and tourism planning must incorporate protection and management of sensitive resource values to ensure their long-term availability.
- B. Determine the levels of use that Gunnison County’s recreation and tourism facilities can handle without endangering natural habitats and ecosystems.
- C. Determine the types of recreation and tourism opportunities best suited to fragile ecosystem settings and respect sensitive, threatened and endangered species.
- D. Cooperatively establish and use environmental standards that help ensure balance between sustaining recreation resources and meeting the needs of our customers.

#3 – Promote a Unified Communication and Marketing Program

Educate residents and targeted out-of-state markets about the variety of recreation and tourism opportunities available in Gunnison County.

- A. Promote year-round recreation and tourism opportunities in areas that desire it and can absorb the impacts.

- B. Design a strategy to educate residents and decision makers about the benefits of outdoor recreation and tourism.
- C. Establish and fund a unified Events Coordinator to expand, attract, market and lead efforts to increase year-round events in Gunnison County.

#4 – Improve Maintenance and Provide Recreation and Tourism Infrastructure and Services

Pursue, develop and maintain tourism and recreational facilities and services and access to recreational land and water in accordance with desired markets, residents’ desired level of leisure services and the likely potential to promote the area for travel.

- A. Create and maintain a database that includes existing tourism enterprises and outdoor recreation facilities, access, services, attractions and programs that make up the Gunnison County outdoor recreation and tourism industry.
- B. Monitor and regularly make available the current capacity, use levels and quality ratings of facilities, services, attractions and programs by season.
- C. Develop a maintenance management approach that ensures Gunnison County’s non-profit operated facilities and resources are cared for and exhibit the highest level of quality.
- D. Ensure that future recreational facilities respect the needs of both residents and visitors.

#5 – Monitor Outputs and Collect and Manage Data

Establish common ways to sample, collect, report, access and share data. Maintain a database that is acceptable and used by all partners involved in providing outdoor recreation and tourism in Gunnison County.

- A. Monitor the real and perceived impacts of outdoor recreation on Gunnison County’s natural, cultural, historic and social environments to maintain desired community and regional character.
- B. Promote collection and use of data that meets adopted standards of scientific quality.
- C. Monitor visitor experiences and customer satisfaction with Gunnison County’s recreation and tourism facilities and programs and make the findings available to all providers.

#6 – Protect and Enhance Landscapes, Scenery and Visual Resources

Maintain and enhance landscapes, scenery and visual resources to ensure that attributes upon which Gunnison County’s outdoor experiences and residents’ quality of life depend are considered in future land use decisions.

- A. Develop and adopt a standardized method to identify and classify Gunnison County’s landscapes, scenery and visual resources regardless of land ownership.



- B. Describe and monitor the relationship between landscapes and scenery, quality recreation and tourism experiences and citizens' perceptions of quality of life.
- C. Implement a program whereby new projects include an evaluation of the impact of the project on important corridors and view sheds.

#7 – Recognize the Importance of Transportation and Access in Project Development

Recognize and integrate transportation planning, access and project development into outdoor recreation and tourism facility and program development.

- A. Create partnerships that strengthen the prioritization, funding, construction and maintenance of transportation systems to provide an optimal level of traveling safety to recreational opportunities.
- B. Encourage and promote improved air transportation.
- C. Encourage alternative transportation systems such as bicycle and mass transit services to minimize motor vehicle traffic through environmentally sensitive areas.
- D. Recognize and be sensitive to the needs of persons with disabilities when designing or improving recreational facilities.

#8 – Enhance Trail Corridor, Greenbelt and Greenway Opportunities

Seek to enhance and create more existing corridor recreation opportunities by promoting linear recreation spaces (trails, bikeways, waterways and roads) and where appropriate promote their use as connectors between communities.

- A. Identify and develop strategies to acquire public access to corridors.
- B. Maintain and where necessary, create, expand and diversify trail systems in urban and rural areas to link public and private recreation and tourism opportunities and to enhance compatibility among visitors by dispersing use.
- C. Improve corridor signing and trail signing.
- D. Implement and maintain education and information programs describing appropriate corridor activities, especially trail etiquette.
- E. Promote compatibility among corridor-user groups by proactive management, such as providing maps showing corridor designations.
- F. Provide assistance (funding and expertise) to local governments to inventory and acquire corridors for public use.
- G. Develop information for landowners adjacent to corridors concerning their benefits, rights and liability.

H. Use corridors as a tool to maintain public access to recreation and tourism opportunities.

#9 – Promote Partnerships Whenever Possible

Strengthen partnerships between nonprofit, public and private sectors to raise the quality and quantity of recreation and tourism facilities and services and to avoid duplication.

Partners Agree To Work Together To Accomplish The Following Strategies:

- A. Shift the emphasis of funding partnerships and development from primarily public tax-supported ventures to private ventures where it is clear that public access to diverse recreation and tourism opportunities will be retained.
- B. Encourage partnerships to reduce duplication of facilities and services and to promote cost-effective management.
- C. Develop a database of potential partners, grant programs and types of recreation and tourism projects of interest.
- D. Work with small businesses within regions to effectively market, manage and deliver recreation and tourism products and services.
- E. Promote the use of regional advisory groups of partners who review and develop project applications and are the focal point for disbursing information.

SECTION V

THREE MILE PLANNING AREAS

PURPOSE

This element of the Plan addresses issues and policy approaches developed by the Three Mile Focus Group. It includes a summary of the existing conditions within each three mile planning area (Gunnison, Crested Butte and Mt. Crested Butte) and specific recommendations based on the work of the focus group. A central aim of the focus group was to create a foundation for future approval of all Three Mile Plans by the County. Since the development and approval of Three Mile Plans are the responsibility and sole discretion of the municipalities, this section does not have a formal implementation matrix, but rather provides a framework for the development of such plans that would, in theory, be adopted by the County.

Both the Community Profile Survey and the findings of all the focus groups concluded that future development should be concentrated near existing urban areas, which implies that the future development of these areas are crucial to achieving the goals of the community. In terms of a concrete vision for the future of the corridor, it can be argued that this section may be the most important in accomplishing the findings and recommendations of the Corridor Plan.

METHODS OF IMPLEMENTATION

The most effective method of implementation of Three Mile Plans in the State of Colorado is called an “Intergovernmental Agreement” or IGA. The County currently has an IGA in place for the City of Gunnison, but has no formal agreements with Crested Butte or Mt. Crested Butte. The agreement with the City of Gunnison requires that all development within the Three Mile Boundary be forwarded to the Town as a non-binding opportunity for comments. The first step in the process is a review by the Planning Commission, which has an opportunity to request that City Council review the proposal as well. Written comments are forwarded to the County, but the recommendations are advisory only.

BACKGROUND DATA

As part of the work of the focus group, County staff produced a series of maps pertaining to current three mile boundaries.

Existing land uses within the City of Gunnison three mile area are shown on Figure V-1. Uses within the area are predominately residential and agricultural in nature. It is important to note that significant development potential still exists within this area.

Existing land uses within the Crested Butte and Mt. Crested Butte area are shown on Figure V-2. Predominant land uses include large agricultural tracts and undeveloped large-lot residential parcels.

Geologic hazards within the Gunnison Three Mile Planning area are shown on Figure V-3. Primary constraints include high water table areas in the valley floor, and potentially unstable slopes. The output of the County’s wildfire model within the three mile area is shown on Figure V-4. Environmental constraints for Crested Butte are shown later in the section pertaining to the potential for a Transfer of Development Rights program (V-6).

The preferred land uses within the Gunnison three mile area is shown on Figure V-5. Rural residential uses (densities of at least 1 unit per 5 acres) and pockets of low density residential (1 to 5 acres per dwelling unit) are suggested.

SUMMARY OF FINDINGS

The Three Mile Plan section of the Crested Butte/Gunnison Corridor Comprehensive Plan addresses issues to be considered when development is proposed within three miles of the largest municipalities in the County. It also addresses some issues beyond those three mile areas that affect the three mile areas. The major policies of the Three Mile Plan focus group include:

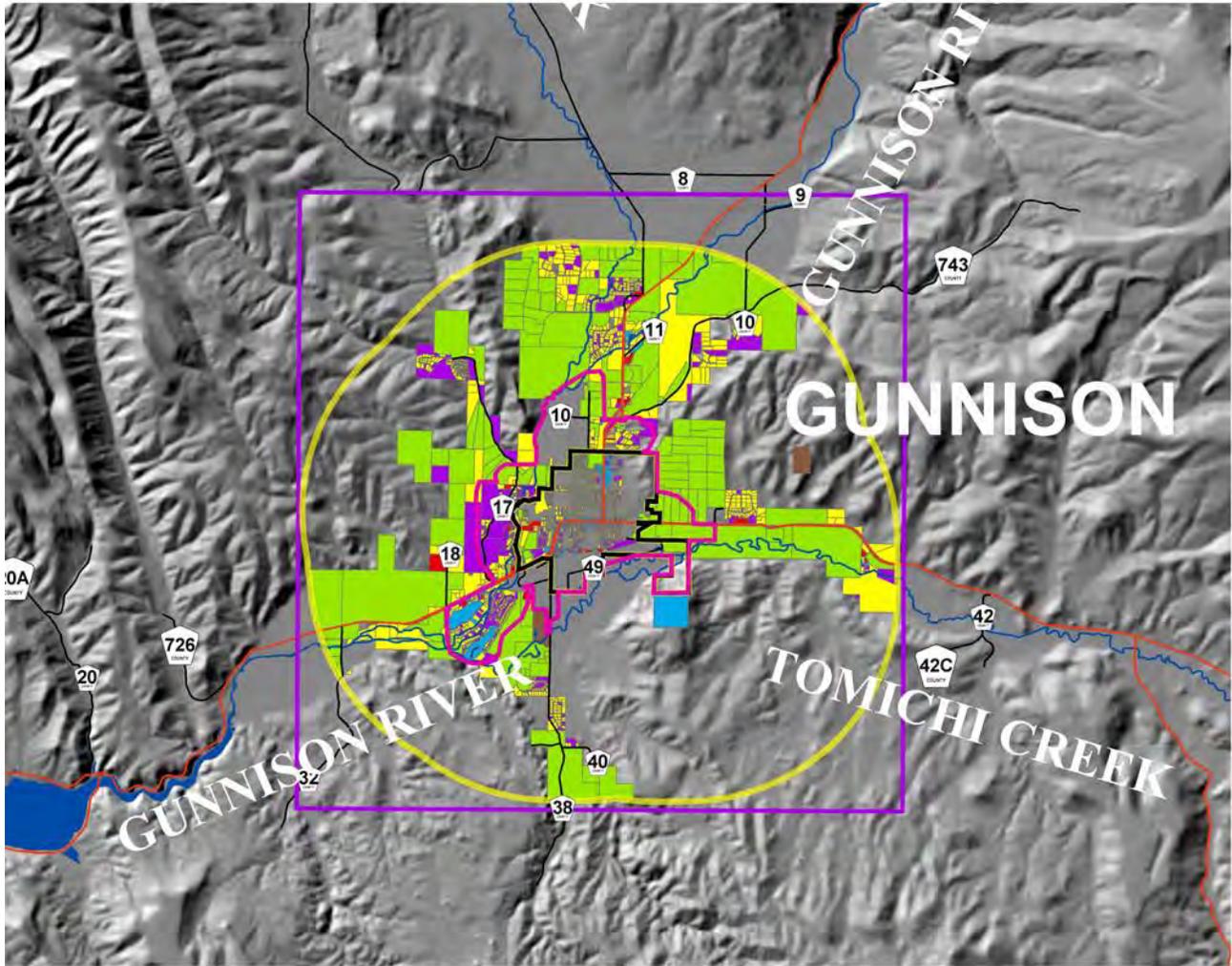
- The County and municipalities should work together to preserve characteristics of the County that are important to community members.
- The County and municipalities should work together to create a process of intergovernmental cooperation for development review within three miles of municipalities.
- The County should insure that impacts to the municipalities from growth outside municipal limits are adequately addressed and mitigated.
- The County should encourage compact and infill development.
- The County should create a program that preserves open space in remote and significant areas, and allows density to be transferred from the preserved areas to locations near existing development.

For lands which may eventually be annexed into a municipality, (i.e. those within the immediate vicinity of a municipality or within the Urban Growth Boundary, when identified), development standards should, where appropriate, allow for eventual upgrade to urban standards, in terms of road widths and locations, utility easements, and compliance with municipal master plans for transportation, trails, and parks and recreation.

Gunnison County and the municipalities should continue to work together to refine the existing Three Mile Plans and goals of that refinement should be to:

- Implement procedures to assure that the Three Mile Plan section of the comprehensive plan is a useful tool;
- Assure that growth will benefit the community;
- Assure cost burdens and benefits will be fairly allocated; and
- Create a mutually agreeable framework for predictable growth decisions.

Figure V-1
Gunnison County
City of Gunnison Three Mile Area
Land Use



Map Produced by Gunnison County GIS
970.641.7620
December 12, 2003
File: N:\Master_Plan\Three_Mile\Land_Use.mxd

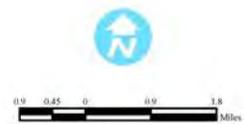
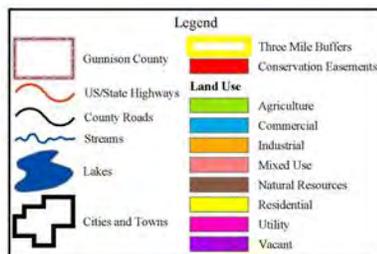
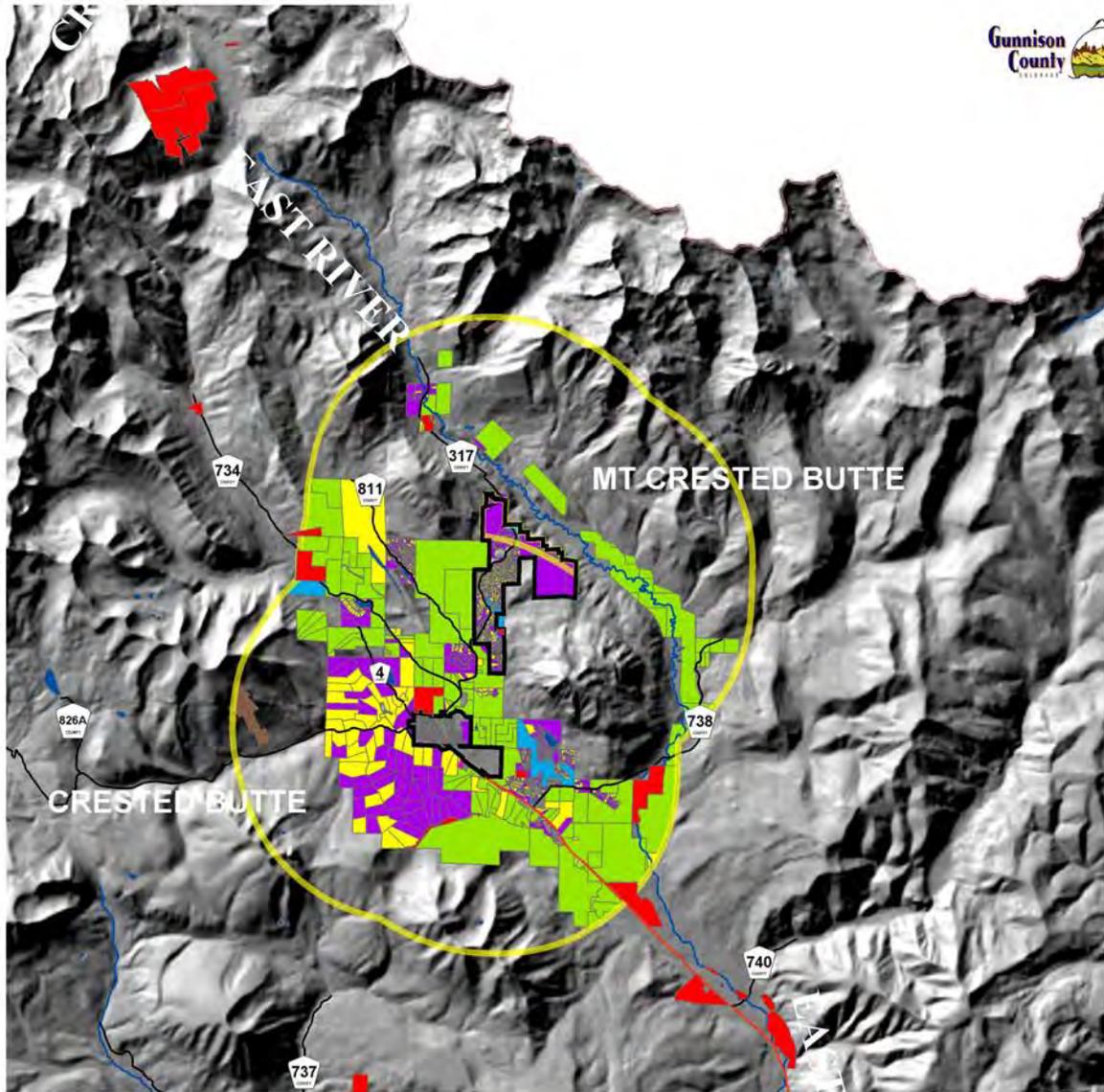


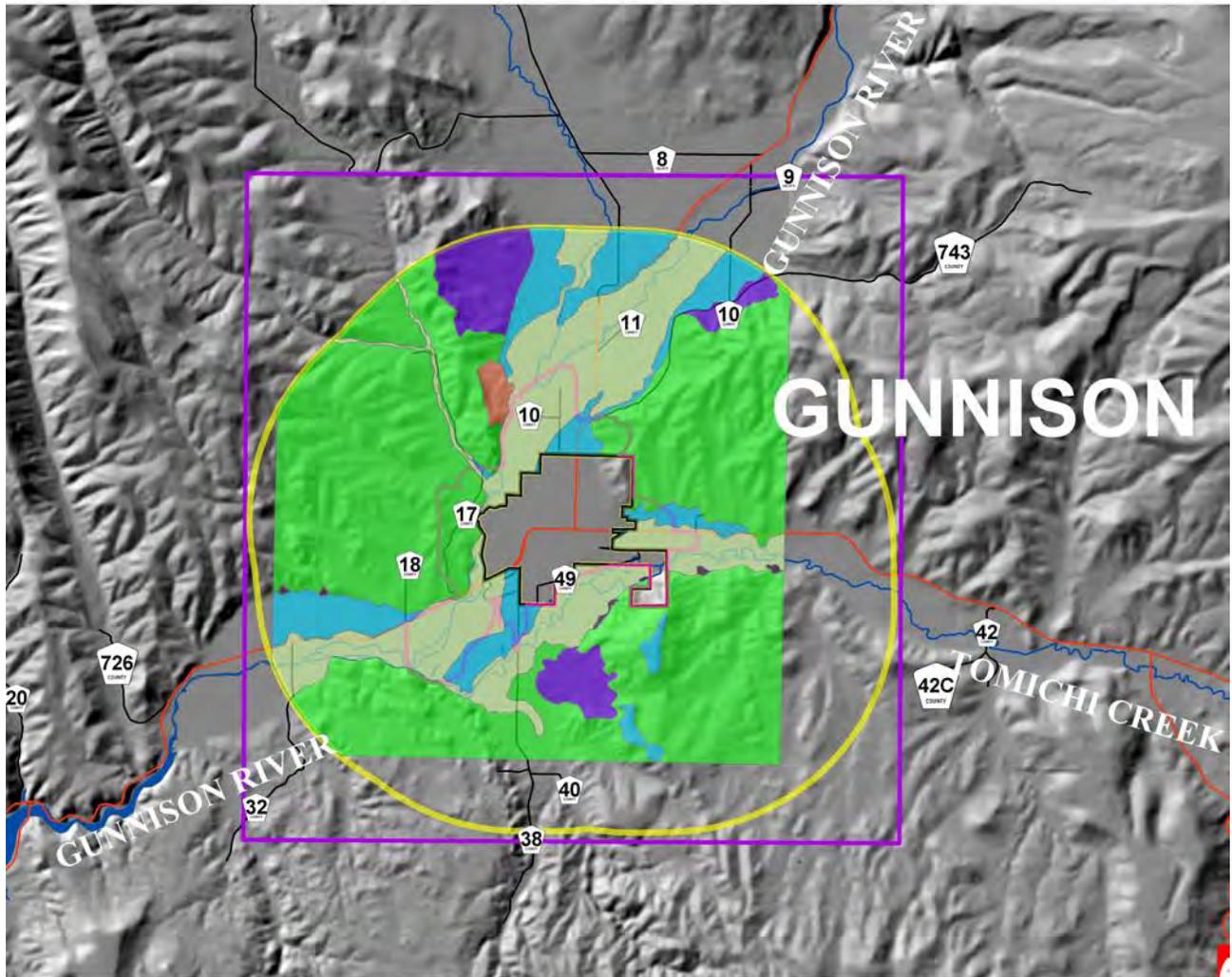
Figure V-2
Gunnison County
CB & Mt. CB Three Mile Area
Land Use



Map Produced by Gunnison County GIS
970.641.7620
December 12, 2003
File: N:\Master_Plan\Three_Mile_Land_Use.mxd



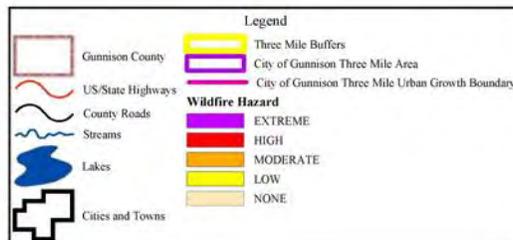
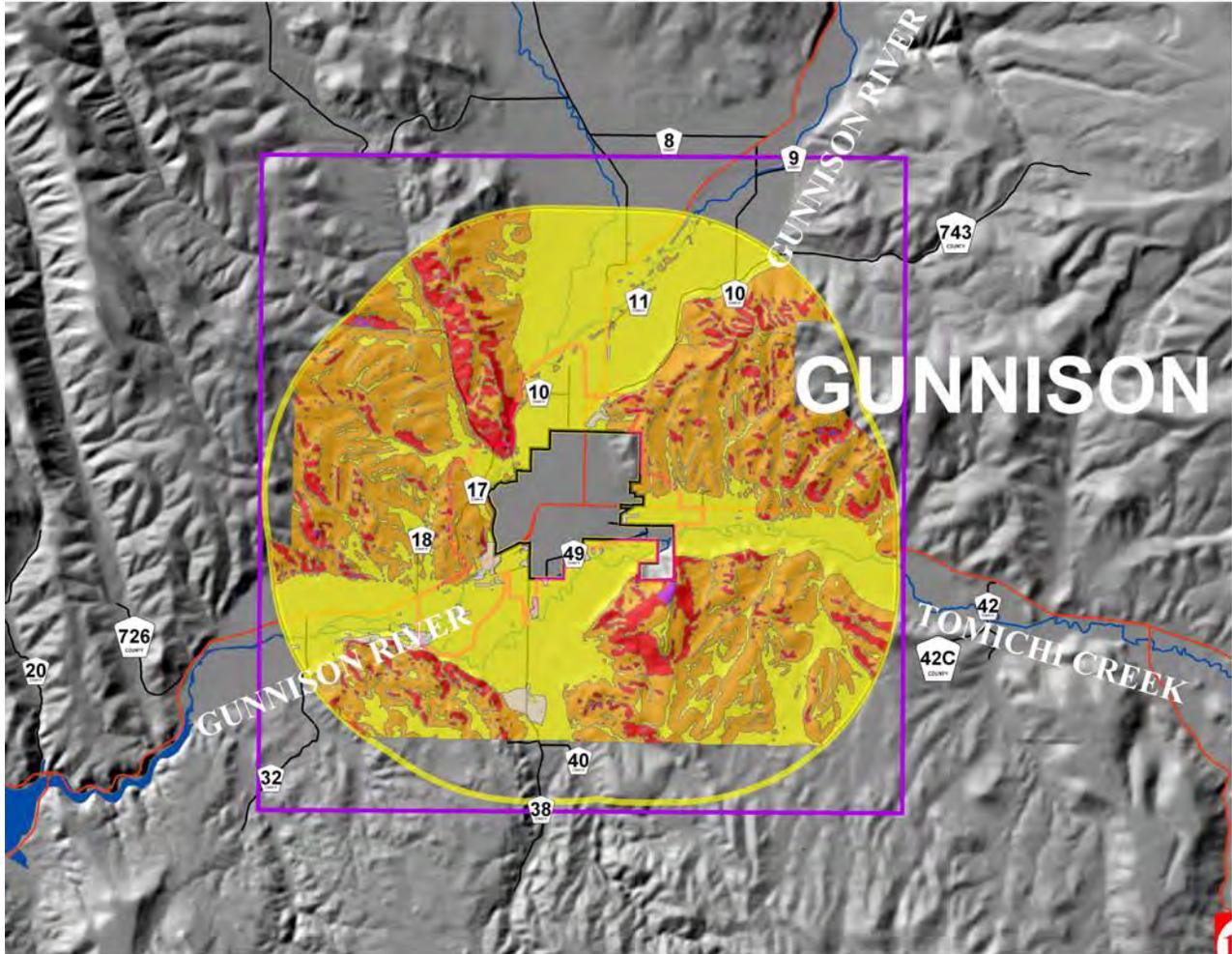
Figure V-3
Gunnison County
City of Gunnison Three Mile Area
Geologic Hazards



Map Produced by Gunnison County GIS
970.641.7620
December 12, 2003
File: N:\Mover_Plans\Three_Mile1_and_Use.mxd



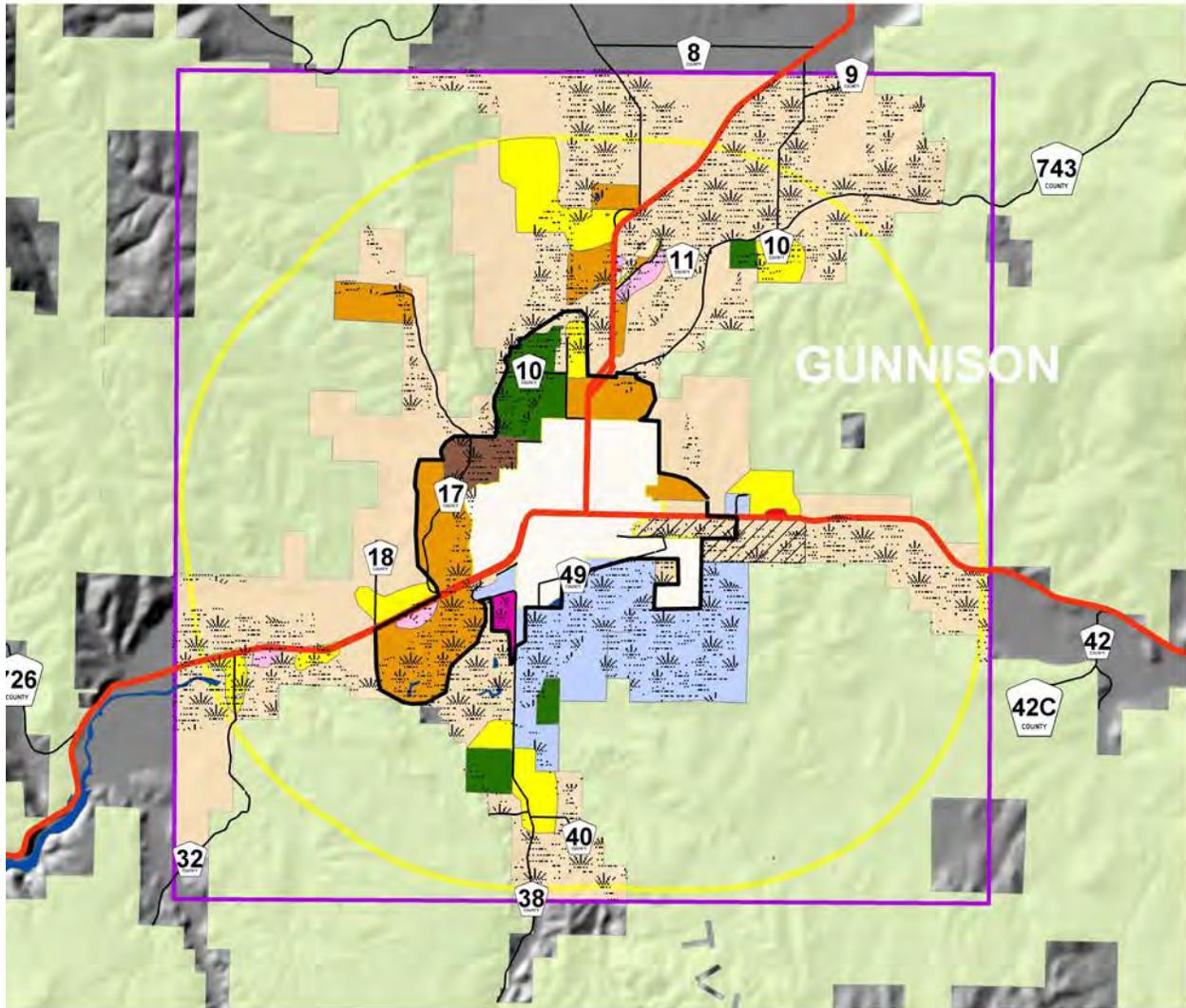
Figure V-4
Gunnison County
City of Gunnison Three Mile Area
Wildfire Hazards



Map Produced by Gunnison County GIS
970.641.7620
December 15, 2003
File: N:\Master_Plan\Three_MileGunnWildfire.mxd



Figure V-5
Gunnison County
City of Gunnison Three Mile Area
Preferred Land Use



Map Produced by Gunnison County GIS
970.641.7629
December 12, 2003
File: N:\Master_Plan\Three_Mile\Future_Land_Use.mxd

Legend	
	US/State Highways
	County Roads
	Streams
	Lakes
	City of Gunnison Three Mile Urban Growth Boundary
	Three Mile Buffers
	City of Gunnison Three Mile Area
	Proposed PUD
Land Use	
	High Density Residential (>6 units/Acre)
	Moderate Density Residential (1-6 units/Acre)
	Low Density Residential (1 unit per 1-5 Acres)
	Commercial
	Industrial
	Public/Institutional
	City Parks
	Tourist Accommodations
	Rural Residential (1 Unit/5 or more Acres)
	Environmental Overlay



DEVELOPMENT BETWEEN THE GUNNISON AND CRESTED BUTTE THREE MILE PLAN AREAS

The following recommendations apply to the Corridor along State Highway 135, defined as the area between the three mile planning areas of Crested Butte and Gunnison.

Recommendations

1. Preserve the visual qualities, the wildlife habitat, and the existing level of services (transportation, utilities and public safety).
2. Through incentives (such as tax incentives available through the Crested Butte Land Trust or the Gunnison Ranchland Legacy program; acquisitions by those two open space organizations; the Large Parcel Incentive Process; and/or transfer of development rights), facilitate the preservation of open space and agriculture in the Corridor and encourage higher density development to locate within urban growth boundaries or three-mile areas.
3. Minimize the negative impacts of development during the County subdivision review process by encouraging the protection of views and agricultural land visible from the State Highway 135 wherever possible and by working with land trusts, other conservation agencies, and developers to achieve equitable open space purchases/designations in sensitive areas.
4. Uses adjacent to State Highway 135 should be agricultural or residential and those properties should be high priorities for conservation agencies or Transfer of Development Rights sending areas.
5. Discourage multifamily development in this corridor area, with the exception of Almont and Crested Butte South.
6. Generally, no additional commercial or industrial development should occur within one-quarter (1/4) mile of Highway 135 with the following exceptions:
 - a. Tourist oriented businesses such as resorts or horseback riding;
 - b. Commercial development in the Almont area;
 - c. Home-occupations as defined in the LUR; and
 - d. Temporary permitted uses.

Livestock grazing, horse boarding, and hay meadows for agricultural operations are encouraged and are not the type of commercial enterprises discouraged in the corridor.

RECOMMENDATIONS FOR THE GUNNISON AND THE CRESTED BUTTE/MT. CRESTED BUTTE THREE MILE PLANNING AREAS.

If the above goals for the Corridor area between Gunnison and Crested Butte are followed then most new development will be encouraged to locate within the three mile planning areas of Gunnison, Crested Butte and Mt. Crested Butte. The following recommendations apply to all three mile plan areas.

Transportation Hubs

1. The County and municipalities should work together to identify appropriate sites for public transportation hubs, which will help link transportation systems connecting the North and South ends of the valley. Transportation Hubs should:



- a. include adequate parking,
 - b. include restroom facilities, and
 - c. be in convenient locations.
2. Roads approved in the County, which are likely to be annexed into a municipality, should comply with the nearest municipality's road standards and any applicable street extension plans.

Public Transportation

1. Affordable housing should be served with public transportation.

Commercial Area Parking

1. The municipalities should all acquire additional land for downtown commercial area parking.

Housing

1. Any new development within the three mile planning areas should include essential housing, both for-sale and long-term rentals.

GUNNISON THREE MILE PLANNING AREA

Gunnison County and the City of Gunnison have adopted a three mile plan for the Gunnison area and have adopted an intergovernmental agreement (IGA). The 3MP focus group supports the goals and concepts of that plan. Some modifications are recommended for incorporation into Gunnison's plan and the IGA.

Goals for Gunnison Three Mile Plan

- a. Promote a compact, efficient development pattern in the Gunnison area, in order to maintain the quality and availability of the City of Gunnison's water supply, to minimize the need for new infrastructure, and to manage future increases in traffic. Compact development will also help limit expenses for expansion of County services to new development, such as sheriff's calls, road and bridge maintenance, and land use review.
- b. Protect the City's watershed from pollutants through land use planning and through extension of wastewater services to improve water quality and alleviate sanitation concerns.
- c. Preserve sensitive environmental features, cultural resources and agricultural lands by encouraging density to be located within the appropriate three-mile areas as designated in the City's three-mile plan map.
- d. Preserve property values by encouraging appropriate siting of land uses.
- e. Encourage annexation into the City limits of eligible lands.
- f. Continue to foster cooperation between Gunnison County and the City of Gunnison in instituting policies for the Airport Influence Area and the entry corridors to the City.
- g. Pursue a joint agreement on needed changes to the plan or the review process.

A. Recommendations applying to all types of development.

1. The City and County should cooperate to identify specific sensitive visual and geologic areas that may be candidates for preservation such as:
 - A. the Palisades,
 - B. “W” Mountain,
 - C. hay meadows, and areas along creeks and rivers.
2. Tools to encourage the preservation of sensitive visual and geologic areas such as transfer of development rights, conservation agency acquisition or donated conservation easements, should be created and used to preserve important features while protecting private property rights.

B. Recommendations applying to commercial¹ development

1. Because the City of Gunnison is a commercial hub of the County, and provides services to both City and County residents funded by sales tax receipts, commercial development should be encouraged to locate within the City limits. The City and County should explore ways to preserve the vitality of the downtown commercial area by:
 - development of infrastructure in areas of special concern,
 - working to create shared sales tax incentives so sales taxes collected outside the city limits are shared with the City which in turn provides many services to those who patronize retail establishments outside the city limits, and
 - working through the Main Street Program, and other economic development initiatives, to address issues such as parking, traffic, and sales leakage to out-of-county towns that can have an adverse effect on the continued vitality of the downtown core area.
2. Industrial uses should be encouraged to locate within the City or in the following identified areas within the Urban Growth Boundary (UGB) and near the City limits:
 - The Gunnison /Crested Butte Airport, and
 - The Gunnison County Business Park.
3. Visual impacts of industrial development at the entrances to the City should be minimized to mitigate their inherent negative visual characteristics.
4. Both Industrial and Commercial uses, which need better wastewater treatment than can be provided by individual sewage treatment, should be located within the UGB so that they can be connected to a central sewage treatment facility.
5. Lands for industrial development outside the city limits and within the UGB, south of the airport, should be developed to standards that allow for eventual annexation.

¹ “Commercial,” as used in this Three Mile Plan, is activity involving the sale goods or services, carried out for a profit, and including but not limited to retail, wholesales, service, office and industrial uses, but excluding home occupations.

6. Land for additional commercial development is available within the city limits. Commercial development should be discouraged outside of the city limits. Any commercial development which is allowed outside the City should comply with standards that make it capable of annexation into the City at the time it becomes eligible. These standards (right-of-way widths, sidewalks, parking areas, etc.) should be applied so as to facilitate eventual annexation.
7. The City and County should work together to:
 - a. develop standards and allowable uses in the area of the Gunnison-Crested Butte Airport to prevent conflicts and promote a viable air transportation system, and
 - b. develop City of Gunnison entry corridor standards in County regulations.

C. Recommendations applying to Residential Development

1. Residential development with density greater than one unit per acre should be located so that it can be served by central sewer and located within the Urban Growth Boundary as an urban land use.
2. Varying densities of residential development are appropriate in areas surrounding the city limits. The existing plan shows the highest densities generally as closest to the city boundary line and diminishing as they extend further out.

D. Recommendations applying to Transportation

1. A master plan for trails should be created in the three mile plan area.

CRESTED BUTTE/MT. CRESTED BUTTE THREE MILE PLANNING AREAS

Crested Butte and Mt. Crested Butte have each adopted three mile plans. Neither has been adopted by Gunnison County. The 3MP focus group encourages the two towns and Gunnison County to have one plan for the three mile area surrounding Crested Butte and Mt. Crested Butte.

A. Recommendations applying to all types of development.

1. The following recommendations for development in the three mile plan areas for Crested Butte and Mt. Crested Butte should be adopted by Gunnison County, and should be adopted and incorporated into the Three Mile Plans of Crested Butte, and Mt. Crested Butte.
2. Residential development with density greater than one unit per acre should be located so that it can be served by central sewer.

B. Recommendations applying to commercial development

Background:

The 3MP focus group performed an extensive review of commercial space in Crested Butte, and a summary of the commercial development findings of the 3MP focus group is found in Appendix E.

Recommendations:

1. There is adequate commercial and industrial space in Crested Butte and Riverland for the number of dwelling units projected in Town of Crested Butte and for currently approved residential development within the three mile planning area.
2. The amount and location of commercial (services and retail) and industrial space to serve development in the three mile area needs to be resolved by the County and the two towns.
3. There may be need for additional light industrial space, such as that found in Riverland.
4. The most appropriate location for light industrial is near the existing Riverland Industrial Park. Additional light industrial uses should be south of the existing industrial park. The land south of Riverland is currently used as a gravel pit, which could be reclaimed at the end of mining for use as light industrial lots.
5. Industrial uses which need better waste water treatment than can be provided by ISDS should be located so that they can be connected to a central sewage treatment facility.
6. The 3MP focus group recognizes that additional base industry economic generators will be needed to complement/support the number of approved and proposed residential units in the three mile planning area.
7. Tourist oriented commercial land uses (horseback riding, snowmobile rides, sleigh rides and wildflower tours) are encouraged. Such development should be sensitive to the impacts it could cause to adjoining property uses.

C. Residential Development Past the Point Where Snowplowing Currently Ends On County Roads and Within the Three Mile Planning Area

In the mid 1990’s Gunnison County adopted a policy that discouraged development which would require roads to be plowed past the point where snowplowing currently ends on County Roads. This policy affects the Slate River Road above Nicholson Lake, the Smith Hill Road, and the Washington Gulch Road above Meridian Lake Park, the Gothic Road above Mt. Crested Butte, the Brush Creek Road above the crossing over the East River, and the Kebler Pass Road above the trailhead at the old Keystone Mine.

With the exception of the Kebler Pass Road area, all of these drainages have been used for decades to graze cattle. Most are used for hiking, biking and horseback riding and motorcycle trail riding in summer months. Snowmobiling occurs in all the drainages except along the Gothic Road above Mt. Crested Butte where it is prohibited by the National Forest. Nordic skiing occurs in all of these areas. They are all used for hunting in the fall. Each of these areas is special because they are valley bottoms and are relatively pristine. Preservation of these areas contributes to the well being of residents and the economy of the Crested Butte/Mt. Crested Butte communities.

Recommendations:

1. Although road plowing policies may change, it is appropriate to differentiate between development that might occur along plowed roads and the types of development that are appropriate past that point.



2. Agricultural grazing and wildlife habitat are appropriate land uses past the point where snowplowing currently ends on County Roads in the following valleys:
 - a. Slate River up stream of Nicholson Lake and along the Smith Hill Road,
 - b. Washington Gulch upstream of Meridian Lake Park subdivision,
 - c. Gothic Road north of Mt. Crested Butte, and
 - d. Brush Creek Road up stream of the crossing of the East River.

3. Kebler Pass Road is not suitable for cattle grazing because it is the Crested Butte watershed, but is suitable for wildlife habitat above the trailhead at the old Keystone Mine. It is also not suitable for residential development beyond the end of snow plowing due to avalanche runs.

4. If lands past the point where snowplowing currently ends on County Roads are proposed for residential use, there are two types of development that are most appropriate:
 - a. Lots 35 acres and larger, or
 - b. Clustered development that minimizes the length of roads and utilities and the impacts of development and maximizes open space. Less open space may be appropriate if important parts of the parcel are proposed as open space (very high quality wetlands, critical wildlife habitat, etc.). The total density of such development should be no more than one unit per 35 acres.

5. An alternative to development past the point where snowplowing currently ends on County Roads is to create a transfer of development rights program. The lands above plowed roads would be sending areas. Appropriate receiving areas are the Gothic Road Corridor between Crested Butte and Mt. Crested Butte, the Washington Gulch corridor between Meridian Lake Park Subdivision and the Gothic Road, two other privately owned parcels between Meridian Lake Park Subdivision and Mt. Crested Butte and the south side of the Brush Creek Road, between Highway 135 and the Whetstone Vista Subdivision. (See Part VII, Transfer of Development Rights)

Description Of The Area Past The Point Where The Gothic Road Is Plowed.

Traffic, natural hazards, natural resources, potential back country development, and potential conflicting land uses, are all issues for sensitive lands north of Mt. Crested Butte. The numerous avalanche runs between Mt. Crested Butte and Gothic, wetlands, floodplains, unstable slopes, the Rocky Mountain Biological Laboratory (RMBL), the proposed Snodgrass ski area, ranching and other recreational uses need to be carefully assessed to avoid creating dangerous situations or negative impacts from proposed uses. To this end, a brief description of the area is in order, prior to making recommendations.

Avalanches occur every year on Snodgrass, and Gothic Mountain into the East River valley. Some private land is located in avalanche run-out zones. Outside the Gothic town site, most of the privately owned land is in or near wetlands or the flood plain associated with the East River.

Scientific research has been conducted by as many as 50 biologists/ecologists from around the world each year in the vicinity of Gothic, since 1928. Many of the research projects have been assessing changes in the valley for decades. Research from RMBL has been used when crafting the federal Clean Air Act and to monitor global warming. Gunnison County approved a master plan for Gothic and RMBL in the late 1980s that caps the total population at 160 people. RMBL has an

annual budget of 1.5 million dollars and during summer months it is one of the largest employers in the north end of the County.

Year round access to dwelling units and predators associated with dwelling units, such as cats, dogs, and even ravens and magpies, can alter ecosystems that have been studied for decades.

Motor vehicle traffic through Gothic on its way to Judd Falls, Rustler Gulch, and Schofield Pass and beyond is a huge issue in Gothic. As many as 600 cars per day pass through Gothic on the dirt County Road. RMBL facilities are located on both sides of the road and researchers and their families crisscross the road throughout the day. Mountain bikers, who are a large portion of the summer tourist economy in Crested Butte, try to use the road to access trails, but summer motor vehicle travel can make the road unbearable. The number of road users could increase dramatically if the 1,800 proposed dwelling units in the Mt. Crested Butte North Village are built.

Recommendations:

1. Additional development north of Mt. Crested Butte is discouraged.
2. Current levels of ranching and recreation should be encouraged.
3. If development occurs north of Mt. Crested Butte it should be designed to be compatible with the Gothic Town site and the historical uses of the National Forest by RMBL. Compatible includes:
 - a. Dwelling units no larger than the average dwelling unit in Gothic,
 - b. No year round access, and
 - c. Appropriate restrictions on domestic pets.
4. An analysis should be conducted to determine how to better utilize the resources north of Mt. Crested Butte. The analyses should include:
 - a. A comparison of mountain bike use and motorized use of the Gothic Road.
 - b. Identification of the amount of revenue that could be generated by organized walking, hiking, biking, and bus trips to the upper East River Valley.
 - c. Identification of the full range of visitor experiences and if some experiences might be discouraged in the upper East River valley, then recommend where they could take place.
 - d. Assessment of whether an intercept parking lot, at the north end of Mt. Crested Butte, would help RMBL and non-motorized users of the Gothic Road.
 - e. Assessment of how motorized traffic could be discouraged on the Gothic Road, while not displacing it to the Slate River valley and Washington Gulch.
5. The County should encourage RMBL field station to increase its outreach to the community and to visitors and become a more important reason for visitors to visit Crested Butte and Mt. Crested Butte by providing outreach education on:
 - a. why the research projects in the National Forest in the vicinity of RMBL are sensitive,
 - b. the general findings of RMBL scientists especially concerning topics of interest to the average tourist, and
 - c. the history of RMBL.

6. All privately owned land north of Mt. Crested Butte should be a sending zone for TDR's.

D. Residential Development Up To The Point Where Snowplowing Currently Ends On County Roads And Within The Three Mile Planning Area

The following recommendations suggest uses, density and location of development in the three mile plan area of Crested Butte and Mt. Crested Butte. Additional and more detailed policies that describe how development should be planned when land is proposed for development within three miles of Crested Butte or Mt. Crested Butte are discussed later in this section, and should be used as a starting point for the more detailed issues of development, when the County and the two towns develop one plan for adoption by all three governmental entities.

Recommendations:

Slate River:

1. Up to Nicholson Lake, the most appropriate location for residential development is within 500 feet of the Slate River Road, on the uphill side. The 1996 Crested Butte Land Use Plan encourages development in this same area (at the bottom of Smith Hill, along the road) to preserve the views from Town of the upper part of Smith Hill. (Smith Hill is also known as Chicken Hill at the southeast end.)
2. The land below the road is primarily wetlands and the Slate River flood plain. These areas are inappropriate for development.

Washington Gulch:

1. The lands between Meridian Lake Park Subdivision and the Gothic Road are appropriate for residential development and tourist oriented commercial land uses.
2. To be compatible with the Smith Hill Ranch development to the west and the Crested Butte Ski Ranches development to the east, development in this area should not exceed one unit for each 35 acres of land. However, because a sewer line runs from Meridian Lake Park Subdivision to the Gothic Road, higher density development may be appropriate along the Washington Gulch Road. If a transfer of development rights program is created, this area is recommended to be a receiving area, which would allow higher density.

Gothic Road above Mt. Crested Butte. Most land up to the point where snow plowing currently ends is in or adjacent to Mt. Crested Butte and there are no recommendations for this land.

Coal Creek. All privately owned land between the point where snow plowing currently ends and the town of Crested Butte is subdivided into 35 acre lots and should not be further subdivided.

DEVELOPMENT BETWEEN THE TOWNS

The 3MP focus group recommends that past decisions about land use be incorporated into this plan. One example is the 1998 “Line in the Flowers” drawn by Crested Butte Mountain Resort (CBMR) around Mt. Crested Butte generally indicating the northern boundary for development by CBMR. Similarly, in 1984 and again in 1996 the Towns of Crested Butte and Mt. Crested Butte

adopted resolutions recommending there be no commercial development between the towns along the Gothic Road to encourage a buffer between the two towns.

To continue the buffer concept, and to acknowledge the development that has occurred in the Corridor, the focus group recommends that residential lots in the corridor be larger than those found in either town, so that the experience of the Corridor is different than the experience within the towns. Residential lots in the two towns range from less than one-quarter ($\frac{1}{4}$) acre to nearly 3 acres. Lots in the two newest subdivisions in the corridor, Moon Ridge and Saddle Ridge, are about 3 acres each and the lots in the proposed Three Valleys Subdivision are 4 acres each. Developed lots in the Cow Camp are an average of 4.8 acres.

Recommendations:

1. All types of commercial development between Crested Butte and Mt. Crested Butte are discouraged, except home occupations.
2. Small lot residential development is encouraged to be located within the Towns or within areas that are annexed to one of the Towns. This recommendation applies to receiving areas for TDRs as well as any other lands.
3. To help create a buffer between the two towns, residential lots between the towns should be at least 4 acres in size for each residential unit, and the location of the residences should be clustered so that most of the site is open space. When a large portion of the site is open space, and development is tightly clustered so that significantly more than half the site is open space, smaller lots may be appropriate.
4. The density in the above recommendation may be increased if development rights are transferred into this area (see TDR discussion below).
5. The towns and the County should create development standards for the corridor. The goal of the standards would be to make the corridor an obvious buffer, but not have it appear to be the “forgotten zone”. Standards might address issues such as setbacks from the Gothic Road, pedestrian amenities, views, river access, simple residential design guidelines to prevent homes that are totally different than existing homes, and the location/proximity of open space.

Development Between State Highway 135 and Whetstone Vista Subdivision.

The only privately owned land that is neither subdivided or conserved, up to the bridge over the East River, is south of Brush Creek Road between State Highway 135 and the Whetstone Vista Subdivision.

This area could be served by the East River Water and Sanitation District but the drainage from this area is into the Slate River and outflows from the treatment plant are into the East River. This issue will need to be resolved prior to high density development being approved in this area.

Recommendations:

1. Unless this land is added to the East River Regional Sanitation District, the appropriate density is one unit per 35 acres. The transfer of development rights program should target this property as a receiving area.

2. The density may be increased from one unit for each 35 acres of land if development rights are transferred into this area. In general, the number of units per acre where density is transferred to, should be similar to the density of developments in the vicinity of the proposed development.

A. Transportation

The Upper Gunnison River Valley Transportation Plan, 1999, stated that if all the proposed development were built in the upper Gunnison River Valley area, it would result in gridlock on the Gothic Road between Crested Butte and Mt. Crested Butte. A gondola was proposed for transportation between the towns. A gondola is very expensive. The 3MP focus group recognizes that transportation will be more and more difficult as the build out of approved and proposed developments occurs. The 3MP focus group recognizes that the Transportation focus group will be addressing most issues relative to transportation and limited its recommendations on the subject to the following:

Recommendations:

1. Implementation of the 1999 Upper Gunnison River Valley Transportation Plan should begin as soon as possible.
2. A transportation center should be located on the south side of Crested Butte. Proposed locations include the gravel pit on the Town Ranch, the County shop land, and on the Eccher property, west of Highway 135.
3. In addition to being a hub to connect Crested Butte with Gunnison, the purpose of the transportation center is to provide a central location for visitors to park their vehicles and board public transportation that would move them throughout the area until they leave.
4. Roads approved by the County for subdivisions, and which access existing trails, should be public roads.

B. Recreation

The Towns of Crested Butte and Mt. Crested Butte provide most recreation facilities for the Upper East River valley. CB South also has a park. Skyland has a golf course and recreation center but fees must be paid to use either. The 3MP focus group recognizes that the Recreation focus group will be addressing most issues relative to recreation and limited its recommendations on the subject to the following:

Recommendations:

1. A recreation master plan addressing the total number of units that could be built in the three mile plan area should be created. The plan should address issues such as:
 - a. the amount of land that should be provided for each new residential unit for park land,
 - b. the amount of park improvements that should be provided for each new unit, and
 - c. the number of ball fields, ice skating rinks, and tennis courts, etc. that should be provided to accommodate all of the residents of the valley, north of Round Mountain,

- when all previously approved subdivisions are built out and the land requirement necessary to locate such facilities. The plan should include resident needs north of Round Mountain, because people who live throughout the valley, from Allen Home sites, at Round Mountain, to Mt. Crested Butte, use the facilities found throughout this area.
2. When new development is too small to practically provide public recreational facilities, provisions to pay a fee-in-lieu of facilities should be made available.
 3. Incentives should be provided to encourage developers to provide more than the minimum requirements for parks and recreation.
 4. Trails are encouraged in each development for internal circulation.
 5. Since transportation will be a critical issue as the valley builds out, trails should be encouraged to allow pedestrian and other non-motorized connections between neighborhoods in the valley.
 6. A master trails map should be created that identifies needed neighborhood connections and regional trails important to the residents and visitors to the three mile plan area.

TRANSFER OF DEVELOPMENT RIGHTS

Recommendations:

1. To give landowners an alternative to residential development on their land, a transfer of development rights program should be aggressively pursued.
2. It is recognized that certain lands, to be identified in the future, may be inappropriate for preservation as permanent open space.
3. Buyers and sellers of sending zone development rights should decide the value of transferred development rights based on a mutually agreed upon value.
4. The 3MP focus group recognizes the value of the proposed Slate River Wetlands Preserve and encourages the County and the towns to protect the wetlands within the Slate River Wetlands Preserve, while preserving value for the property owners.

Background:

In the residential development part of the Crested Butte/Mt. Crested Butte section, the 3MP focus group recommended agricultural, wildlife and large lot residential land uses in the areas past the point where snowplowing currently ends on county roads and within the Three Mile Planning Area. The Gunnison section recommends preserving the hay meadows around Gunnison, the Palisades, the creek and river corridors and W Mountain. An incentive to preserve the open spaces in these areas could include paying the land owners for their development rights in “sending areas” and transferring the development rights to “receiving areas” (Transferring Development Rights).

Example:

A developer of four acres in the Corridor between Crested Butte and Mt. Crested Butte wants to have more than one unit for each four acres of land. The developer recognizes his land is within a TDR receiving area. Say the developer wants to have ½ acre sites. One-half acre sites would be 8 units on four acres. To raise the density, the developer approaches a willing landowner in a sending area and offers to purchase the development rights in the sending area. Assume the willing seller has 245 acres and the 3MP focus group recommended that area is suitable for one unit on each 35 acres. That means the seller would have 7 development rights to sell. The purchaser and the seller negotiate the value of these development rights, taking into account such as things as the need and cost for roads or other utilities to sell the land as building sites. After purchasing the development rights, the buyer transfers the development rights to his land in the receiving area in the Corridor between Crested Butte and Mt. Crested Butte.

Before buying the development rights the purchaser had the right to build one unit on four acres. With the 7 additional development rights, the purchaser would now have the right to build 8 units.

Discussion:

A formal system would be needed to formalize the transfers and keep track of sending areas where density has been sent to receiving areas. The buyer who purchases the development rights in the Crested Butte/Mt. Crested Butte area could transfer them to any receiving area in the Crested Butte/Mt. Crested Butte area. The buyer who purchases the development rights in the Gunnison area could transfer them to any receiving area in the Gunnison area. This would allow the purchaser to increase the density on a receiving area parcel, higher than the adopted density ceilings for that area.

Owners of land in most sending areas have the right to create 35 acre lots for residential purposes (see below). The 3MP focus group recommends that for each 35 acres preserved in most sending areas, a buyer will have the right to build two additional residential units in any receiving area. Stated another way, in most cases, for each development right purchased, the buyer will have the right to build two dwelling units.

Receiving areas include the following areas and are shown on Figure V-6:

- a. The Corridor between Crested Butte and Mt. Crested Butte.
- b. The south side of the Brush Creek Road between Highway 135 and Whetstone Vista Subdivision.
- c. Washington Gulch between Meridian Lake Park and the Gothic Road.
- d. The west side of the Allen parcel between Mt. Crested Butte and Meridian Lake Park, adjacent to Meridian Lake Park.
- e. The east side of the Allen parcel between Mt. Crested Butte and Meridian Lake Park, adjacent to Mt. Crested Butte.

Receiving areas in the Gunnison 3MP area have not been identified.

Receiving areas include the following locations and density ceilings:

While the intent of the plan is to encourage larger lot development of land in the three mile areas, we are willing to have higher densities in particular areas, if other lands in the three mile area are permanently preserved as open space. The Crested Butte/Mt. Crested Butte Residential Development section recommends a developed density of one unit for each 35 acres in the three

mile plan area except for the corridor between the two towns. In the corridor, the recommended density is one unit for each four acres of land in this area because that is the average lot size currently in the corridor.

Receiving area densities are based on the densities of existing development in the immediate vicinity of each receiving area. For instance, in the corridor between the Towns, the recommended density is 3.8 units per acre based on the total developed land area of Crested Butte, divided by the total projected number of residential units in town ($1,331u / 352 \text{ ac} = 3.78$). Receiving area densities assume that all such higher density development will be served by central water and sewer. In the case of development in the corridor, it is also assumed that such higher density development will be annexed into one of the towns.

The proposed receiving areas in the Crested Butte/Mt. Crested Butte 3MP area, and the high and low maximum number of units with and without TDR's is shown in Table V-1 and the proposed receiving densities are shown on Table V-2. Both the sending and receiving areas include the following areas and are shown on Figure V-6:

- a. Land past the point where snowplowing currently ends on County Roads and within the three mile planning area of Crested Butte, Mt. Crested Butte including:
 - i. The Coal Creek watershed,
 - ii. The Slate River watershed,
 - iii. The Washington Gulch watershed,
 - iv. The East River watershed, and
 - v. The Brush Creek watershed.
- b. Slate River side of Smith Hill (Chicken Hill).
- c. The high quality wetlands of the Slate River wetlands between Wildbird subdivision and Alpine Meadows.

Other sending areas are:

- d. Mining Claims in the High Elk Conservation Corridor.
- e. Hay meadows surrounding Gunnison.
- f. The Palisades northwest of Gunnison.
- g. W Mountain.
- h. River and creek corridors in the Gunnison three mile plan area.

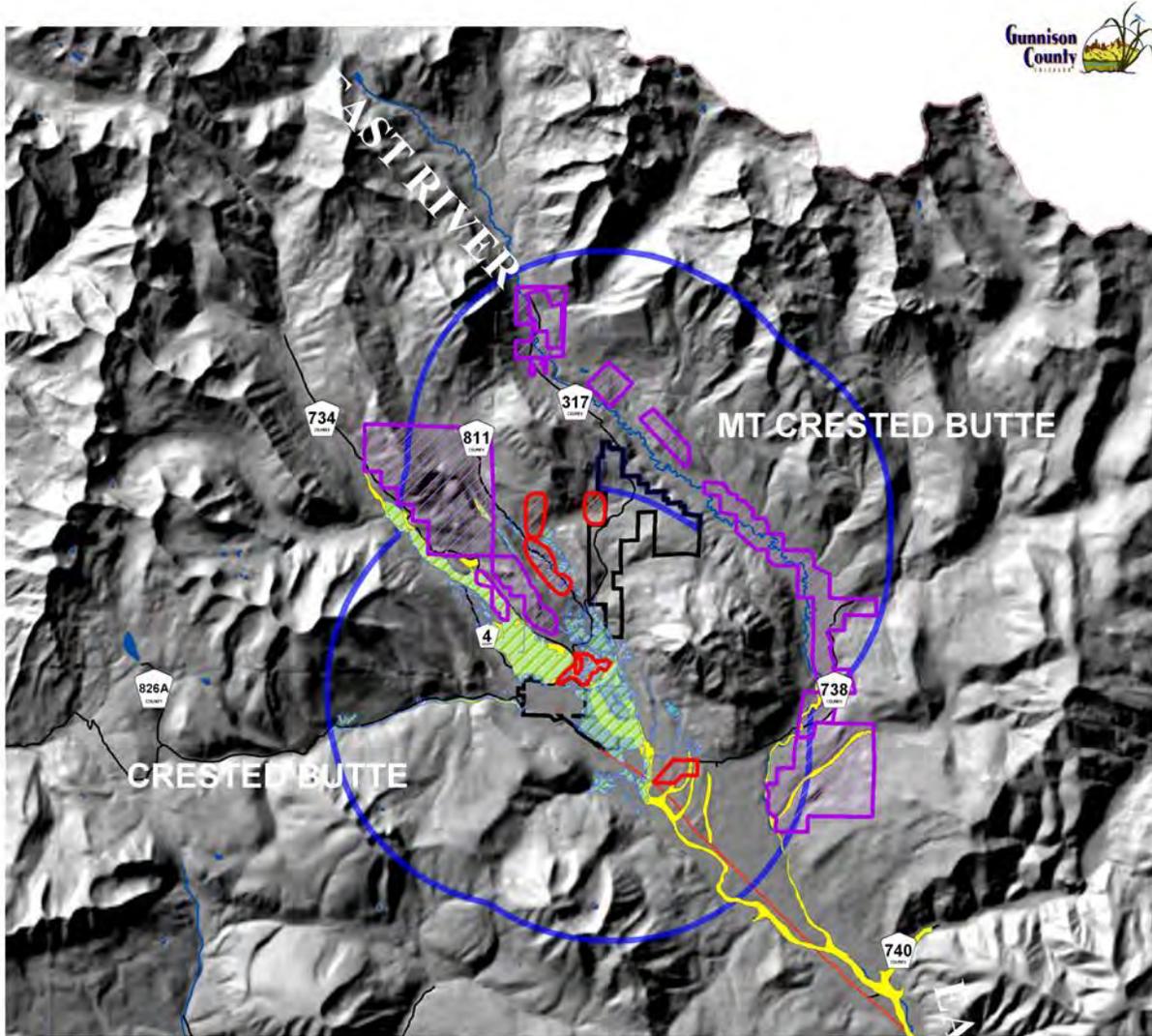
Sending areas are generally past the point where snowplowing currently ends on County roads and within the three mile planning area. Two areas located below the end of plowed roads, and a third area, have also been included in the sending areas because they are particularly important. The first is the Slate River High Quality Wetlands. This area is inappropriate for development because it is very wet, it is likely to flood, and it is high quality wildlife habitat. While it is likely that an area dry enough for a home could be found on each parcel, the impacts of people, dogs and cats on the wetlands are predicted to be devastating. Therefore, the 3MP focus group recommends that there be no development in this area. Rather than propose that the landowners have no development value, we propose that this area be a TDR sending area. The land in this sending area is currently divided into 5 separate ownership parcels. Each of these parcels is less than 35 acres in size. Since we

recommend that there be no development on these parcels, we recommend that each ownership parcel have one development right to sell.

The second is the Slate River side of Smith Hill. The purpose of this sending area is to minimize the visual impact of development on the south side of Smith Hill. In the Crested Butte/Mt. Crested Butte Residential Development section we recommend that the most appropriate location for development is within 500 feet of the Slate River Road, on the uphill side. Above that area, to the top of Smith Hill (Chicken Hill) and from Saddle Ridge Subdivision to the National Forest Service boundary beyond Cloud City, is the Smith Hill sending area.

The third area is existing mining claims. There are many mining claims in the National Forest and structures could be built on most of them. There is currently a national effort underway to preserve as much as possible of the nearly pristine valleys between Gothic to Marble (The High Elk Corridor). A major obstacle is that there may be as many as 1,000 mining claims in these valleys, which if developed for residential uses, would spoil the pristine nature of the area. Being able to transfer development rights from these mining claims into the Crested Butte/Mt. Crested Butte receiving areas could help preserve these valleys.

Figure V-6
 Gunnison County
 CB & Mt. CB Three Mile Area
 Environmental Constraints & Sending/Receiving Areas



Map Produced by Gunnison County GIS
 970.641.7620
 December 12, 2003
 File: N:\Master_Plan\Three_Mile\Env_Constraints.mxd

Legend			
	Gunnison County		Three Mile Buffers
	US/State Highways		Wetlands
	County Roads		Floodplain
	Streams	Area Types	
	Lakes		Receiving Area
	Cities and Towns		Sending Area



**Table V-1
Summary of Proposed Receiving Area Densities**

			Low Recommended # of Units Without TDR's	High Recommended # of Units Without TDR's	# of units using Minimum land area with TDR's	# of units using Maximum land area with TDR's
	Minimum Land Area (acres) (1)	Maximum Land Area (acres) (1)				
Corridor between the Towns	35	110	8	27	133	418
Brush Creek Road	101	101	2	2	?	?
Washington Gulch Road	137	174	3	5	288	365
East of Meridian Lake Park	118	118	3	3	111	111
West of Mt. CB.	87	87	2	2	226	226

(1) Minimum and Maximum land areas depend upon a determination of developable land. Existing floodplains and wetlands may affect the amount of developable land.

**Table V-2
Summary of Proposed Sending Area Densities**

	Land Area Or mining Claims	Units per 35 acres	Number of Transferable Units
Slate River and Washington Gulch	2,011	2	115
Slate River H. Q. Wetlands	82	0	5
Smith Hill	300	2	17
East River above crossing with Brush Creek Road	3,220	2	184
High Elk Mining Claims (584 owners, some own more than one claim)	+ -1000	na	1000
Total			1,321

SECTION VI HOUSING

Purpose

This element of the Plan addresses the issues and policy approaches developed by the Housing Focus Group. In addition, there are recommendations regarding the spatial distribution of future housing development in the County. The element is divided into the following sections: existing data regarding housing in the County from available census data and other studies, and both general policy directions and more specific implementation measures to achieve the goals and objectives established by the group, consistent with a broad mission statement.

Existing Housing Data

Although somewhat dated, the 2000 U.S. Census is the most widely used data to understand existing housing conditions. A complete housing profile, based on the 2000 Census and a more detailed housing inventory and survey conducted by Rees Consulting, is provided in the back of Appendix B (Economic Profile). The most relevant findings from the 2000 US Census are described below.

Housing Estimates and Physical Characteristics

Nearly thirty-four (34) percent of all units in the County are for seasonal or recreational use, which represents one of the most predominant second home markets in the state of Colorado. Nearly sixty (60) percent of all units are single-family units, which is typical of the rural/second home market of the western slope. Nearly forty (40) percent of all units in the area were built between 1970 and 1990, which mirrors the growth cycle felt throughout the state.

Income, Housing Costs and Affordability¹

The 1999 median household income was \$36,916, with wide differences between owner households (\$49,480) and renter households (\$23,493). The average household income for the state of Colorado was \$47,203, nearly 28 percent higher than Gunnison County. Average family income was \$51,990, compared to a state average of \$55,883, and per capita income was \$21,407. Median family income data available for 2002 was estimated at the State of Colorado at \$52,330, which represents a percent change of less than one (1) percent, far below the rate of inflation.

Income distribution data indicate that over thirty-two (32) percent of the County residents make less than \$25,000. Based on the existing cost of both rental and owner-occupied housing, over thirty-six (36) percent of Gunnison County residents are “cost-burdened” in respect to housing, based on spending over thirty (30) percent of their income for rent or a mortgage. This compares to a 29.3 percent total for the state. The county’s cost burden percentage is one the highest percentages in Colorado, and has been cited by Leland and Associates as a potential hindrance to economic development in the County.²

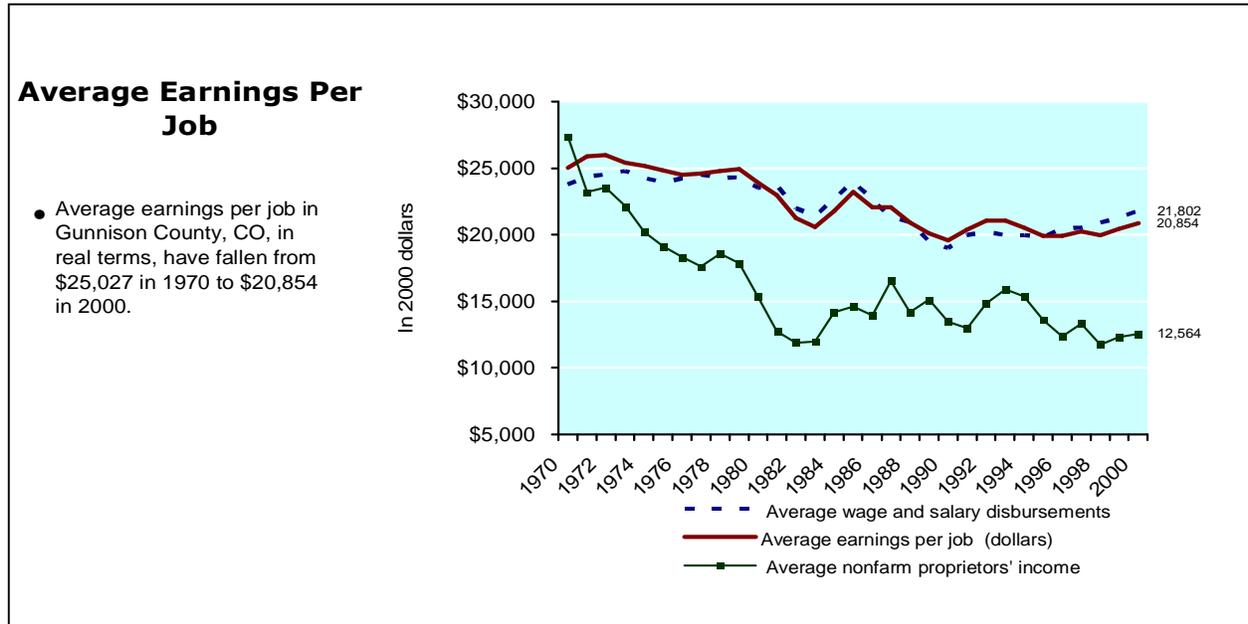
Average earnings per full-time job in the County for 2000 are shown on Exhibit VI-1. Although more current comparative data are not available, Exhibit VI-2 displays a comparison of the average full-time job

¹ All income data in this section was derived from the 2000 US Census.

² The Leland and Associates Study was conducted by Gunnison County was prepared in August 2003 to assist the County in targeting potential businesses for the proposed Business Park.

wage for Gunnison County, Colorado and the United States. As shown, wages for Gunnison County jobs fall significantly below both state and national averages.

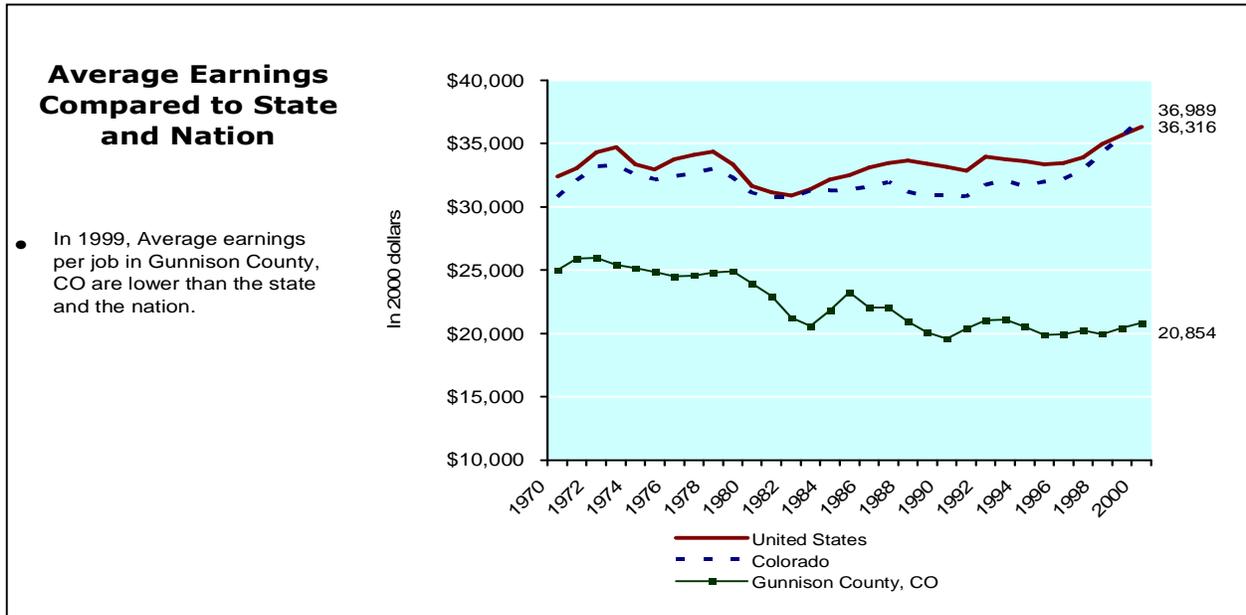
Chart VI-1
Average Earnings Per Job by Year
1970 - 2000



Source: 2000 US Census.

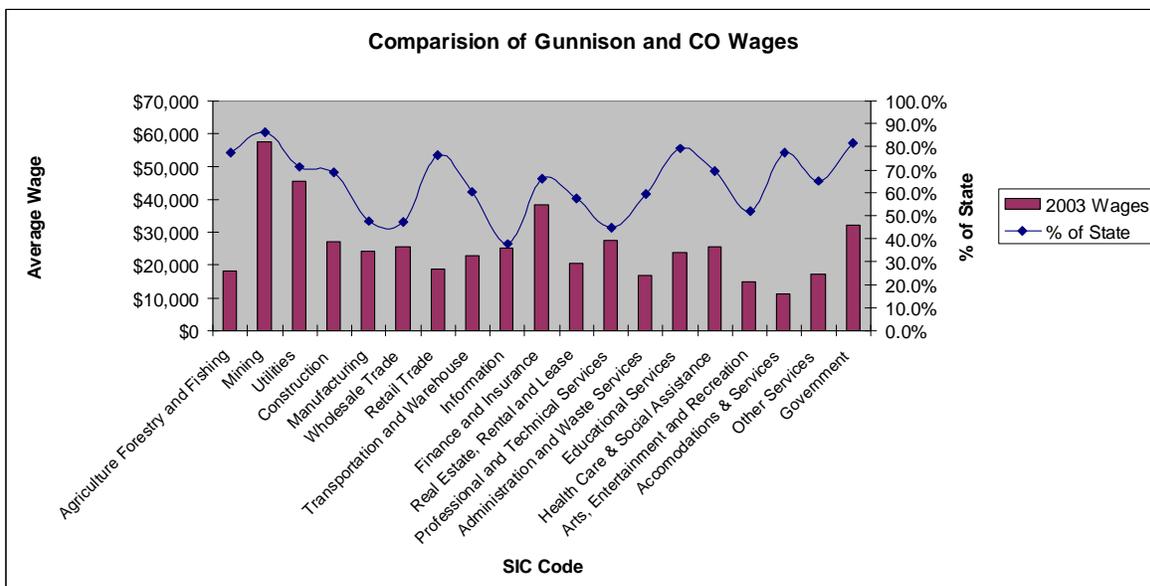
The differences in wages by sector in 2003 are shown on Exhibit 3. Exhibit VI-3, which is broken down by Standard Industrial Classifications (SIC), provides two sets of data: the average wage by sector in Gunnison County; and the percent of each sector's wage as compared to the State of Colorado. Without exception, wages in Gunnison County fall far below the wages paid by every sector when compared to the state of Colorado. When all jobs are compared against state averages, the average wage for a job in Gunnison County pays sixty-seven (67) percent of the state of Colorado average.

Chart VI-2
Average Earnings Compared to State and Nation
1970 - 2000



Source: 2000 US Census.

Chart VI-3
Average Earnings by Job
1970 - 2000

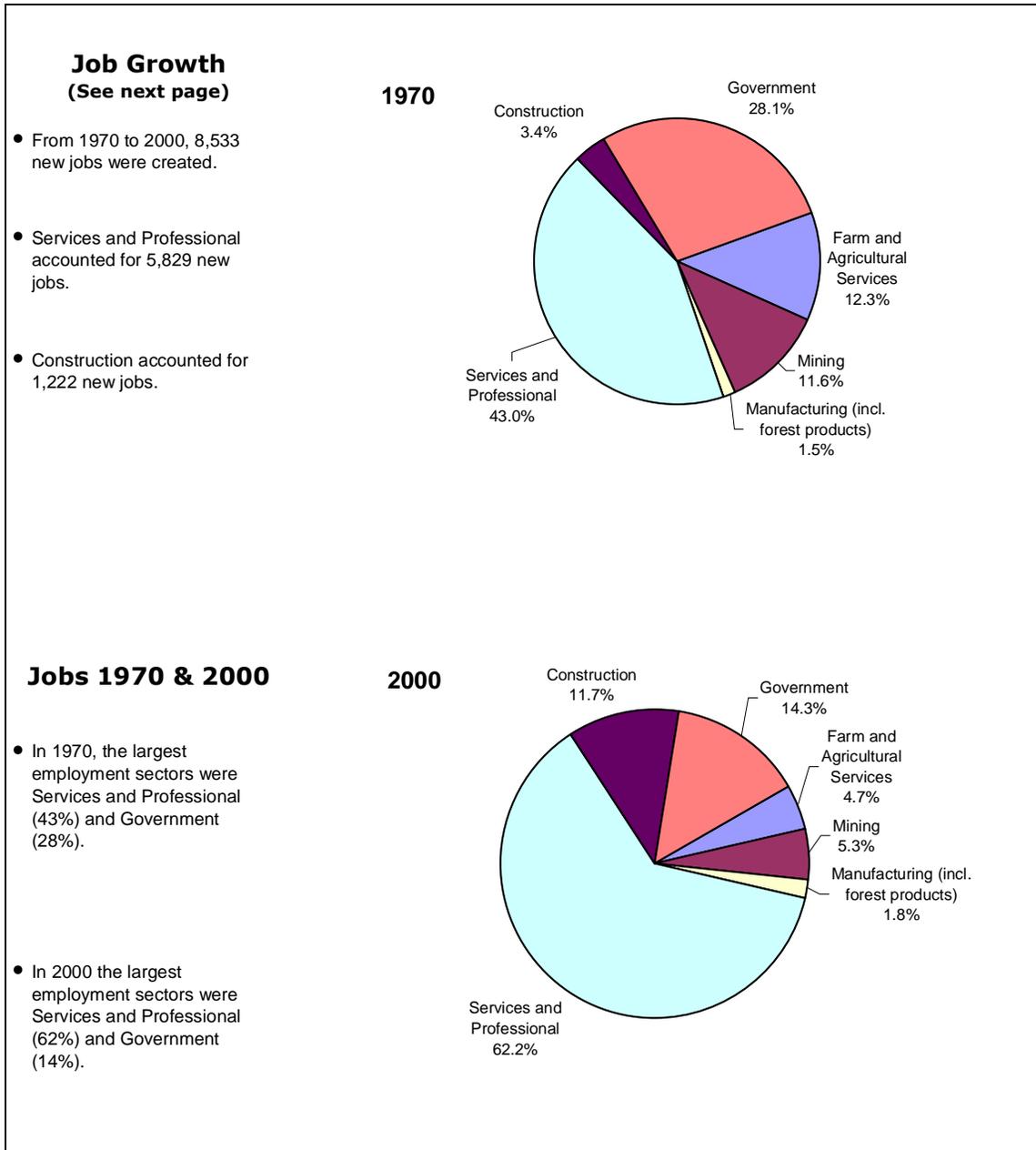


Source: 2000 US Census.



Job growth patterns, particularly within and between sectors, are an important indicator to understand the gap between wages, living costs and the sustainability of a given economy. Exhibit VI-4 provides a summary of changes between 1970 and 2000. As shown, nearly seventy (70) percent of all jobs created from 1970 to 2000 were in the Service and Professional sectors, which pay far below Colorado state averages.

**Chart VI-4
Job Growth By Sector
1970 - 2000**

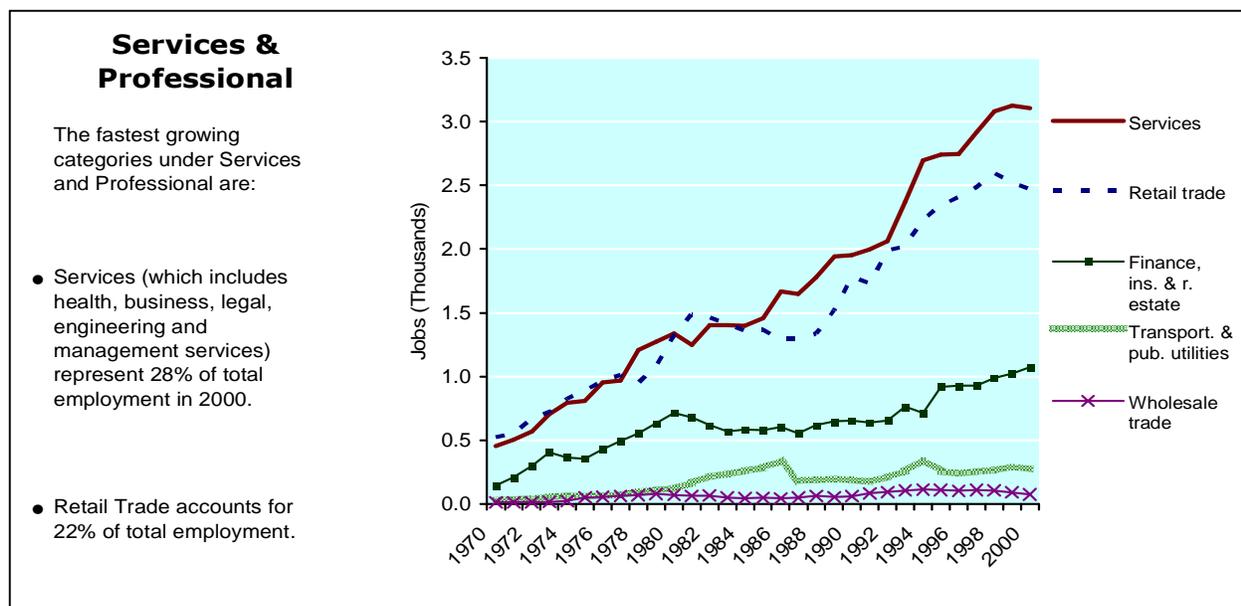


Source: *County Business Patterns, Bureau of Census & US Department of Commerce, 2005.*



The growth in Service and Professional jobs are further broken down by the same SIC classifications that appear on Exhibit VI-3 on Figure VI-5. As cited earlier, all of these job classifications have average wages far below the State of Colorado.

Chart VI-5
Service and Professional Job Growth
1970 - 2000



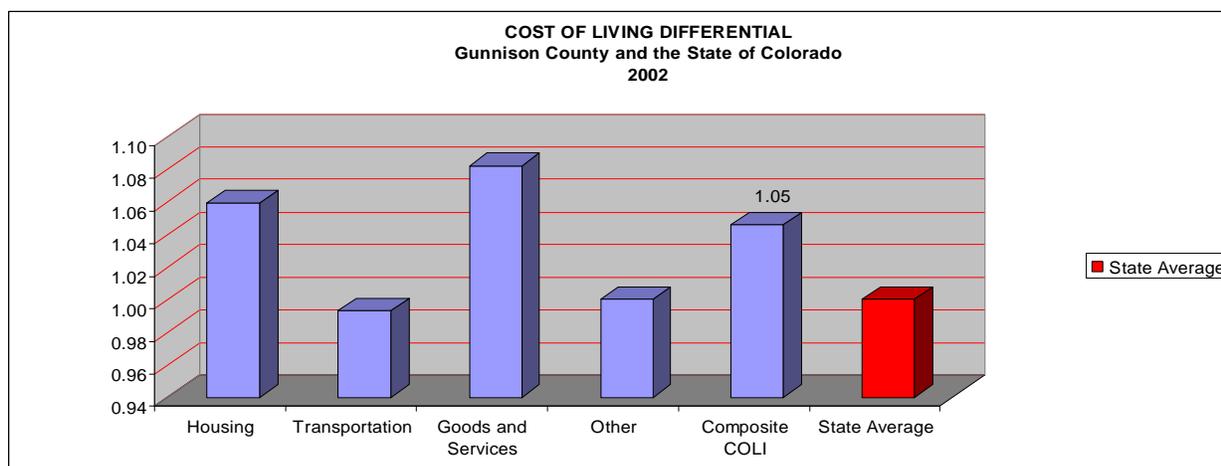
Source: *County Business Patterns*, Bureau of Census & US Department of Commerce, 2005.

Cost of Living Index

The importance of the lag of comparative wages is a function of the region's cost of living. A cost of living index (COLI) measures relative price levels for a "basket" of consumer goods and services in different areas at a given point in time. A reference point is calculated by taking the average cost for the "basket" of goods for all participating places. The participating counties are compared against this reference point and are read as a percentage of the average for participating places. For example, if the average of all costs for all participants were \$43,000 it would be given an index of 1.0. Individual cities or areas are then compared and their measured costs indexed as a percentage of the benchmark.

The most recent COLI Study was conducted by the Colorado State University Cooperative Extension in December of 2002, and released to the public in fall of 2004. All 63 counties in Colorado participated in the Study. The Gunnison County results when compared to all counties in Colorado are graphically depicted in Exhibit VI-6. Housing and Goods and Services costs push Gunnison County to a composite COLI to 1.05, while at the same time the county's average wage is sixty-seven (67%) of the average of the State of Colorado.

Chart VI-6
Cost of Living Differential
Gunnison County and the State of Colorado
2002



Source: *Cost of Living Differentials in Colorado;2003*, Colorado State University Cooperative Extension, 2004.

Housing Affordability

The median housing price in the County was \$189,400 in 2000, with dramatic geographic differences, which are graphically depicted later in this section. This median price was more than 14 percent higher than the state median of \$160,100 and more than 40 percent higher than the Rocky Mountain region as a whole.

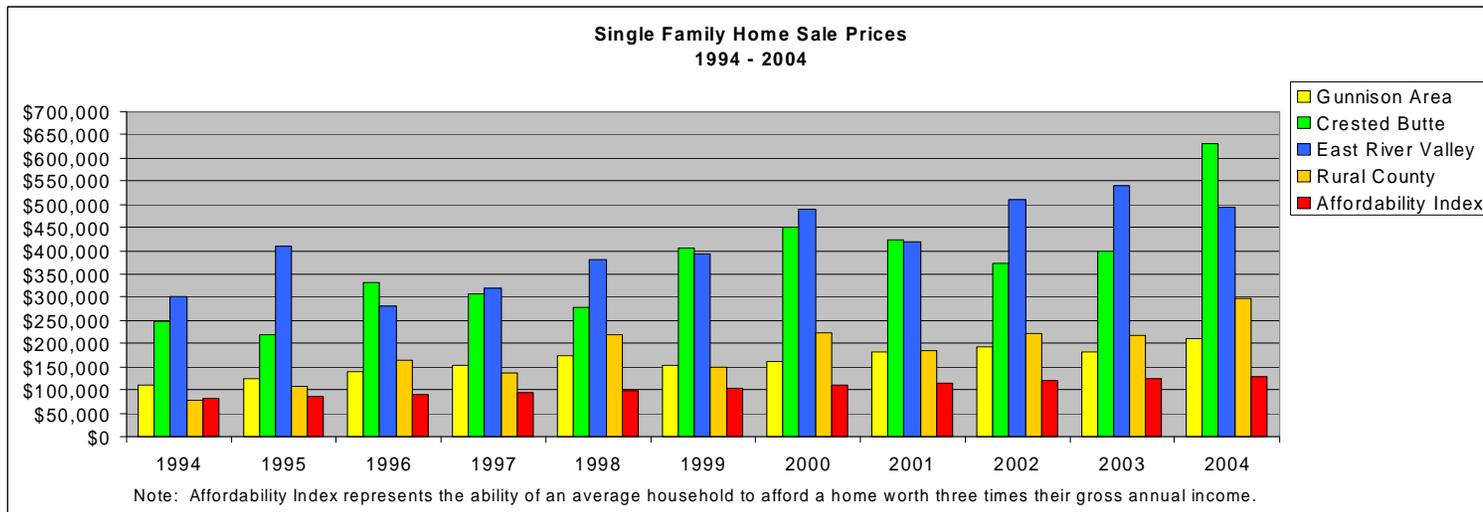
To put these numbers in perspective, Gunnison County has failed to keep up with growth in earnings at the state and national levels, and in fact when adjusted for inflation, earnings have fallen more than 15 percent since 1970 (see Exhibit VI-1). This is primarily due to the County's increasing reliance on tourism and retail sectors. The average annual wage for workers in tourism related industries is estimated by the State of Colorado at \$18,200, suggesting that more than half of these workers earn less than \$8.25 per hour. This type of imbalance is not uncommon in tourist-oriented communities, where the development and popularity of second homes tends to push housing costs up and the reliance on relatively low wages creates a gap between housing and wages that tends to accelerate over time.

To supplement the somewhat dated information from the 2000 Census, staff extracted sales data from the Assessor's Office for both single-family and multi-family sales from 1994 to 2004, and the results are shown on Exhibit VI-7 and VI-8. Four areas are used by the Assessor's Office: Town of Crested Butte, East River Valley (which includes Mt. Crested Butte, Gothic, Crested Butte South and lands south to Almont), Gunnison Area (which includes the City of Gunnison and surrounds) and Rural County (the remains of county lands). Median household income is included to portray the gap between wages and household affordability.

**Table VI-1 and Chart VI-7
Single Family Home Sales 1994 - 2004**

Year	GUNNISON AREA		CRESTED BUTTE AREA		EAST RIVER VALLEY		RURAL COUNTY		Median Household Income	Affordability Index
	Mean Sale Price	# of Sales	Mean Sale Price	# of Sales	Mean Sale Price	# of Sales	Mean Sale Price	# of Sales		
1994	\$110,621	34	\$247,500	6	\$300,485	10	\$77,640	18	\$27,040	\$81,121
1995	\$125,612	25	\$218,000	2	\$408,740	10	\$108,103	18	\$28,392	\$85,177
1996	\$138,252	33	\$331,067	6	\$280,479	7	\$163,806	18	\$29,812	\$89,436
1997	\$153,168	36	\$307,667	9	\$318,873	20	\$137,464	25	\$31,302	\$93,907
1998	\$174,500	48	\$277,506	16	\$379,736	25	\$218,916	31	\$32,868	\$98,603
1999	\$153,451	67	\$404,941	17	\$392,000	31	\$149,692	39	\$34,511	\$103,533
2000	\$162,246	70	\$449,513	15	\$488,238	40	\$222,519	37	\$36,916	\$110,748
2001	\$182,904	91	\$423,250	14	\$418,621	47	\$184,697	31	\$38,393	\$115,178
2002	\$191,428	96	\$371,889	9	\$510,518	56	\$220,556	43	\$39,928	\$119,785
2003	\$182,598	118	\$399,303	32	\$540,858	64	\$216,304	56	\$41,525	\$124,576
2004	\$210,677	107	\$630,708	24	\$493,151	69	\$297,719	32	\$43,186	\$129,559

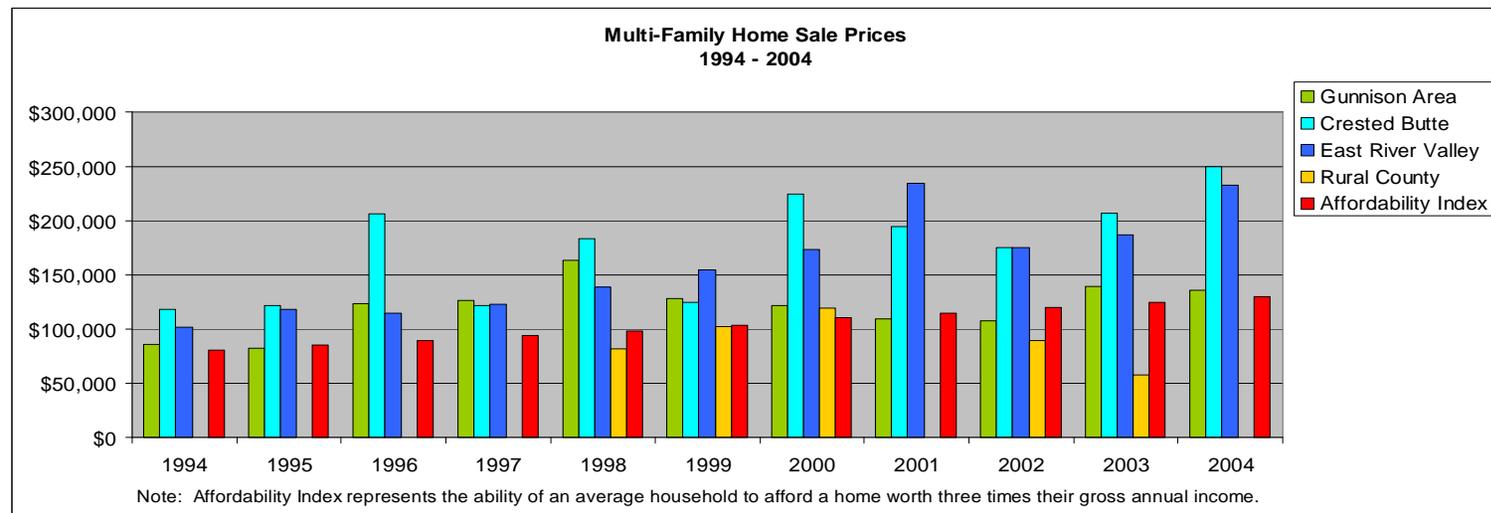
Source: . Mean Sales Price derived from Assessor's Office records, 2004. Median Household Income from 1994 to 2000 from Colorado Division of Local Affairs
Median Family Income from 2000 to 2004 are based on a liberal projection of a 5% annual increase.



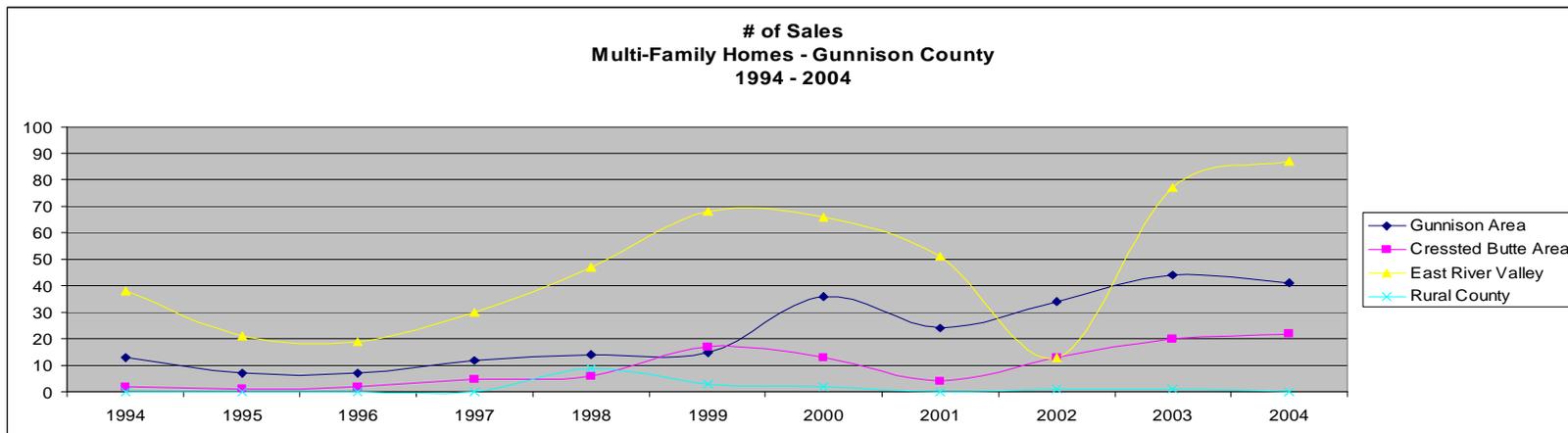
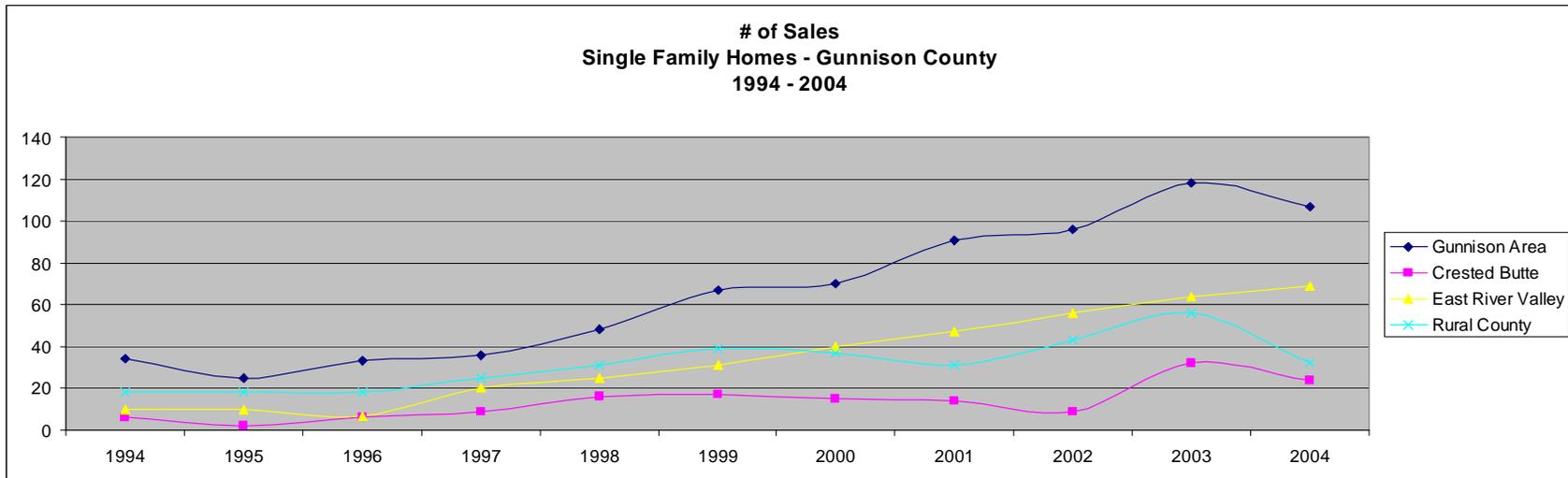
**Table VI-2 and Chart VI-8
Multi-Family Home Sales 1994 - 2004**

Year	GUNNISON AREA		CRESTED BUTTE AREA		EAST RIVER VALLEY		RURAL COUNTY		Median Household Income	Affordability Index
	Mean Sale Price	# of Sales	Mean Sale Price	# of Sales	Mean Sale Price	# of Sales	Mean Sale Price	# of Sales		
1994	\$85,581	13	\$118,700	2	\$101,331	38	0	0	\$27,040	\$81,121
1995	\$82,514	7	\$122,000	1	\$118,533	21	0	0	\$28,392	\$85,177
1996	\$123,274	7	\$206,550	2	\$114,966	19	0	0	\$29,812	\$89,436
1997	\$126,752	12	\$122,200	5	\$122,952	30	0	0	\$31,302	\$93,907
1998	\$162,956	14	\$183,167	6	\$138,251	47	81,378	9	\$32,868	\$98,603
1999	\$128,187	15	\$124,918	17	\$154,301	68	103,000	3	\$34,511	\$103,533
2000	\$122,017	36	\$224,485	13	\$173,617	66	119,000	2	\$36,916	\$110,748
2001	\$109,775	24	\$194,375	4	\$234,273	51	0	0	\$38,393	\$115,178
2002	\$108,006	34	\$175,308	13	\$175,308	13	89,900	1	\$39,928	\$119,785
2003	\$139,293	44	\$206,955	20	\$187,216	77	57,500	1	\$41,525	\$124,576
2004	\$135,527	41	\$249,586	22	\$232,797	87	0	0	\$43,186	\$129,559

Source: . Mean Sales Price derived from Assessor's Office records, 2004. Median Household Income from 1994 to 2000 from Colorado Division of Local Affairs
Median Family Income from 2000 to 2004 are based on a liberal projection of a 5% annual increase.



Charts VI-9 and VI-10 - # of Home Sales 1994 - 2004



Geographic Differences Between Housing Costs and Occupancy

Gunnison County has widely differing housing costs. The lowest rents (\$456 – \$479) are found northwest of Gunnison in the general area bordered by State Highway 135 and north of Ohio Creek. The highest rent is found in the upper East River Valley surrounding Crested Butte and Mt. Crested Butte. This data is based on 2000 Census data, and anecdotal evidence suggests that the disparity between regions has grown in the past four years.

The median value of owner-occupied units also shows dramatic geographic differences. The lowest median values (\$143,000 - \$158,000) are also found in the Ohio Creek drainage, and along the State Highway 50 and State Highway 149 corridors. The highest values (\$289,000 – \$365,000) are again found in the Upper East River Valley.

1999 Housing Needs Assessment

Melanie Rees of Rees Consulting produced the most definitive analysis of housing in the County to date in 1999. The project was a cooperative effort between Gunnison County, the City of Gunnison, the Towns of Crested Butte and Mt. Crested Butte. Although somewhat dated, the Assessment provided a basis for the development of essential housing regulations in Crested Butte and Mt. Crested Butte as well as pending regulations for the County. The Assessment was based on both census data as well as the results of a community housing survey. This document is considered by the County as the roadmap for essential housing in the County, and augments the recommendations of the Focus Group, which is presented later in this section. Conclusions and recommendations from the report include the following:

- ▶ New residential development should be controlled so that at least 58% of all new units built are for occupancy by local residents. This goal for new construction would help to maintain the current balance between second/vacation and primary homes even though there will be still likely a decline due to loss of existing rentals to second home buyers. This type of program would require the cooperation of all jurisdictions in the County.
- ▶ The adoption of inclusionary zoning and other mandates or incentives should be considered to encourage or require private developers to build unsubsidized but moderately –priced housing for year-around residents.
- ▶ Efforts by the public sector to build new for-sale homes should be concentrated on condominiums, town homes and mobile homes.
- ▶ If “move-up” housing is developed through public efforts or private mandates, buyers should be required to deed restrict units they are selling for occupancy only by local residents.
- ▶ A system for monitoring the housing supply in unincorporated areas should be established.
- ▶ Real estate listings should be monitored with efforts made to match potential local buyers with appropriate units as they become available.
- ▶ A home buyer training program should be created so that residents can qualify to buy homes when they become available.
- ▶ A down payment assistance program and/or mortgage program should be established through

which affordability restrictions are placed on units in an effort to preserve the affordability of existing units.

- ▶ Apartments are needed in the northern region. A project of at least 50 units in size is needed in the Crested Butte area.
- ▶ Rental market conditions should be monitored on an ongoing basis to determine when additional projects are needed beyond those now being built or recommended in the Assessment.
- ▶ A housing rehabilitation program should be created that allows for mobile homes to be renovated and homes to be expanded to address overcrowding.
- ▶ Several temporary or transition housing units should be established to serve renters who are displaced since many renters live in units without leases, some of which are listed for sale.
- ▶ Plans should be made for the development of age-restricted housing in the northern region.
- ▶ A technical assistance program should be set up for condominium associations to insure that the declarations are in order, proper insurance is maintained and financial matters are well managed so the projects can be approved for Fannie Mae mortgage programs.

Focus Group Recommendations

The Focus group spent a considerable amount of time in brainstorming sessions. The group finally reduced issues down to those shown on the following policy statements and implementation measures. In addition, a separate mediation session was held with the Group to finalize the attached recommendations. The policies developed by the group are expanded within the implementation matrices that are included within Appendix C of Comprehensive Plan.

Highlights include the need to focus development within areas near urban areas and within reach of existing and proposed utilities. In addition, the group is suggesting that the County involve the private sector on the development of additional essential housing, consider the use of housing land trusts and streamline the existing land use regulatory scheme to encourage the development of essential housing. Hard zoning to create a more predictable review process to encourage the development of housing was also recommended.

Goal: Gunnison County recognizes that all County residents should have access to safe, habitable, affordable housing near jobs and transportation, and served by necessary infrastructure. Implementation mechanisms shall provide for the full spectrum of housing needs in a timely fashion.

Objectives

- The Focus Group urges the County Commissioners to complete Intergovernmental Agreements with the Town of Crested Butte and Mt. Crested Butte adopting their updated and current Three Mile Plans. The County should encourage town-like densities near central infrastructure, services and access to public transportation.
- The Group wants to see the housing problem solved in a cooperative fashion between the Towns and the County, and does not want to have to import workers from other counties

- due to the lack of housing in Gunnison County.
- If currently available affordable housing is eliminated through development or redevelopment, some form of replacement housing should be included within the development.
 - The Group urges the County to establish an "Affordable Housing Fund" and other funds through creative revenue generating strategies, designed to insure appropriate financing for infrastructure improvements to meet the demands of growth without placing undue or unwelcome burdens on taxpayers. These funds should also be used to facilitate participation in public/private partnerships and government projects that are compatible with the Mission Statement.
 - The County shall administer enforceable minimum building, health, safety and occupancy standards.
 - The County shall ensure that all land use codes are easy-to-understand, and streamlined where necessary to clarify development standards.
 - The County shall develop incentives to encourage private entities to provide or restore what's needed.
 - The County shall encourage public/private/user partnerships to provide or restore what is needed.
 - Government-developed essential housing projects should be targeted to meet needs that the private sector does not meet.

SECTION VII ECONOMIC DEVELOPMENT

PURPOSE

This element of the Plan addresses the issues and policy approaches developed by the Economic Development Focus Group. No background data is included within this section due to the inclusion of a vast amount of employee and wage data included within the Appendices and within other pertinent elements of the plan.

The Economic Development Focus Group was composed of a wide variety of volunteers representing a cross-section of the community. The group met over an 8 month period. Initially, the group brought in presenters from the tourism industry, Western State College, County officials and other members of the community to develop a knowledge base on existing economic and employment conditions in the County. A wide range of options and directions were considered by the group, of which the following initiatives were developed. These initiatives are summarized below, and represent a comprehensive package of options and directions regarding economic development. The policies developed by the group are expanded within the implementation matrices that are included within Appendix C of Comprehensive Plan.

INITIATIVES

Initiative #1 – Expand Bandwidth Options and Attract Telecommuters

GOAL: Achieve economic diversity through helping high tech firms and tech personnel to locate in the Gunnison / Crested Butte / Mt Crested Butte areas.

Objective 1: Help telecommuters by understanding their problems and working to eliminate ‘barriers to their success’ – such as a lack of appropriate broadband.

Objective 2: Bring more bandwidth and higher quality bandwidth to this area.

Objective 3: Persuade high tech firms to locate here as our infrastructure becomes ready.

Initiative #2 – Organize Economic Development Effort

GOAL: Focus and organize all valley economic development efforts under one umbrella organization.

Objective 1: Coordinate and organize the various “economic development” efforts in the valley.

Objective 2: Develop one or more viable business park sites.



Initiative #3 – Regain Economic Stability of Western State

GOAL: Assist Western State College in achieving optimal operation.

Objective 1: Maintain close and constant contact with relevant college officials – admissions, academic affairs, student affairs, conference services, extended studies.

Objective 2: Allocate county resources, as is possible and desirable, to assist in the recruitment and retention of students for the college.

Initiative #4 - Expand the Linkage between Economic Development and Educational Resources

GOAL: Support the growth and enhancement of educational opportunities.

Initiative #5 – Year around Tourism Opportunities

Goal #1 – Make Gunnison County an Arts and Cultural Destination.

Objective 1: Build a World Class Arts Center in Gunnison County

Objective 2: Develop a Cultural Tourism Program in Gunnison County

Goal #2 – Create conference facilities in Crested Butte and Mt. Crested Butte

Objective 1: The County should assist in the implementation of an agreement between Crested Butte Mountain and the Town of Mt. Crested Butte which provides for the creation of an 8,000 square foot facility in Mt. Crested Butte.

Objective 2: Determine the size and scope of a conference facility that would accommodate the needs of the north end of the valley. This may require revising the Crested Butte Mountain/Mt. Crested Butte agreement, which envisioned an 8,000 square foot facility.

Initiative #6 - Winter Tourism – Expand And Diversify Non-Alpine-Skiing Winter Recreation Opportunities

Objective 1: Support, Organize, Improve, Expand and Publicize Nordic Skiing and Related Opportunities to Stimulate Tourism



Initiative #7 – Expand Mountain Biking

GOAL: Within the entire Gunnison Valley, expand the numbers of initial and repeat “tourist days” specifically for Mountain Biking.

OBJECTIVE 1: Market the area as a Mountain Bike destination.

OBJECTIVE 2: Make sure the experience lives up to the marketing.

Objective 3: Promote Mt. Bike events in the County.

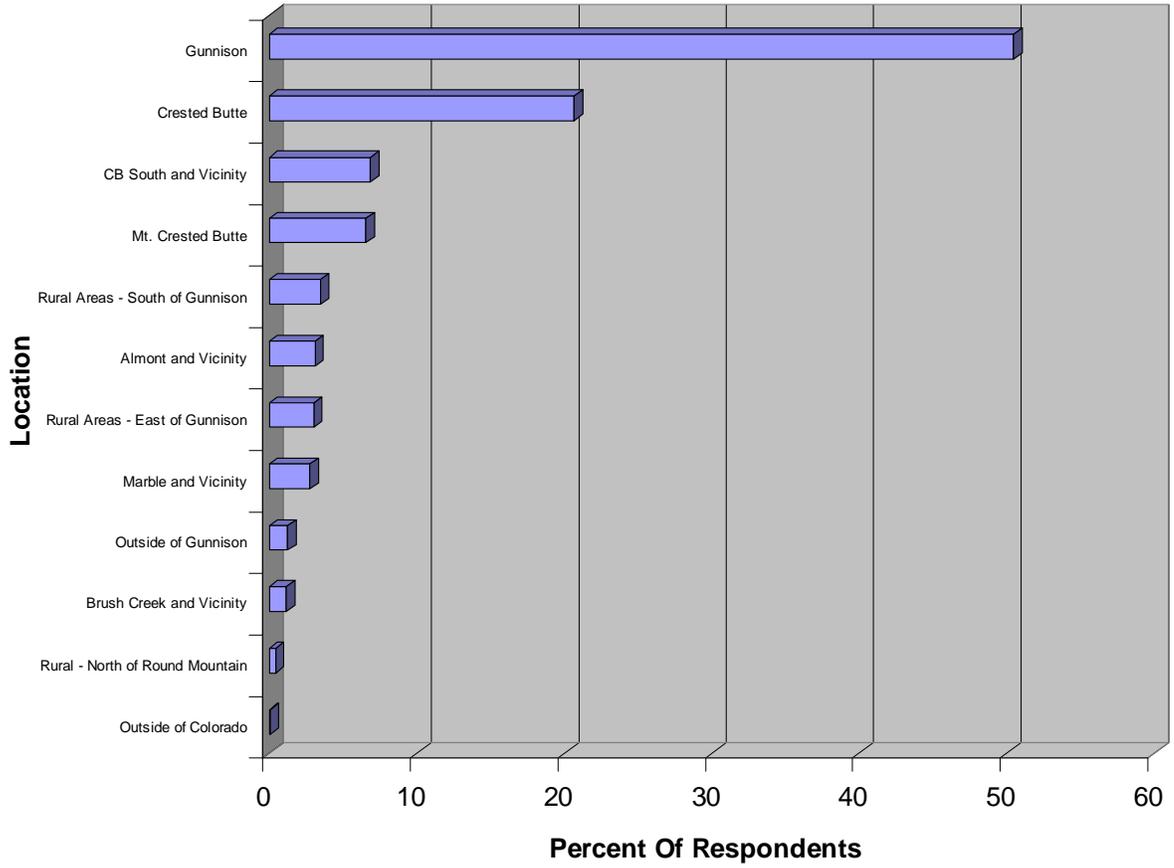
Initiative #8 Summer Tourism – Expand Hiking and Related Activities

OBJECTIVE: Support, Improve, Expand and Publicize Hiking and Related Opportunities to Stimulate Tourism.

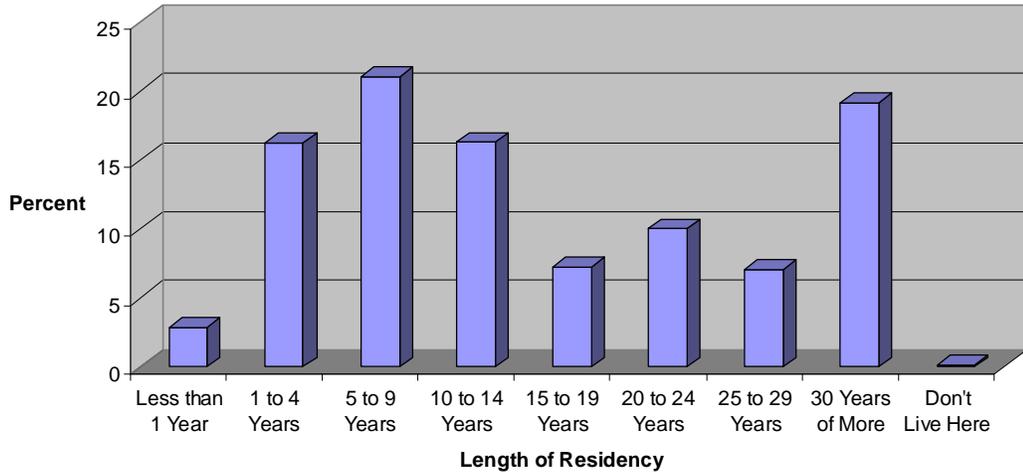
**GUNNISON COUNTY
COMPREHENSIVE PLAN
Crested Butte/Gunnison Corridor**

**Appendix A
2002 Community Profile Survey**

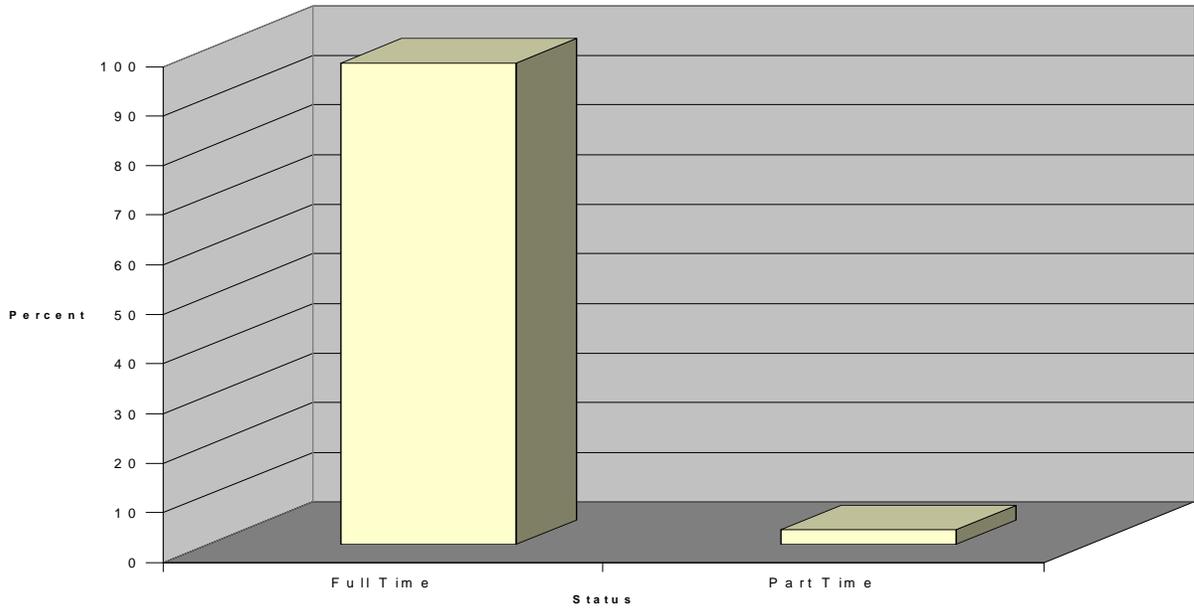
Do You Live In or Nearest To:

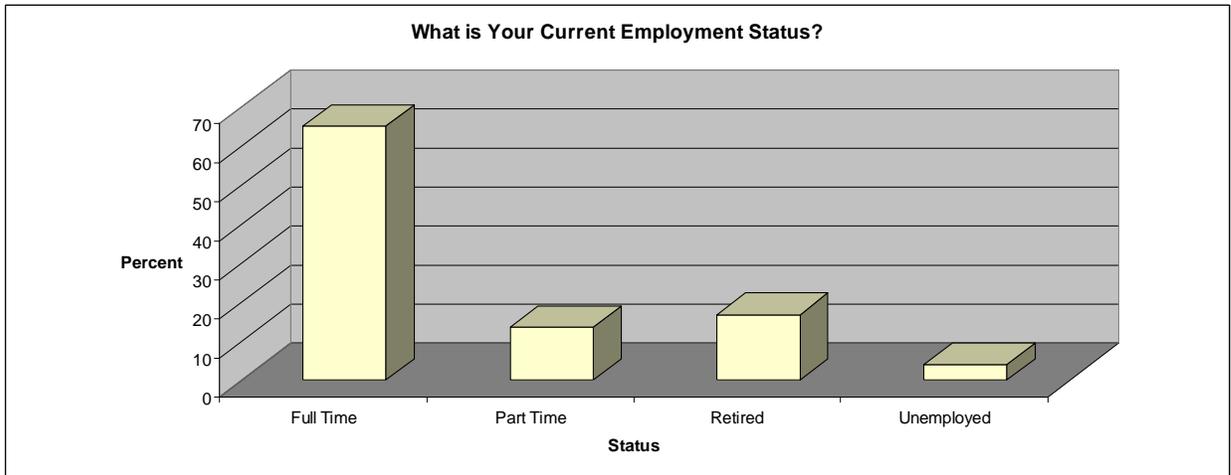
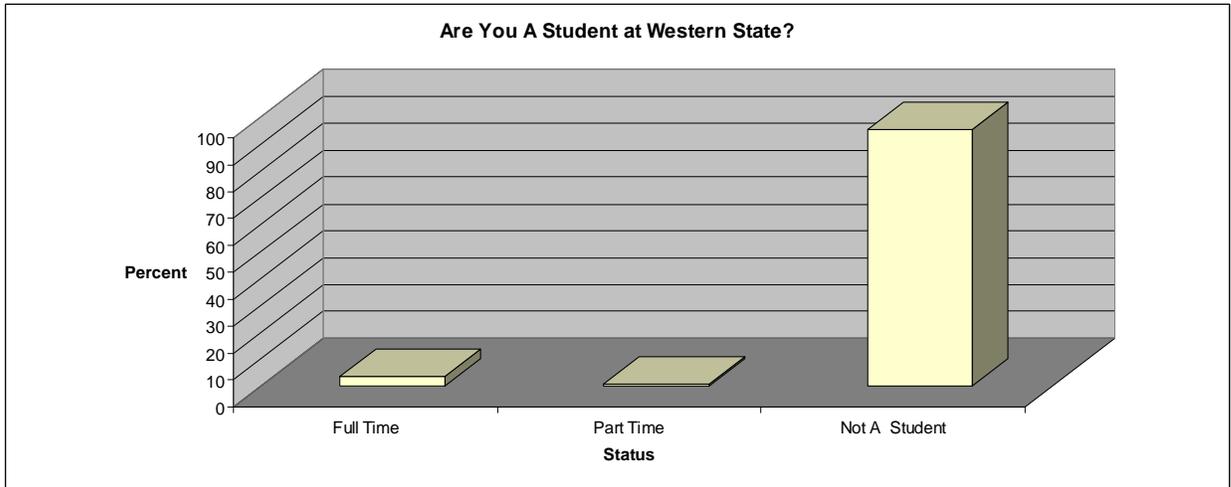
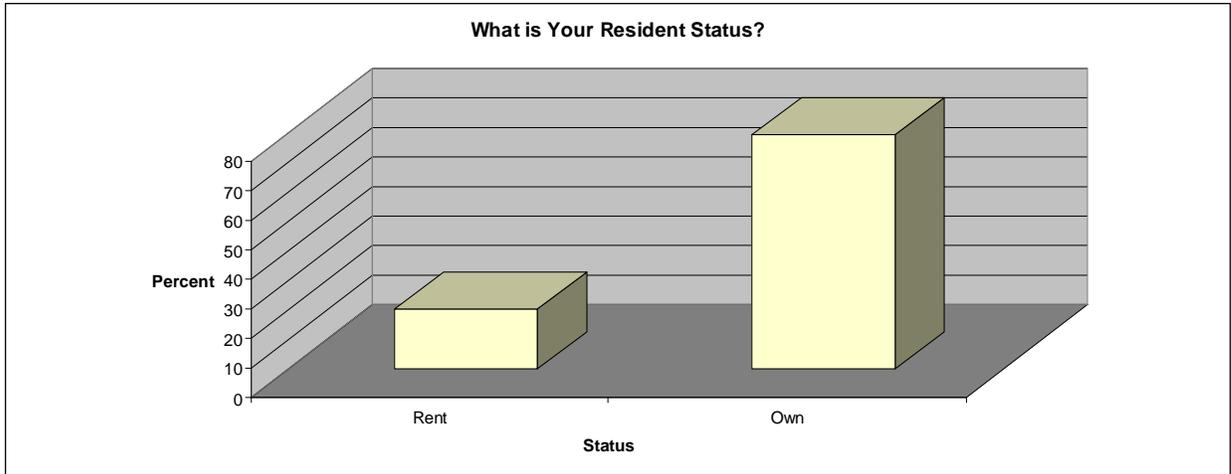


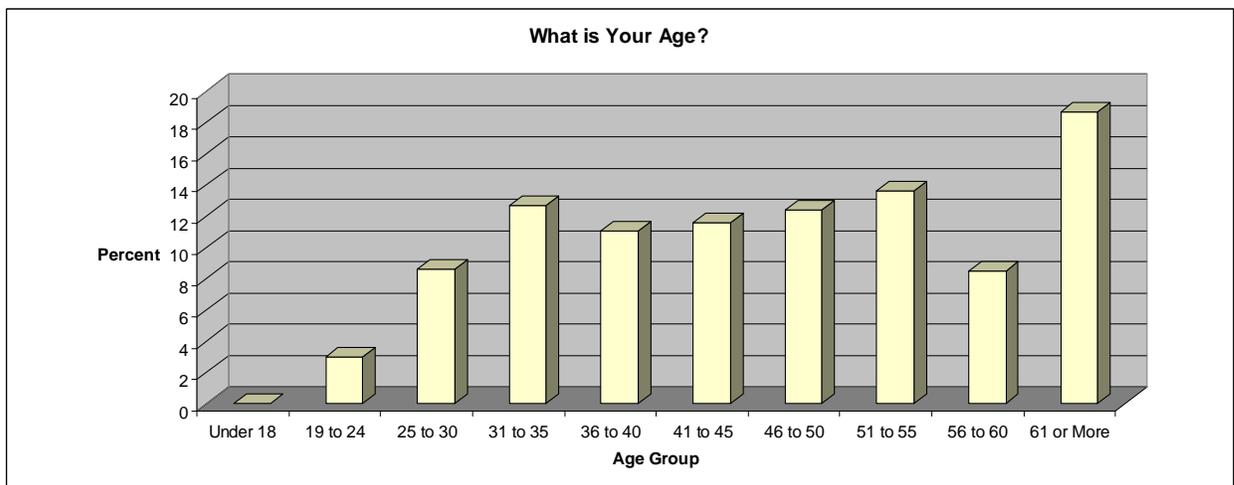
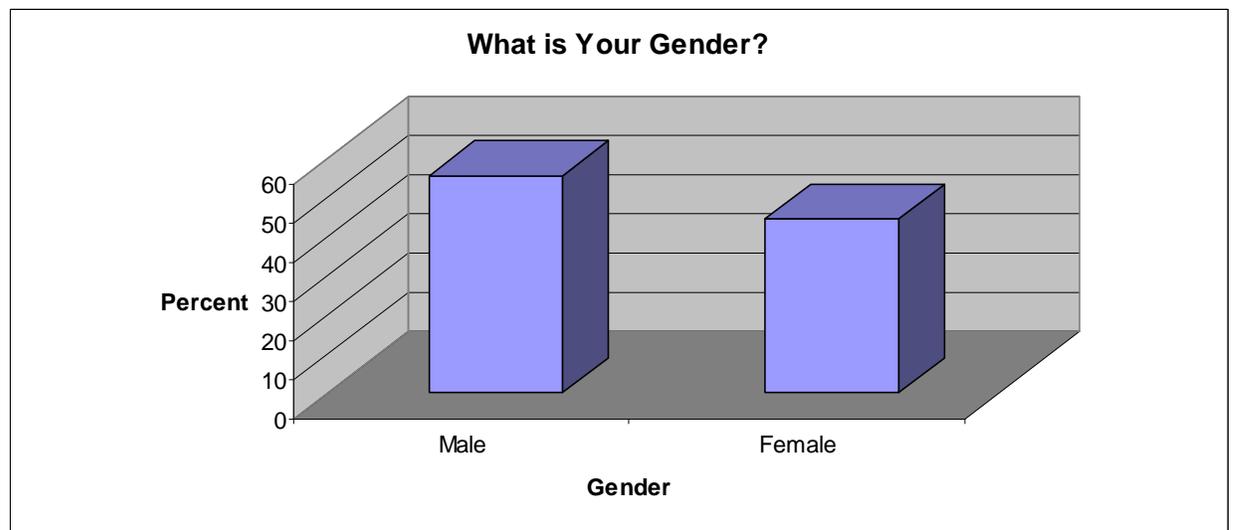
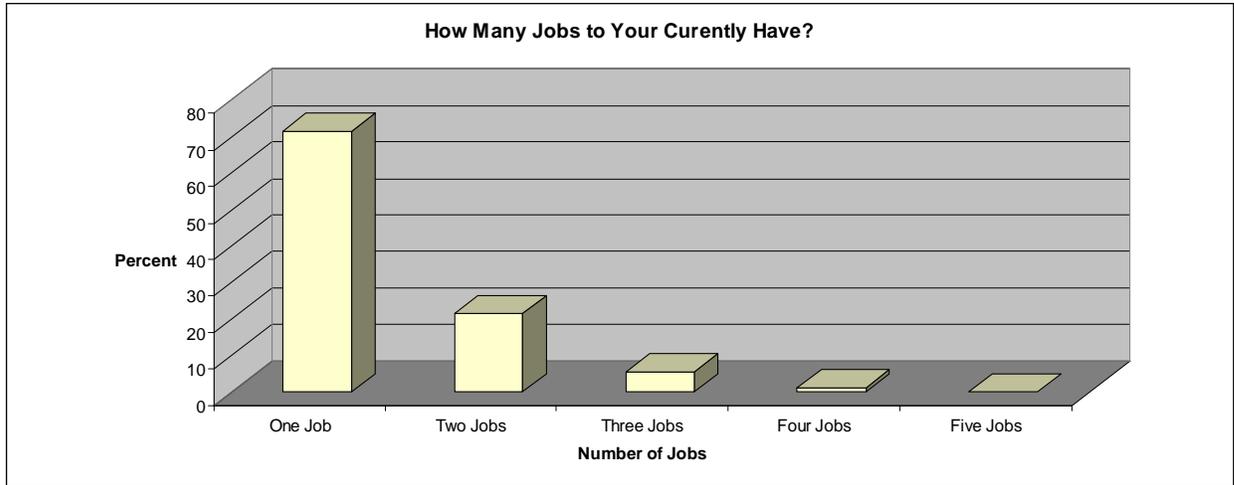
How Long Have You Lived In Gunnison County?

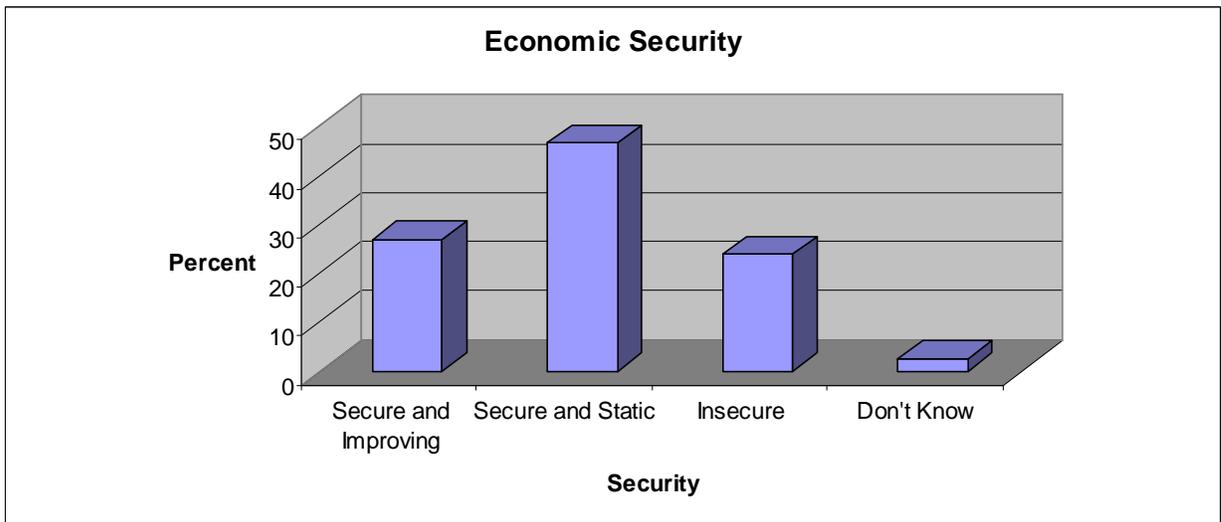
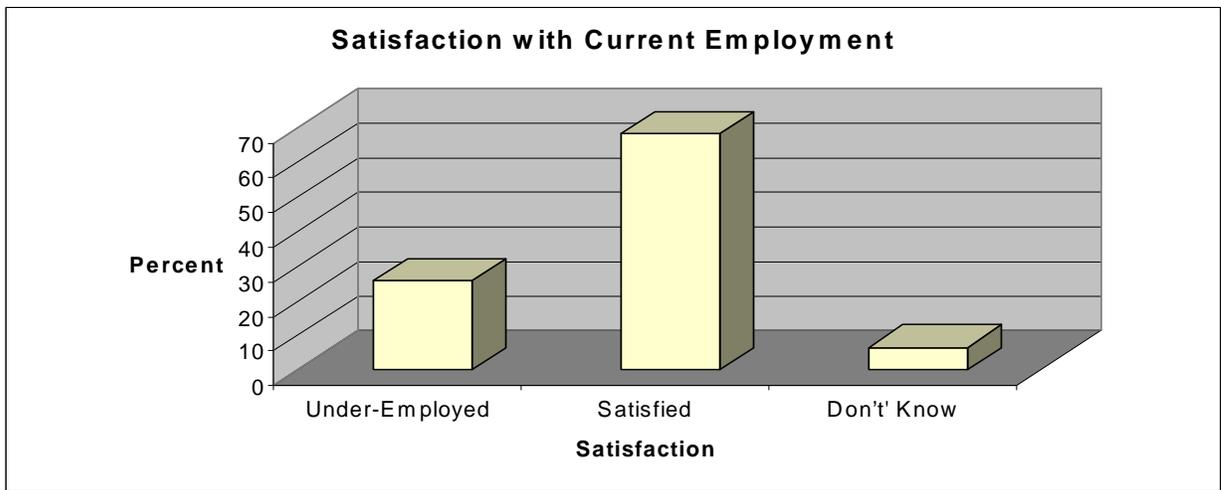
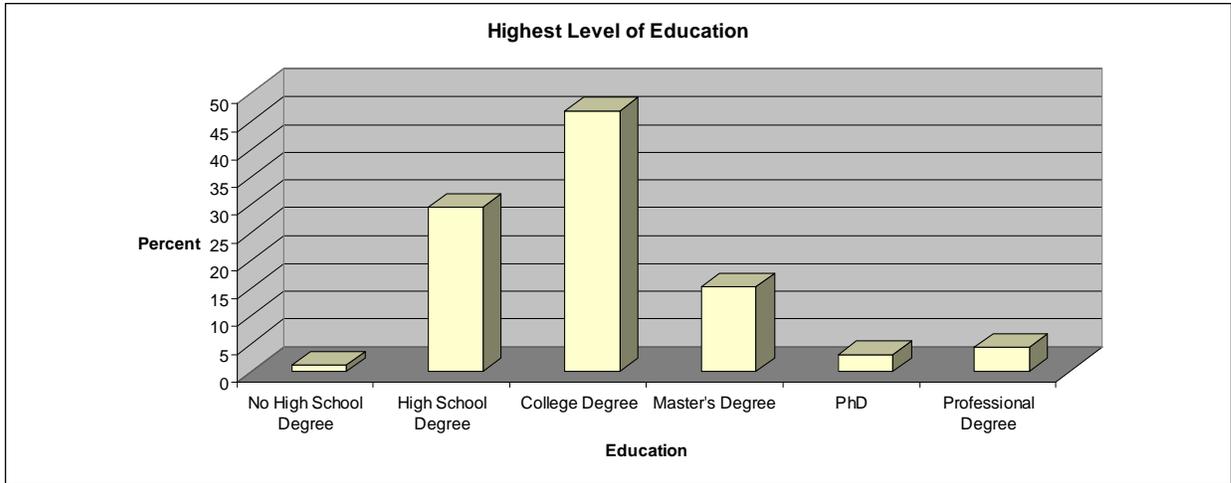


What is Your Resident Status?

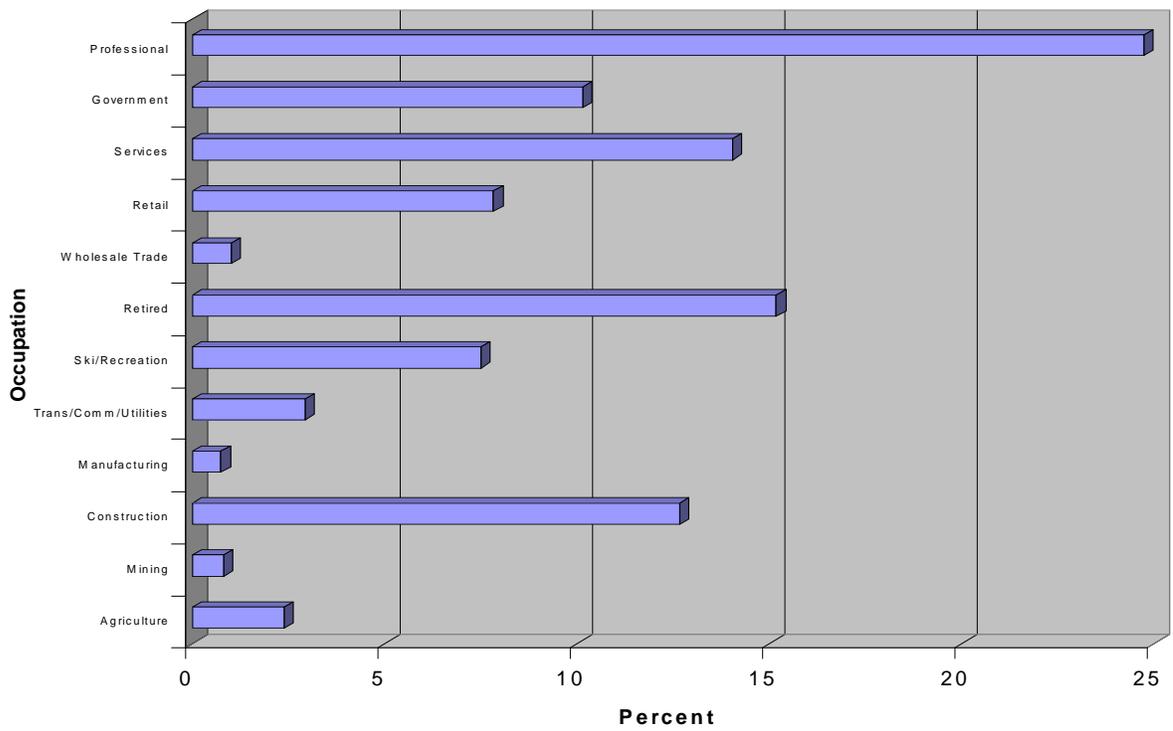




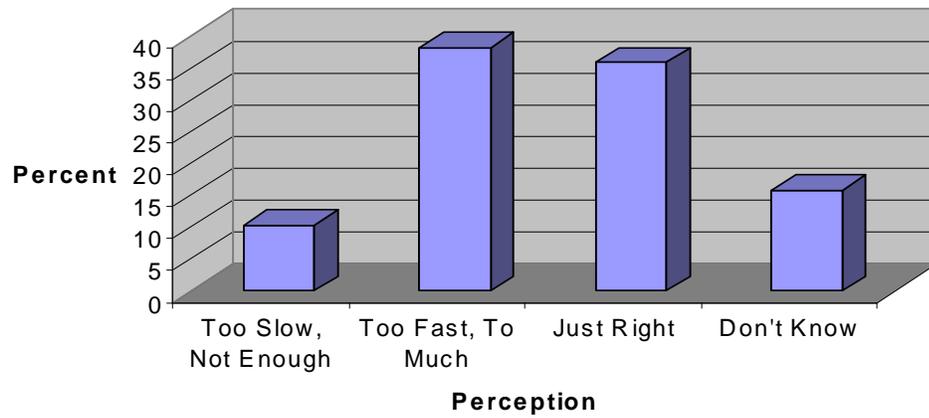




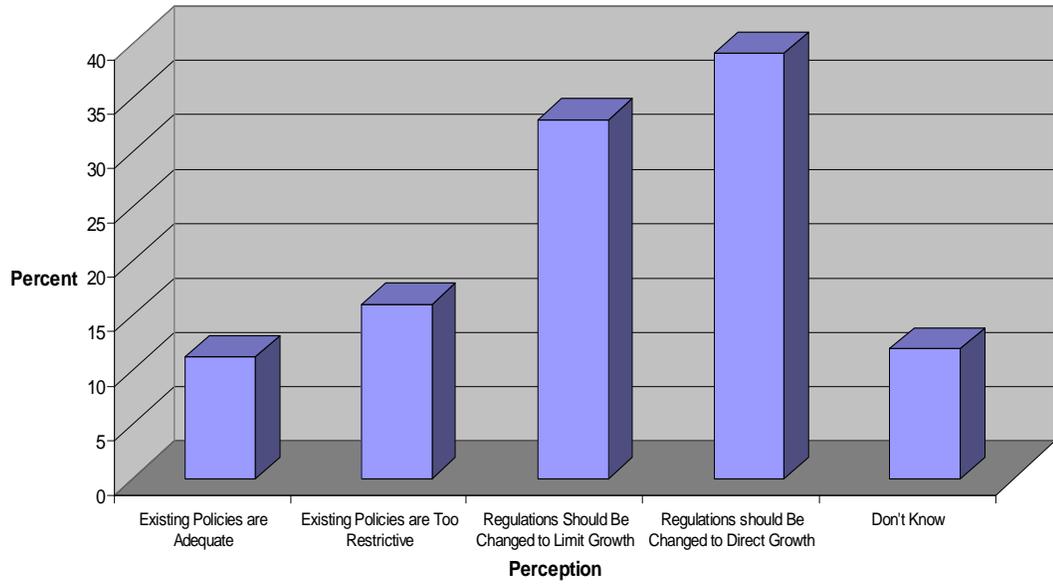
How Would You Generally Classify Your Primary Occupation?



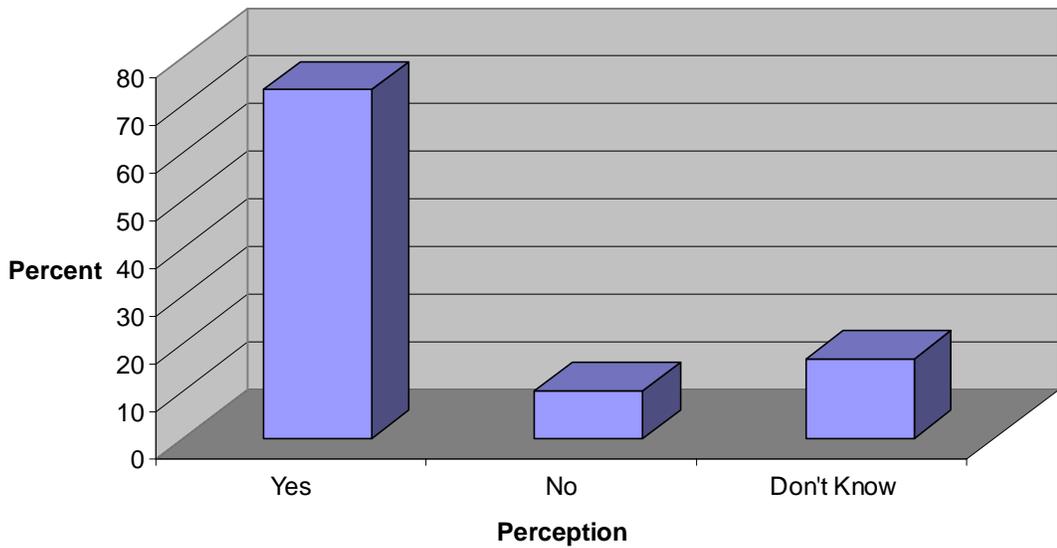
Perception of Historic and Projected Growth

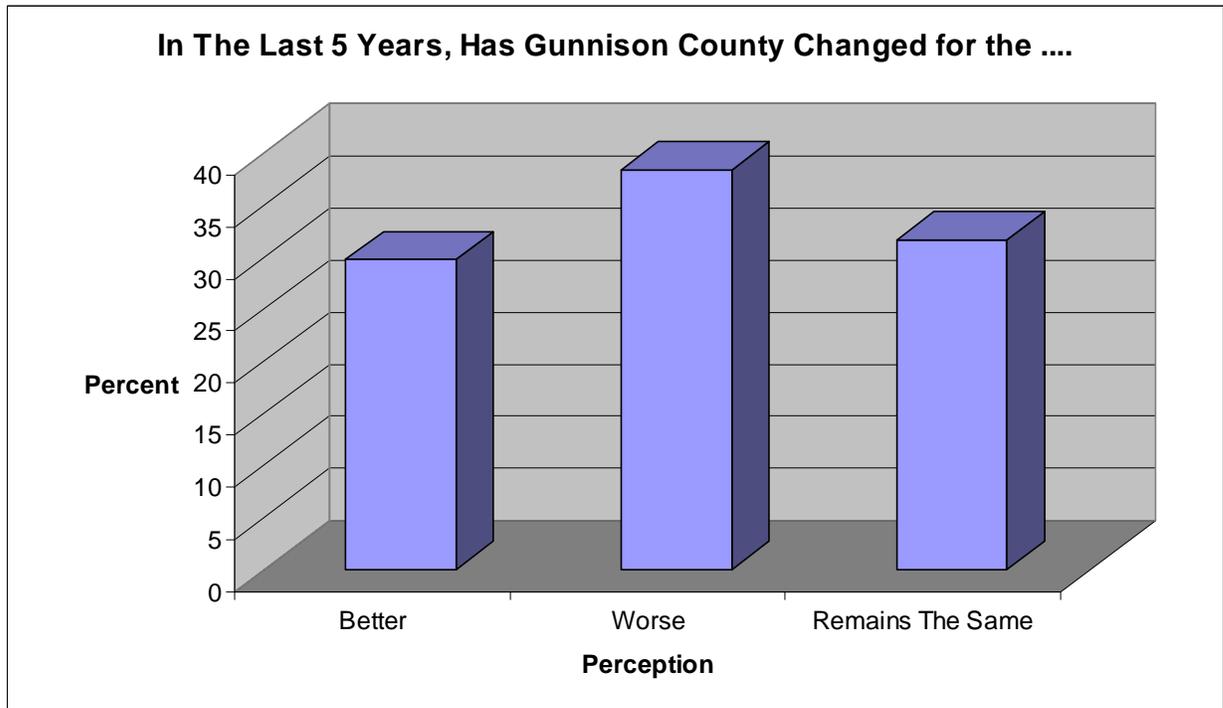
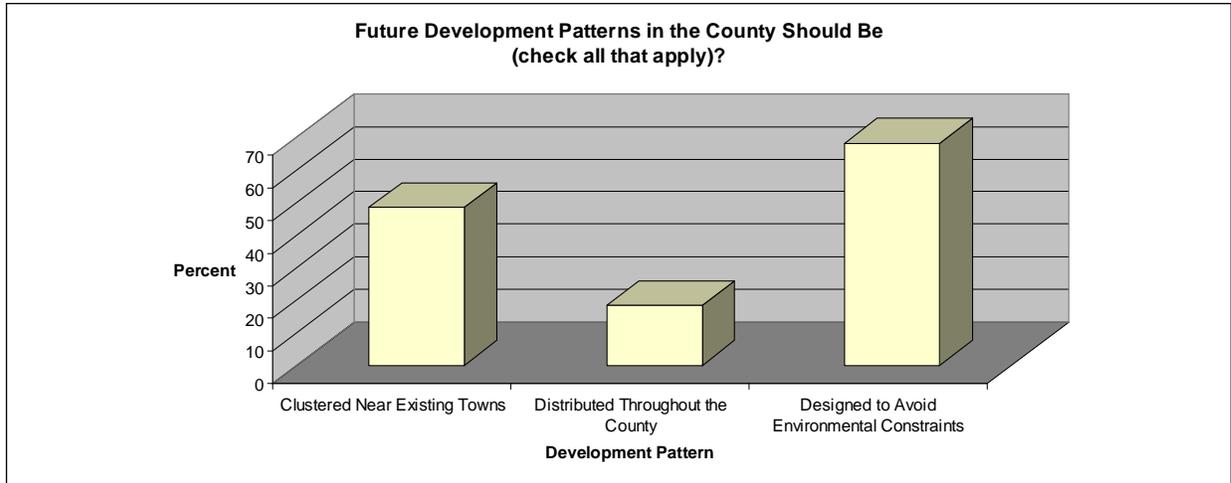


Perception of Growth in the East River Valley

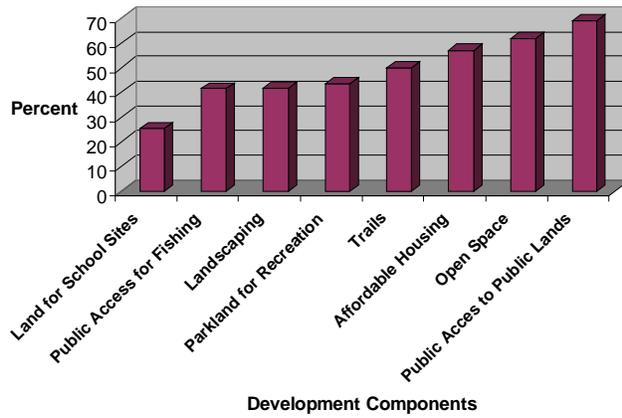


No You Believe You Will Still be Living in Gunnison County in 5 Years?

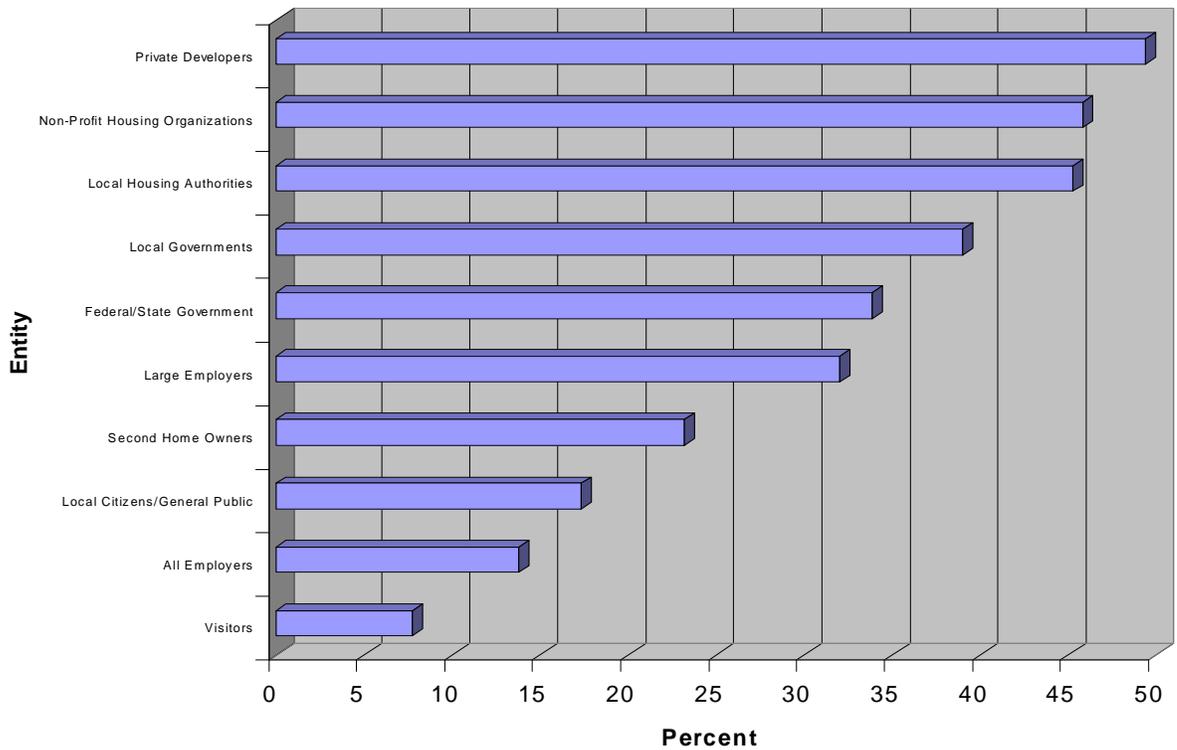


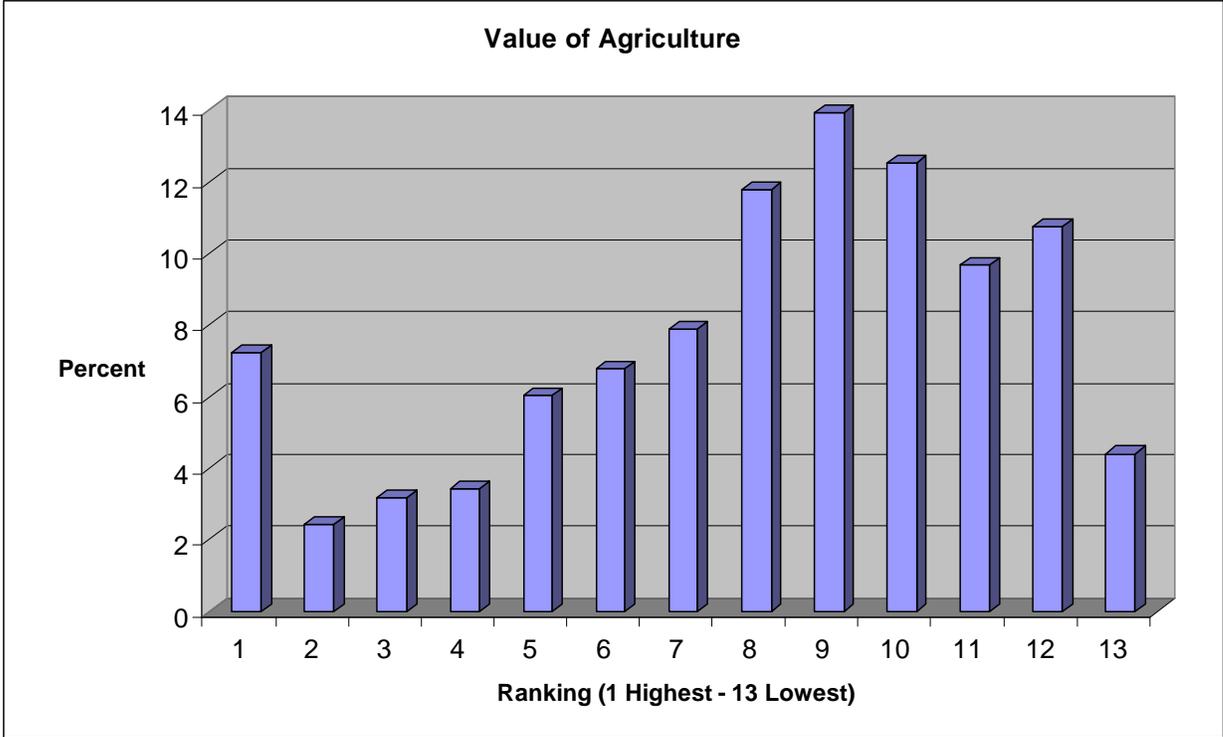


Which of the following, if any, should new development provide as part of a development proposal?

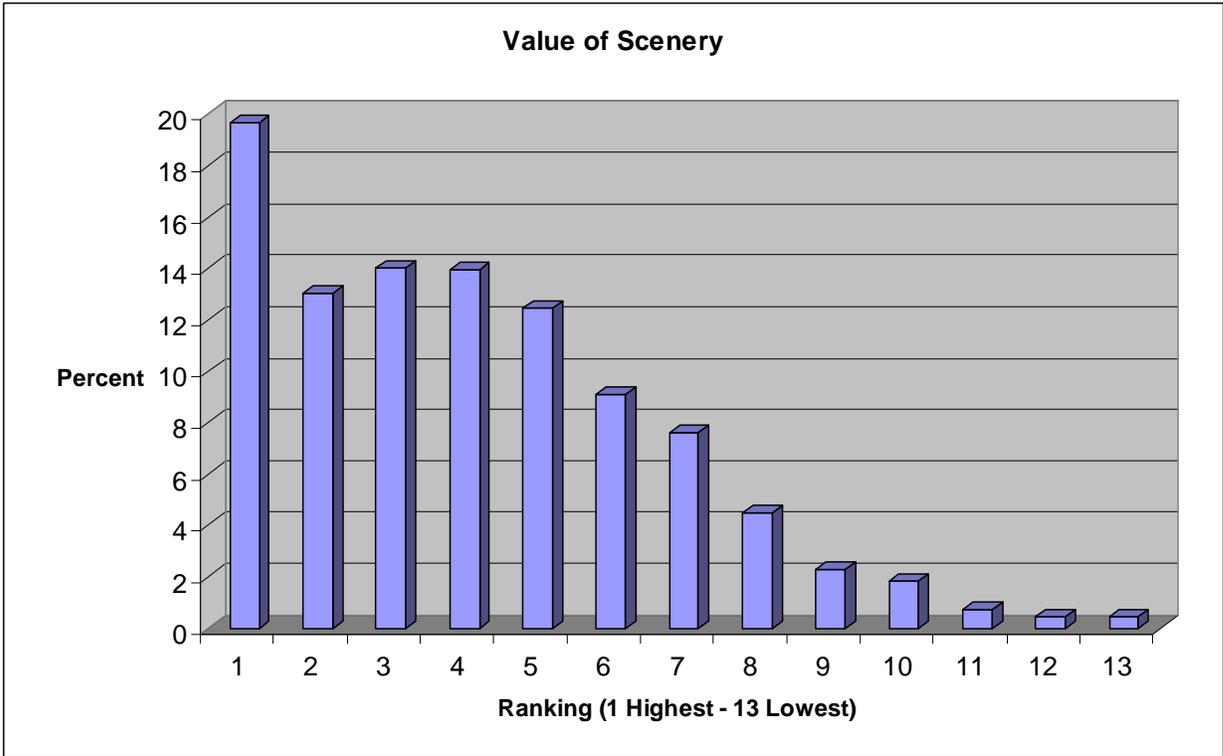


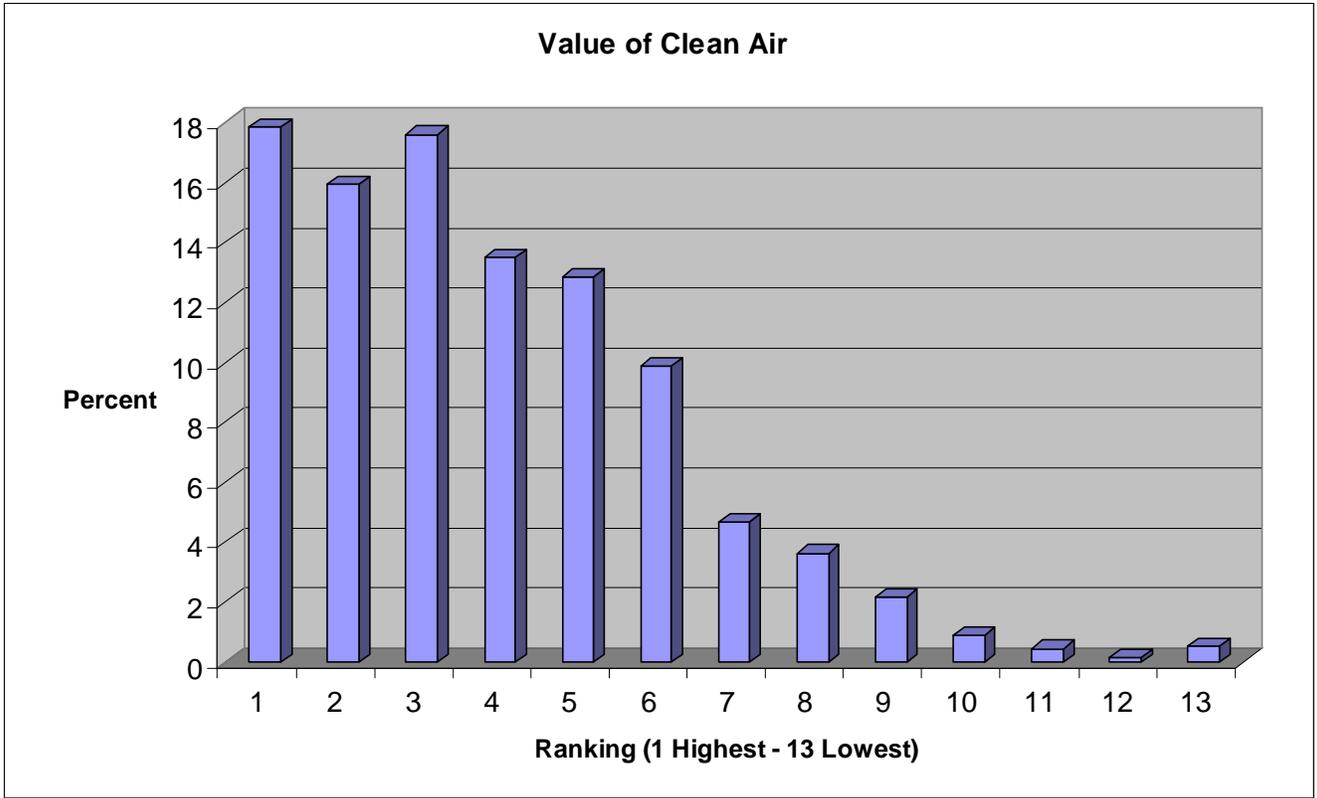
Who Should Be Responsible for Building or Providing Funds For Affordable Housing?



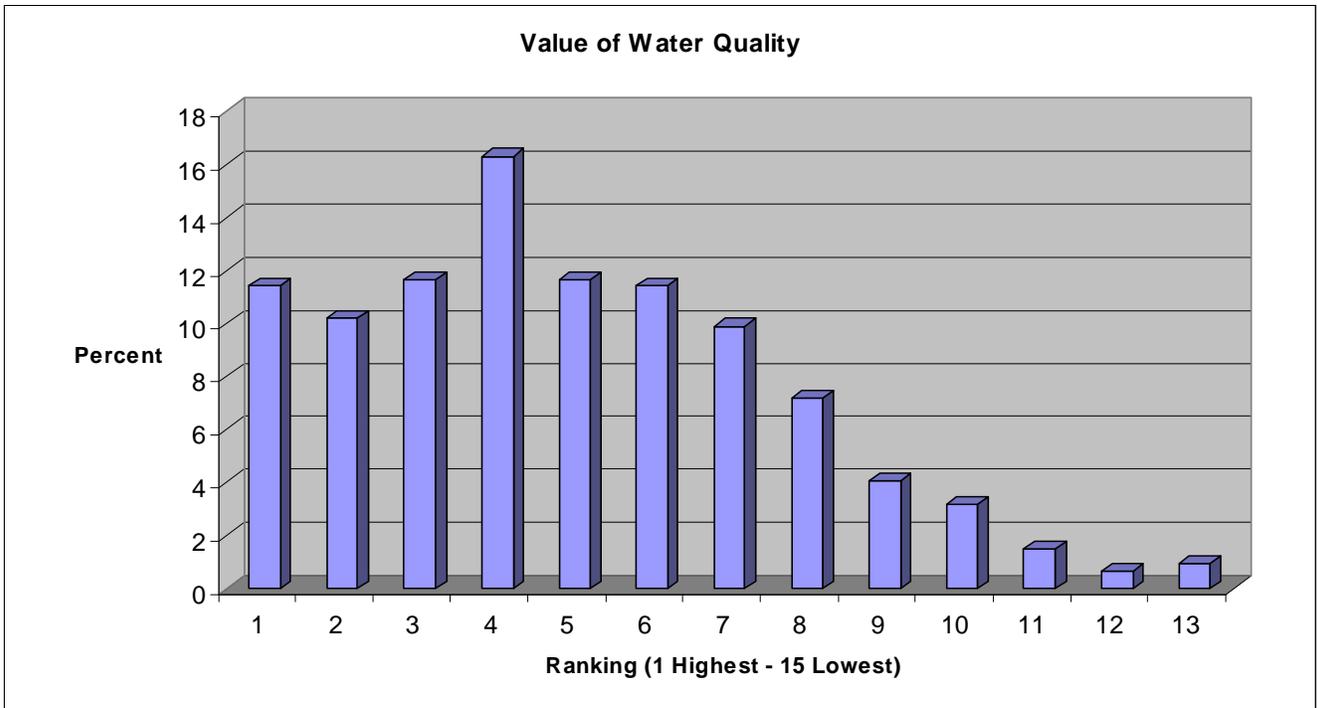


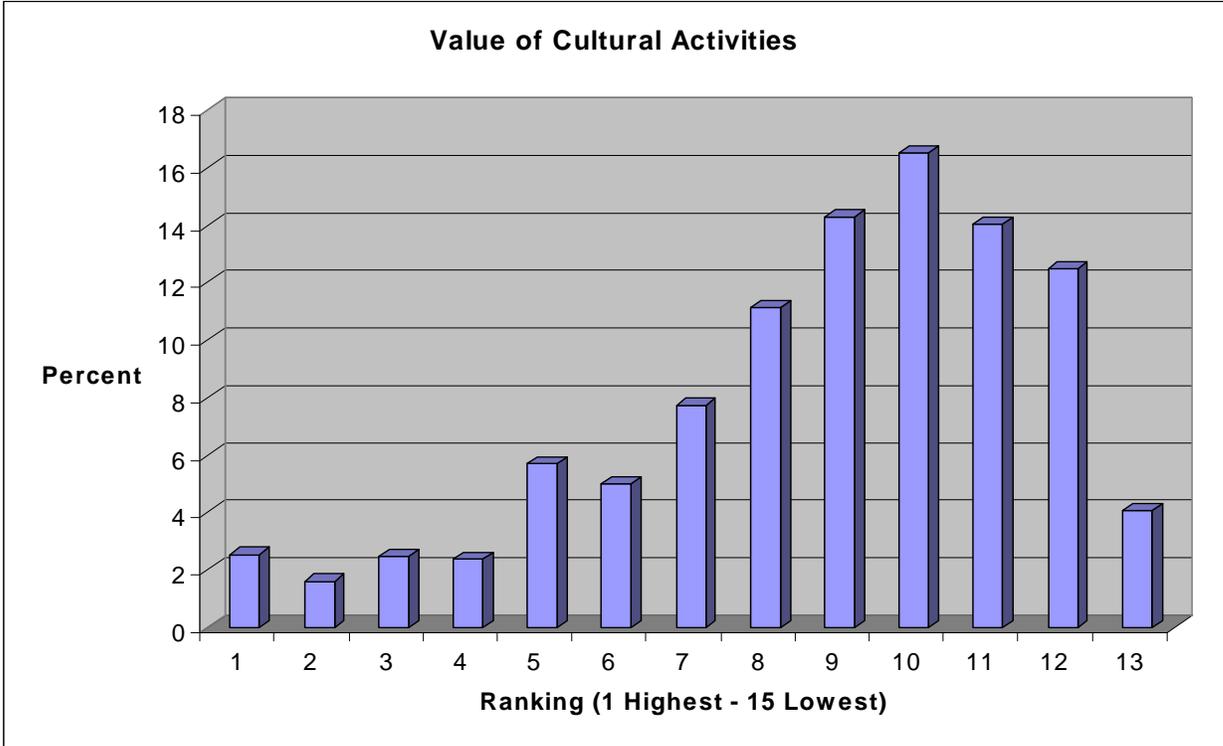
What do You Value Most about Living In Gunnison County?



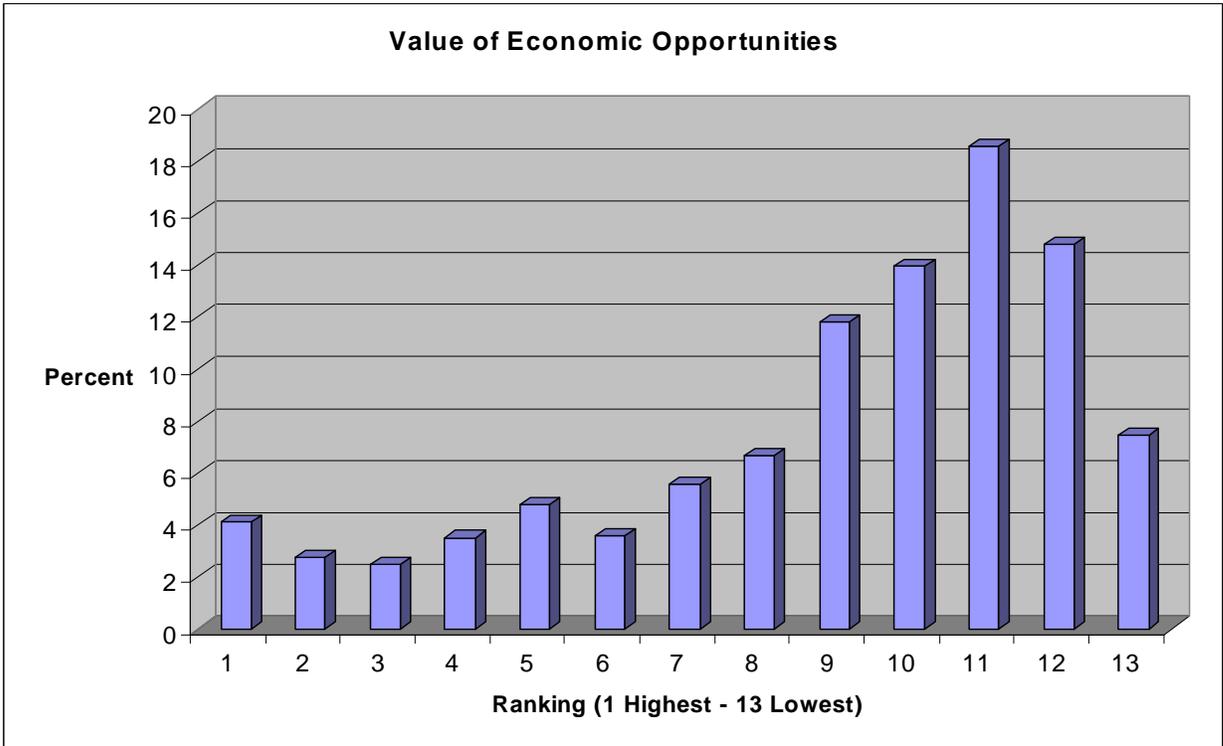


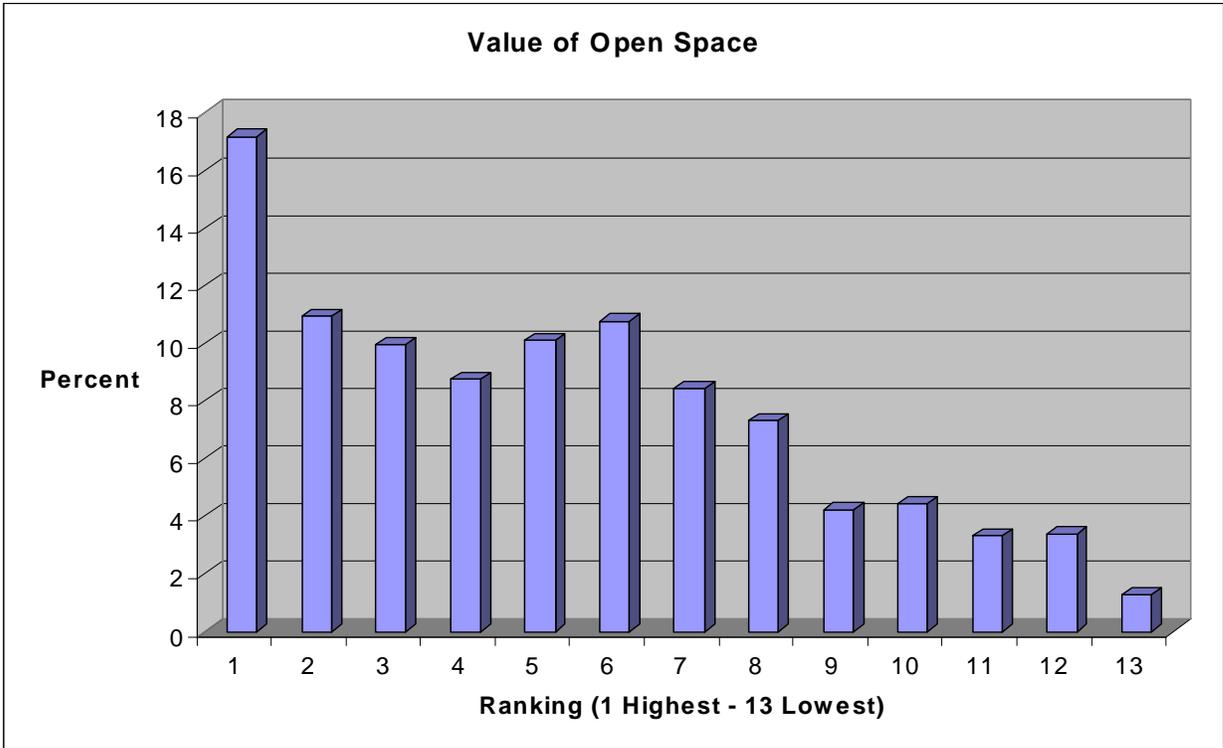
What do You Value Most about Living In Gunnison County?



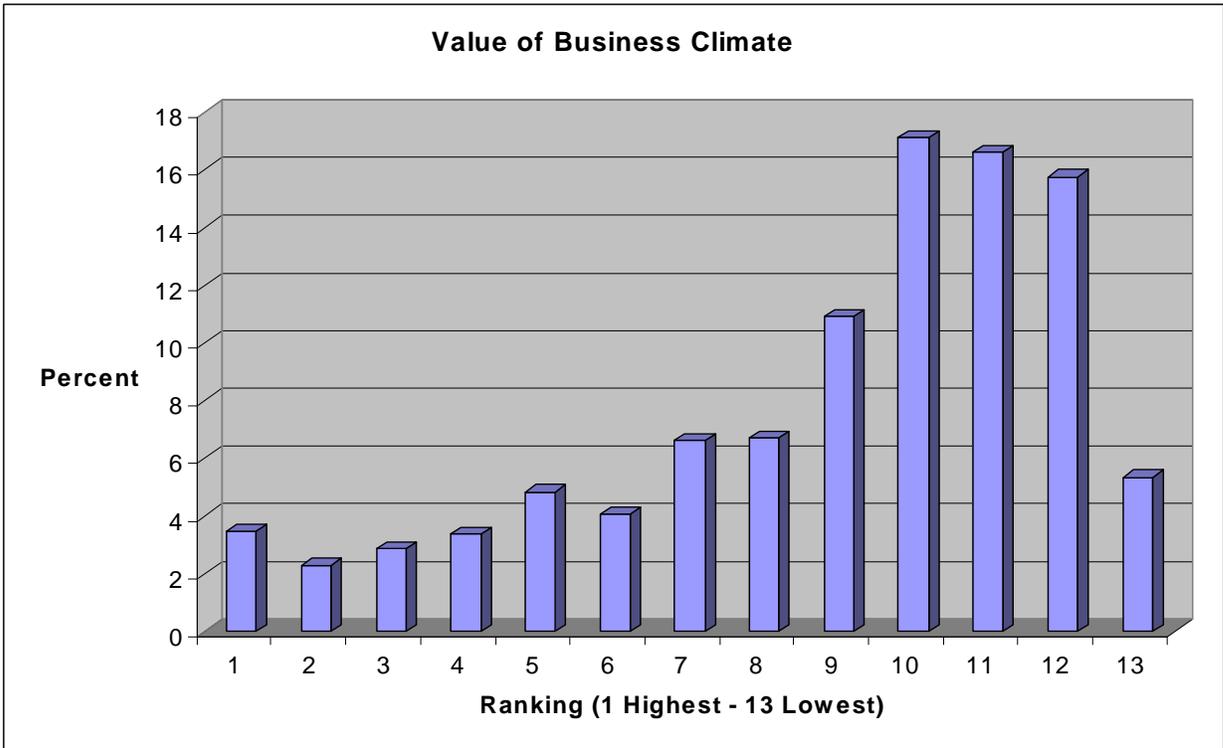


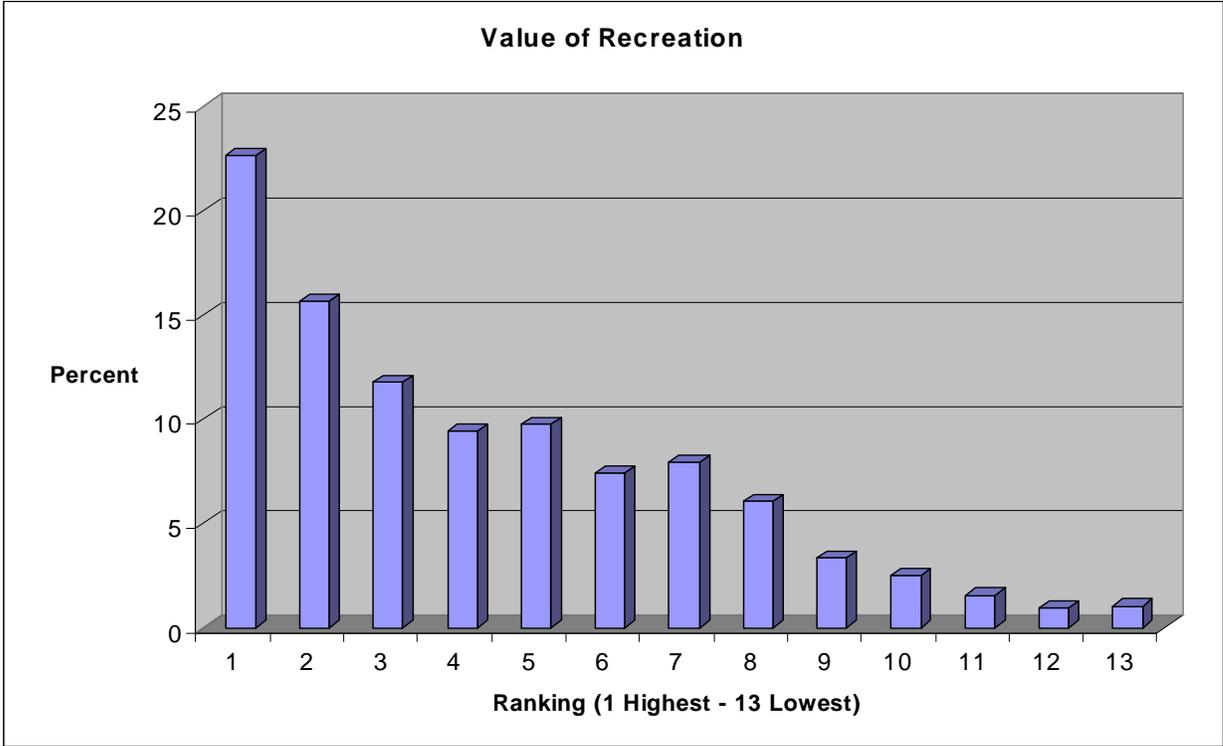
What do You Value Most about Living In Gunnison County?



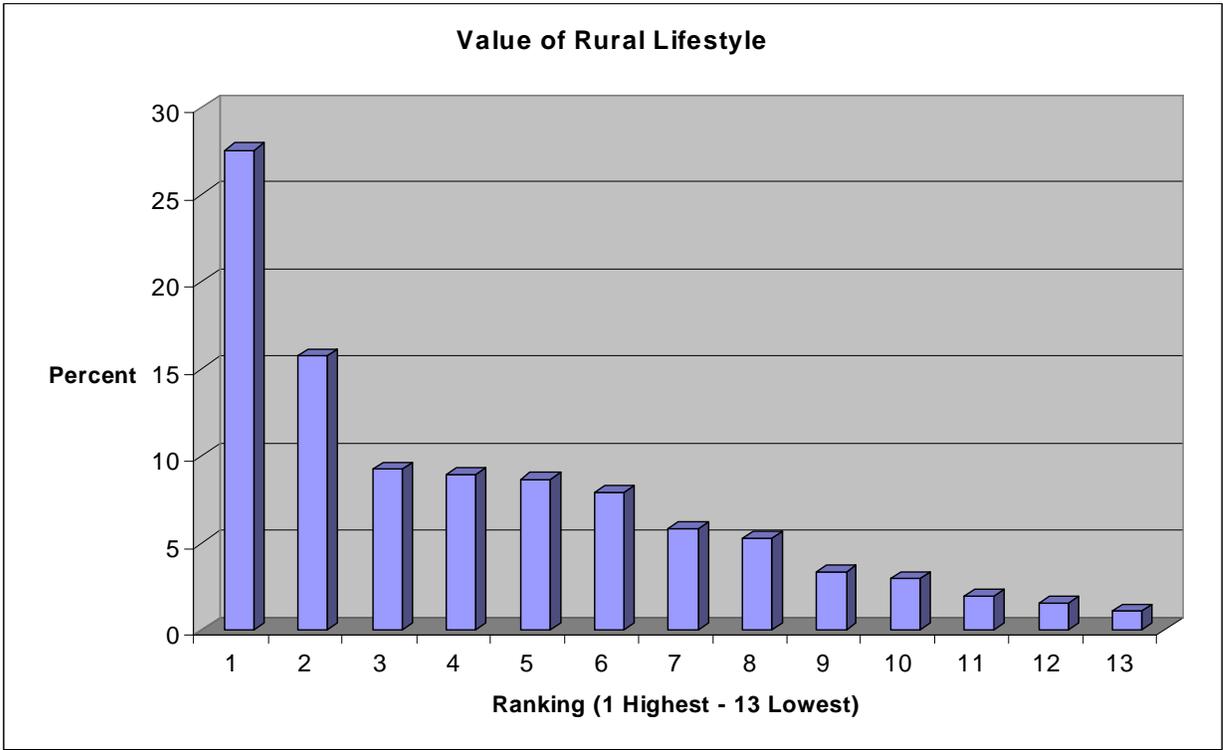


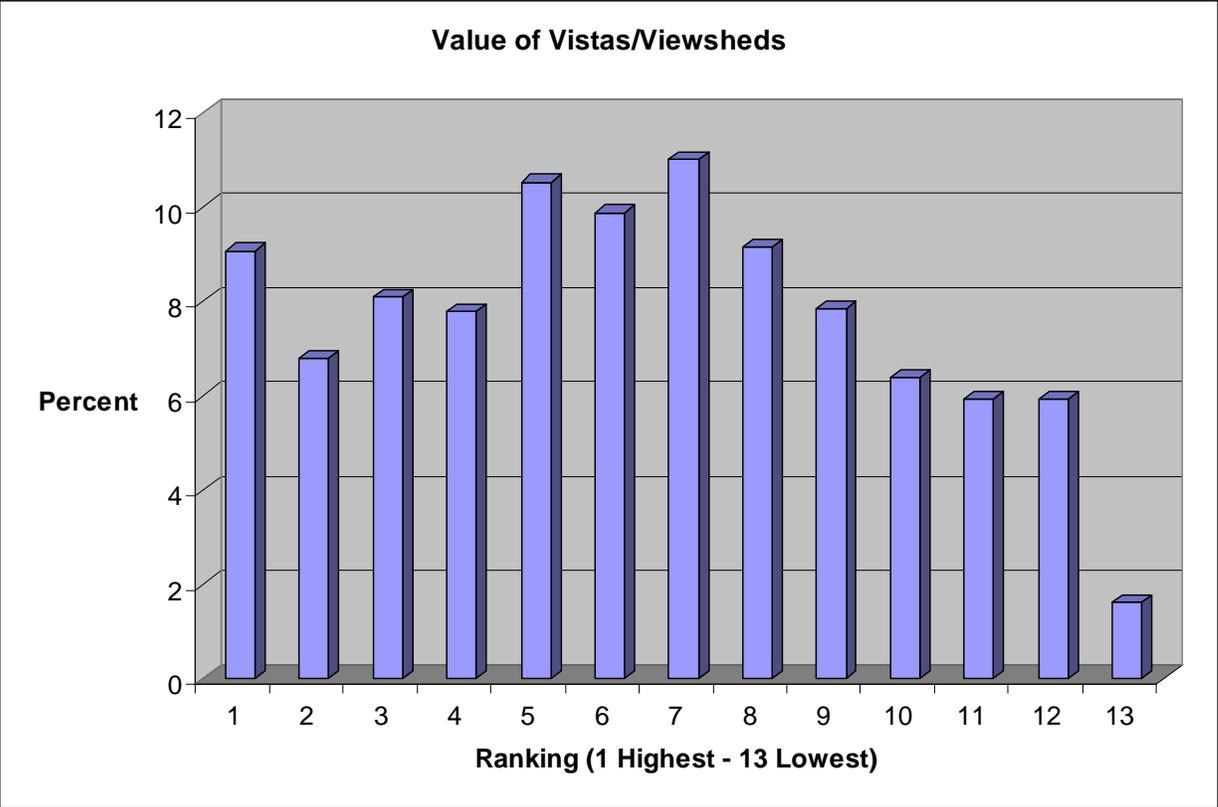
What do You Value Most about Living In Gunnison County?

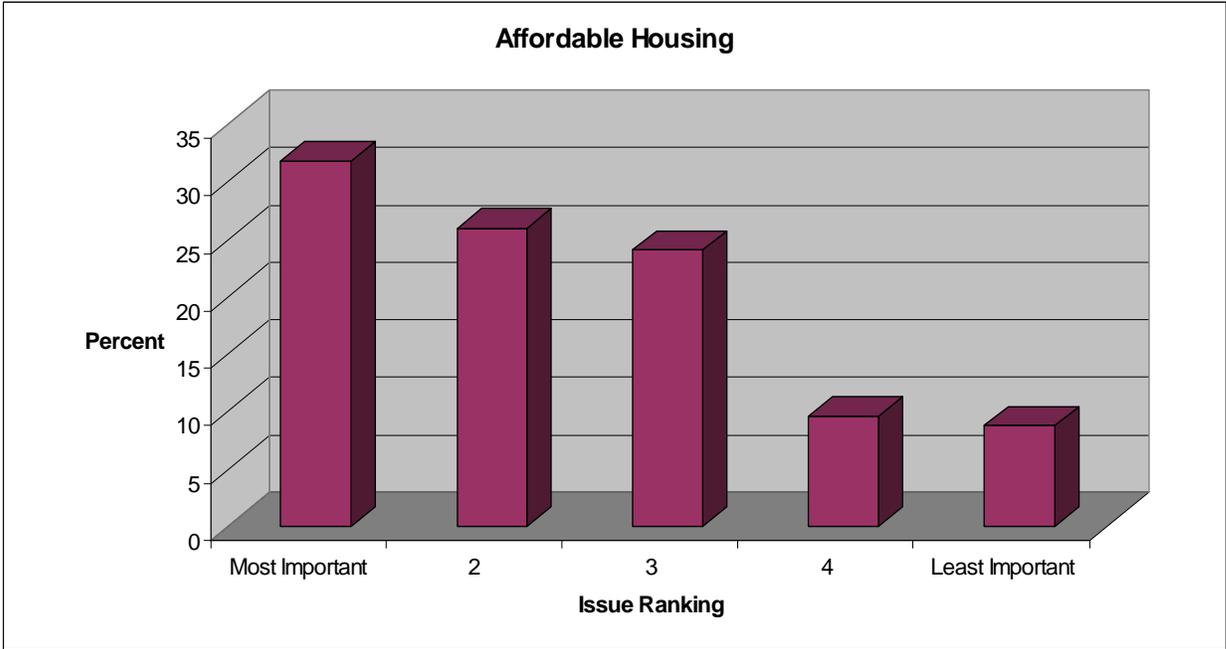




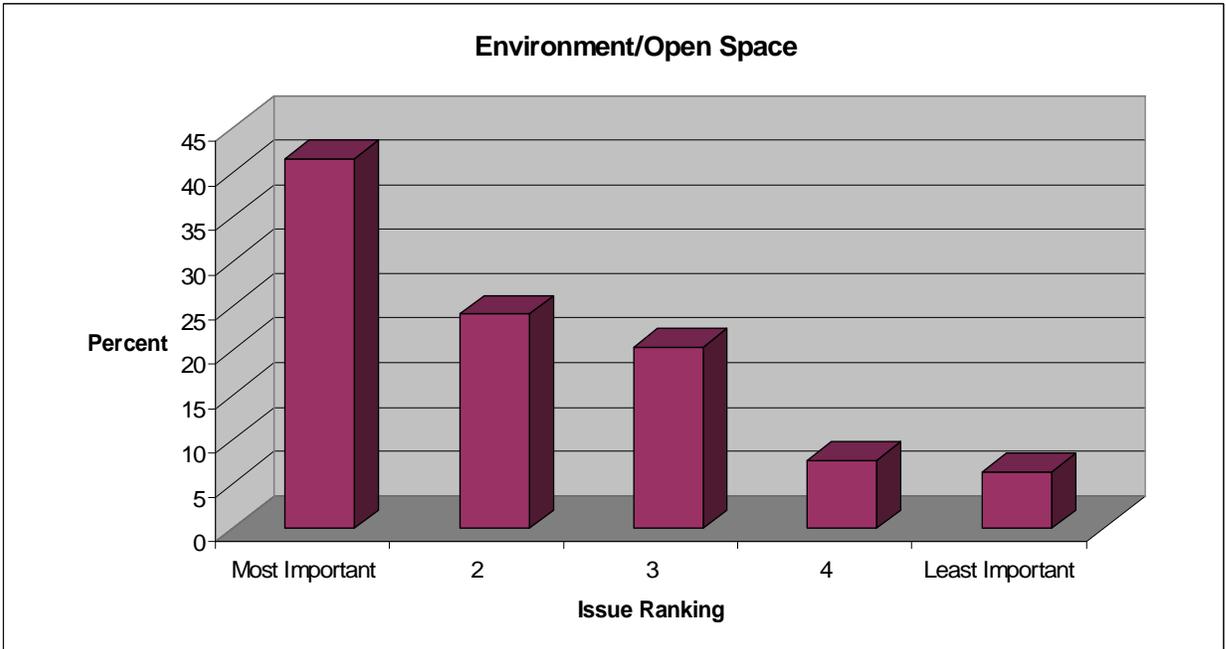
What do You Value Most about Living In Gunnison County?

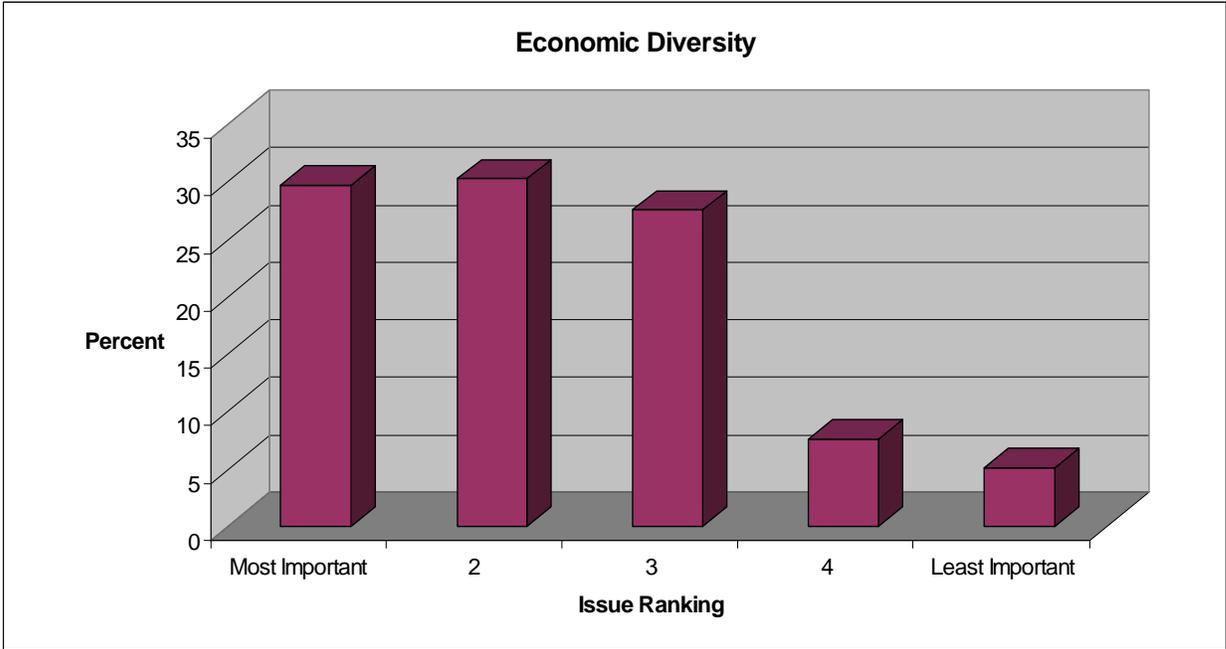




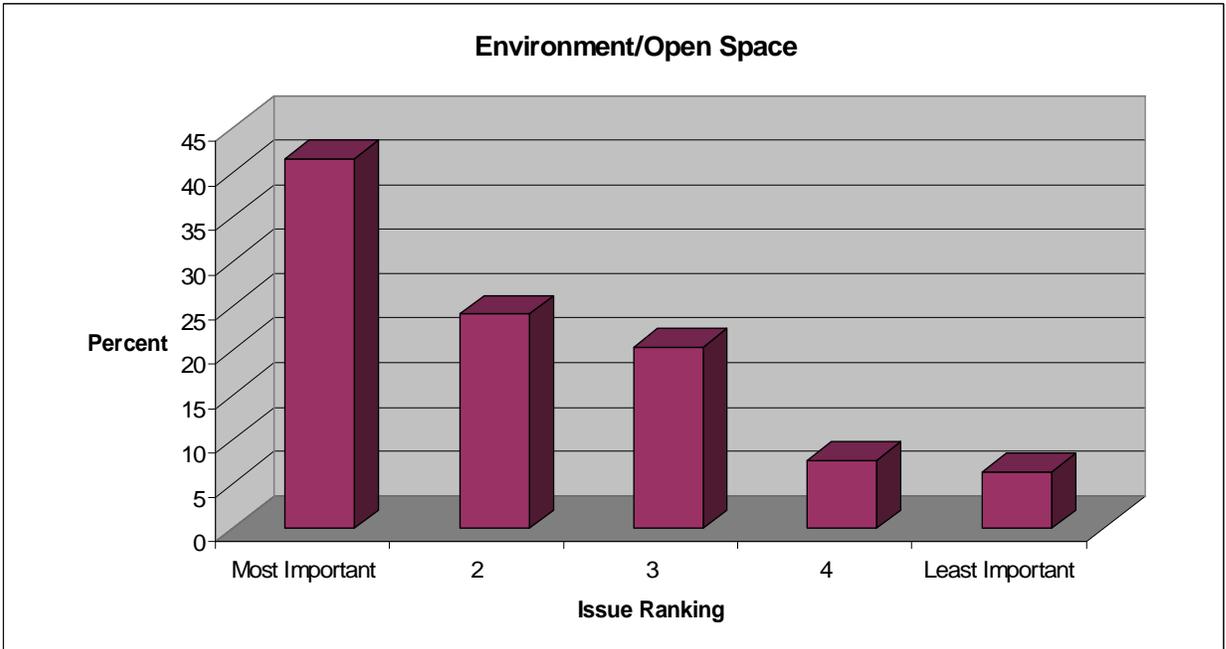


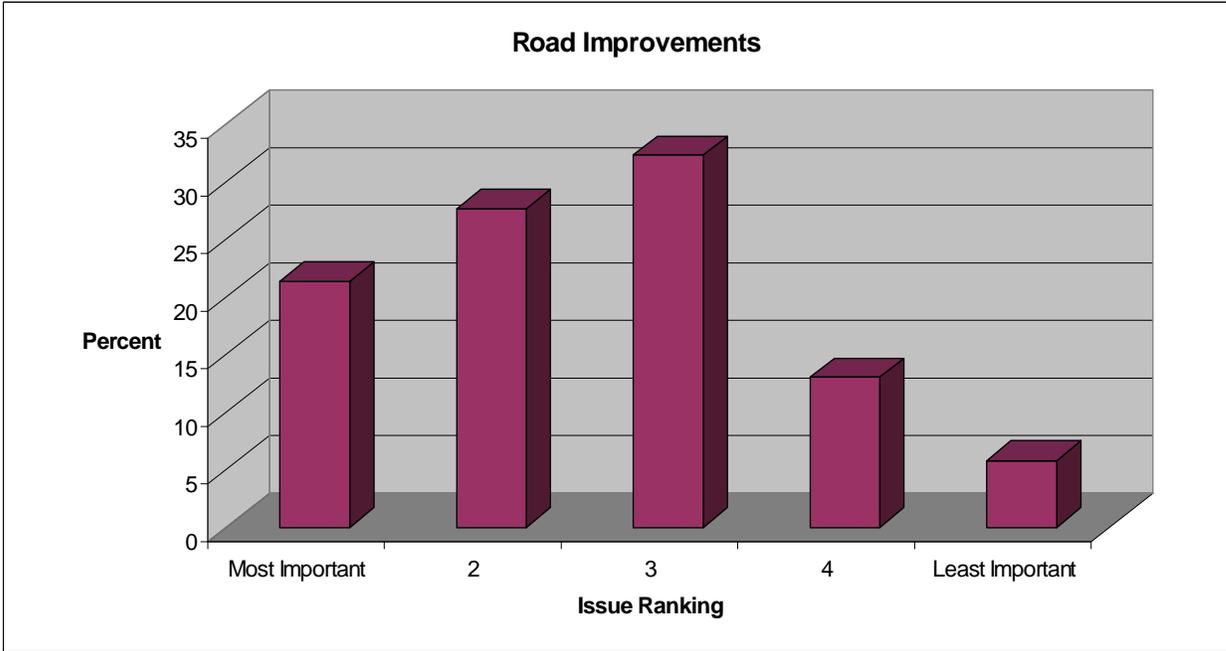
Rate the Importance of the Following Issues in Gunnison County over the Next Five Years.



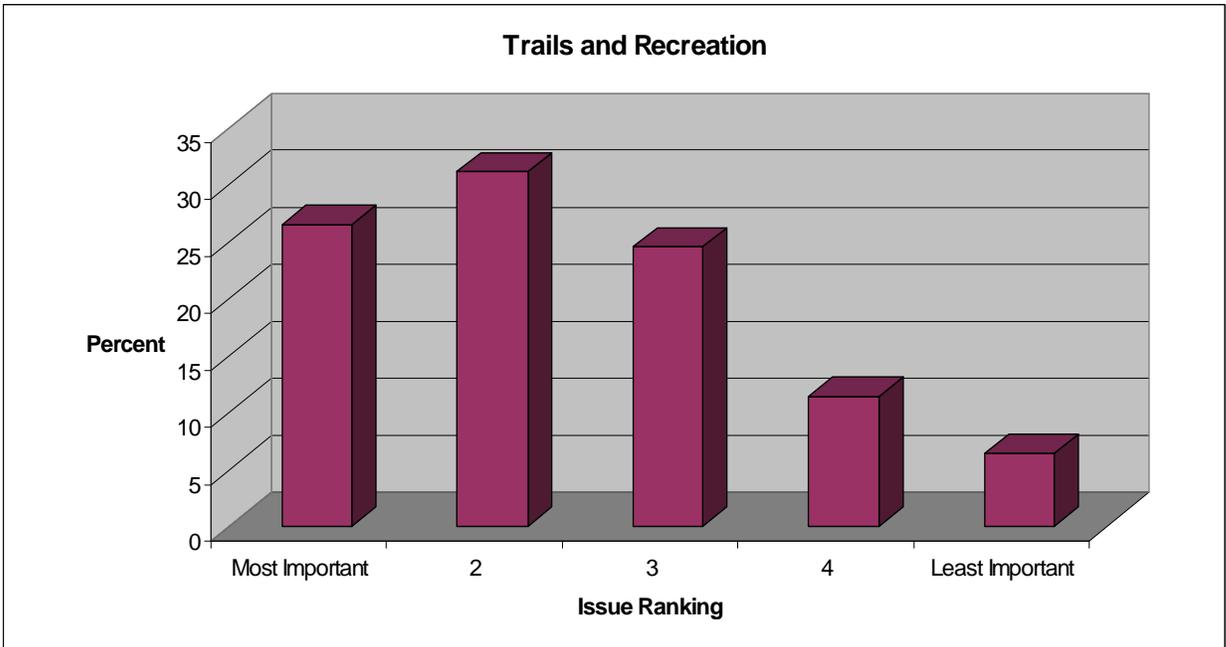


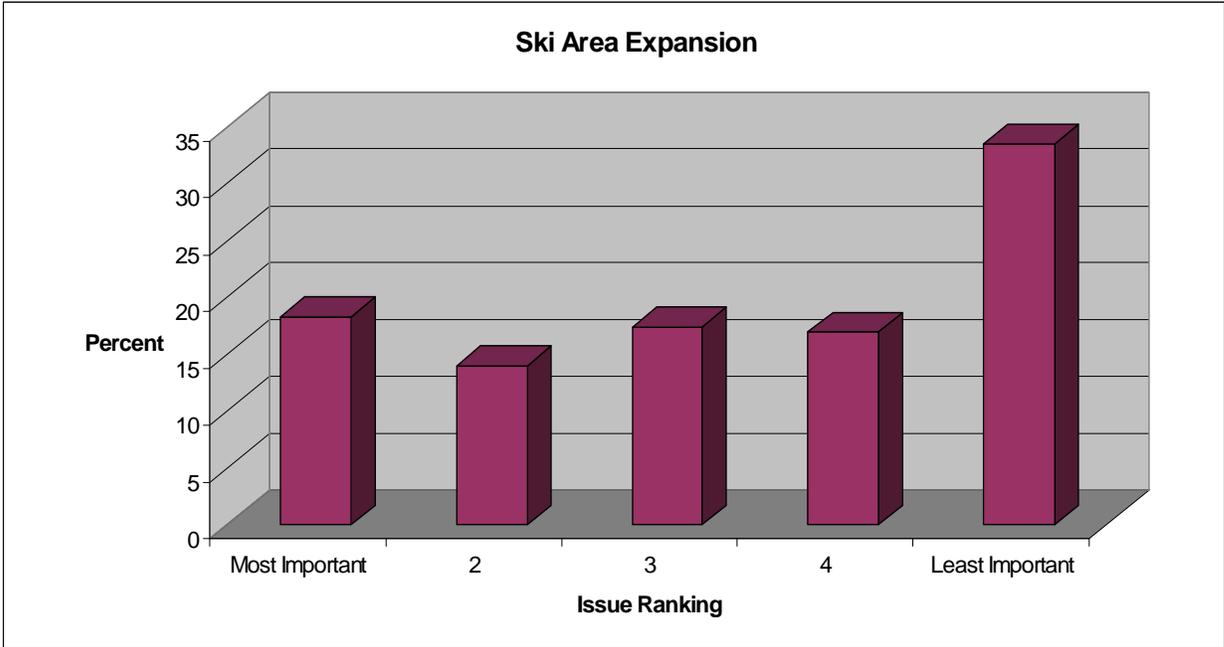
Rate the Importance of the Following Issues in Gunnison County over the Next Five Years.



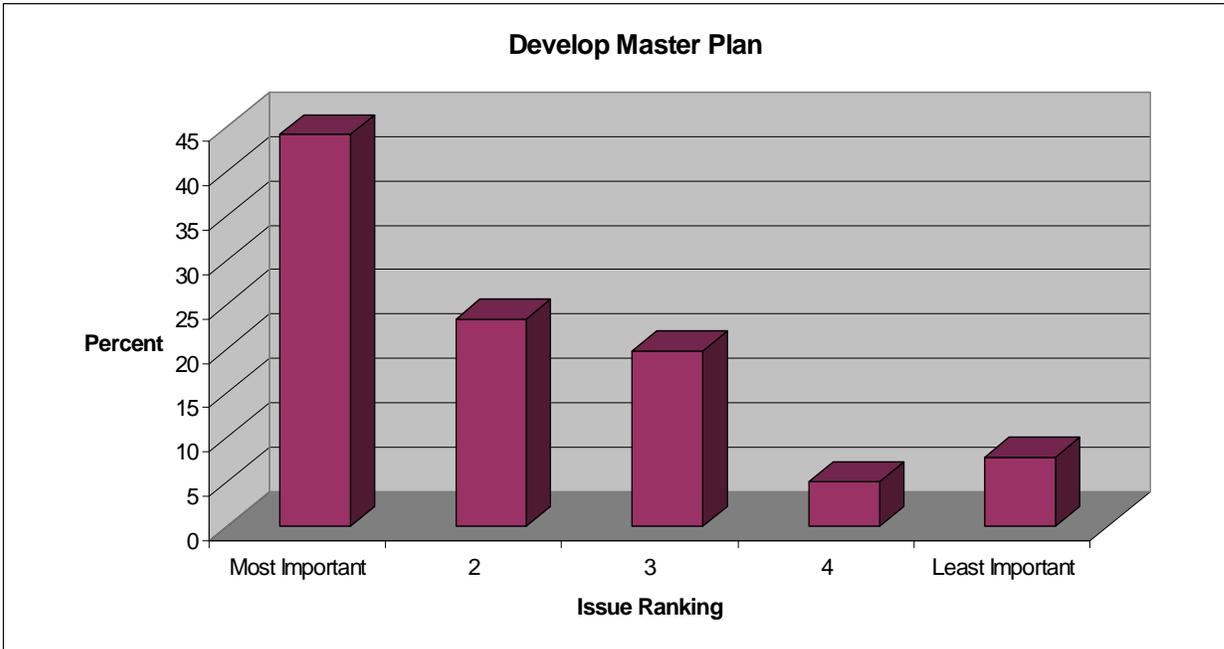


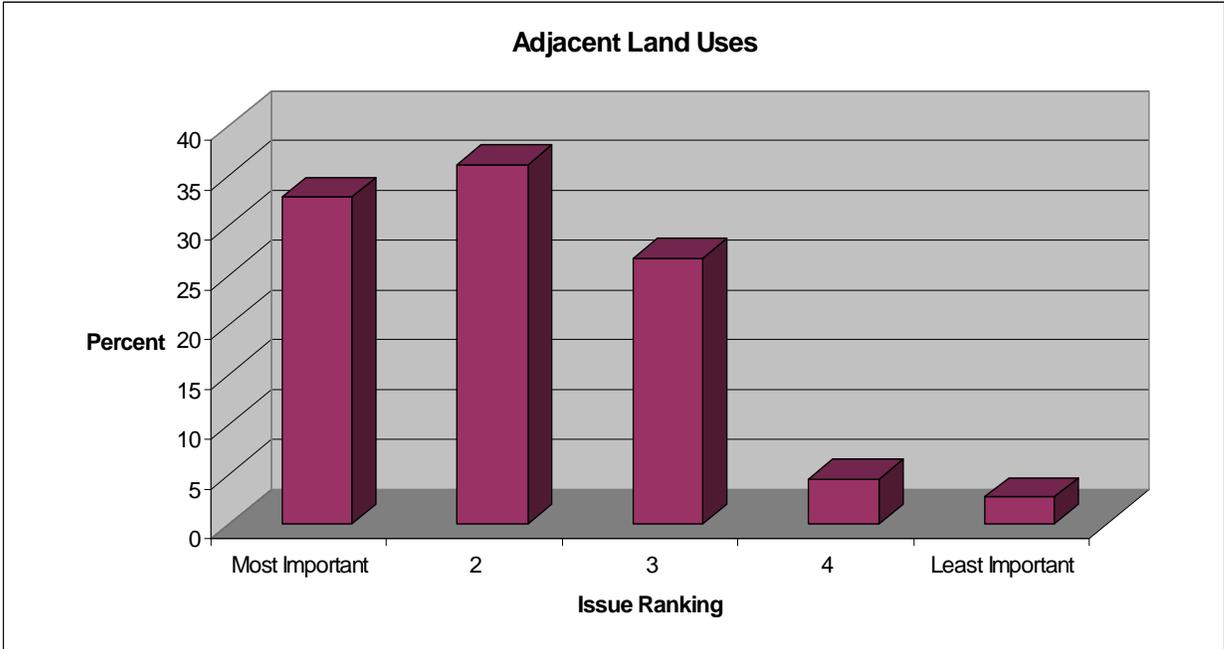
Rate the Importance of the Following Issues in Gunnison County over the Next Five Years.



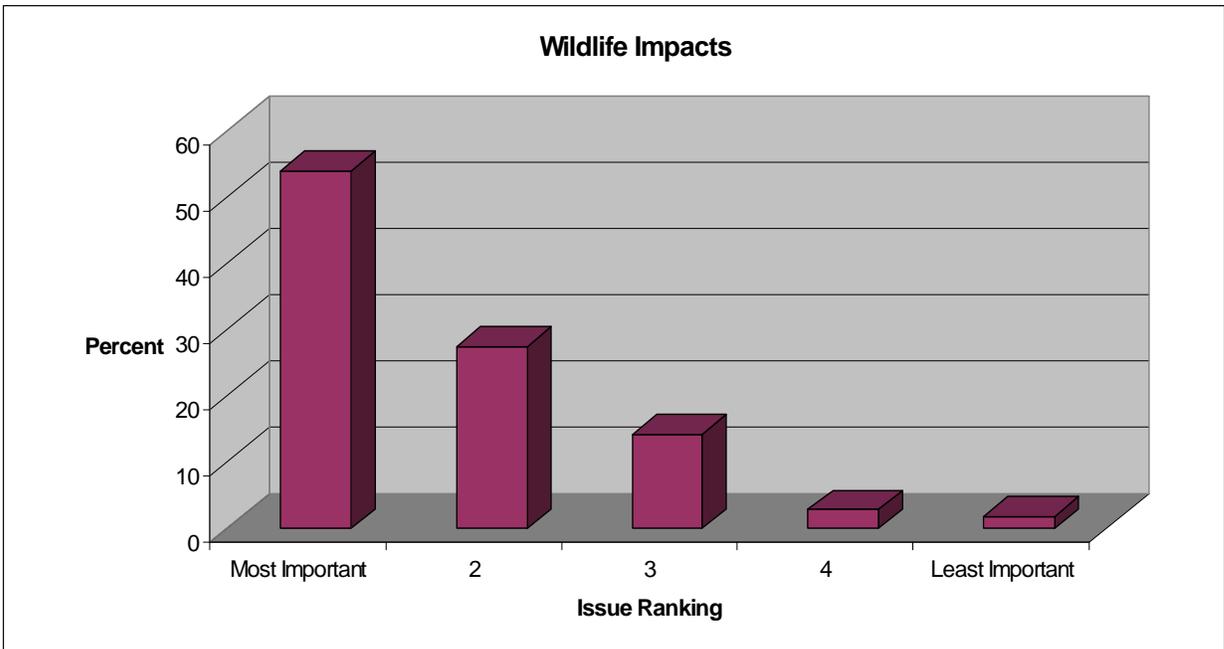


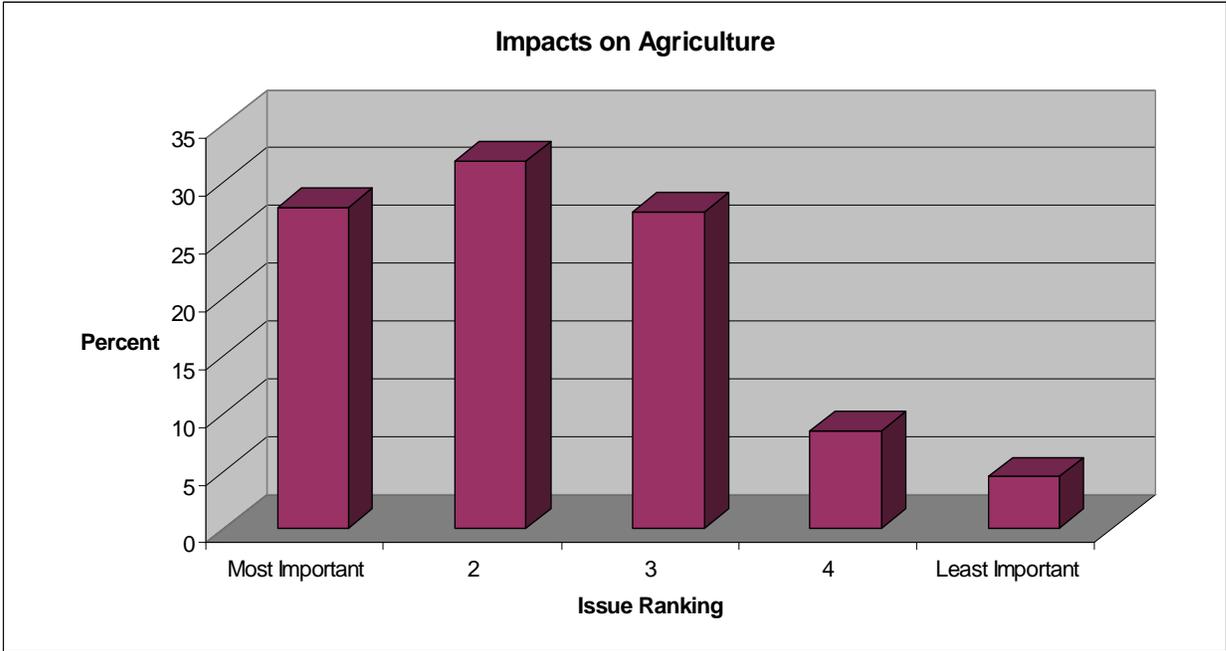
Rate the Importance of the Following Issues in Gunnison County over the Next Five Years.



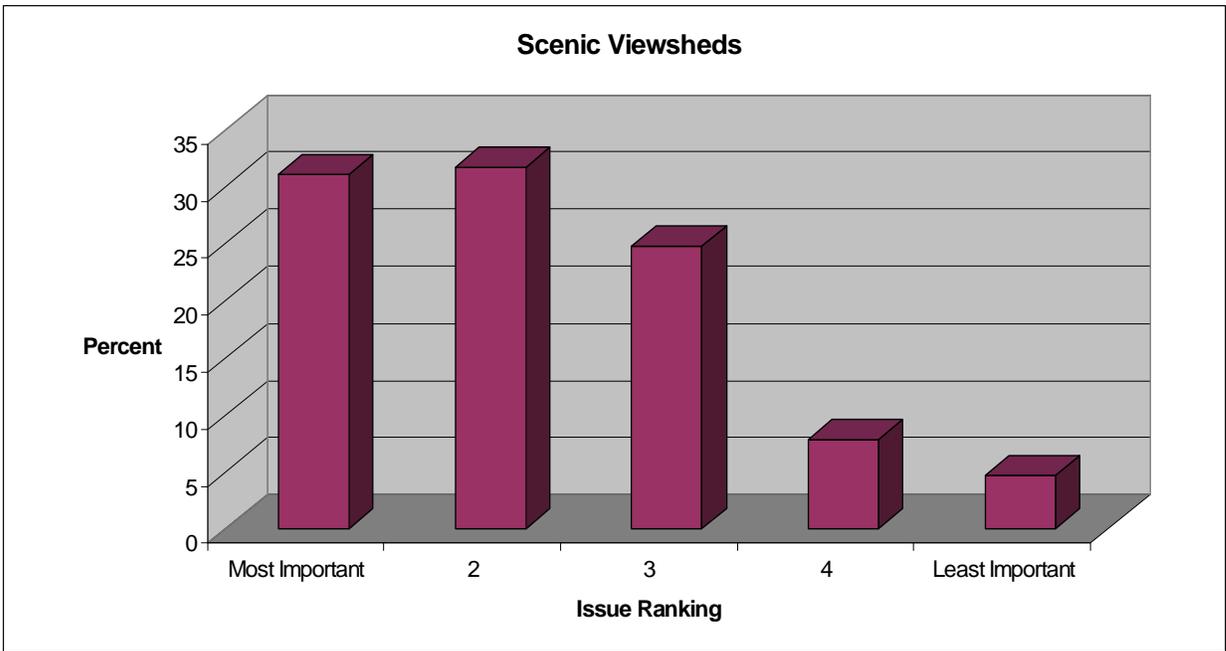


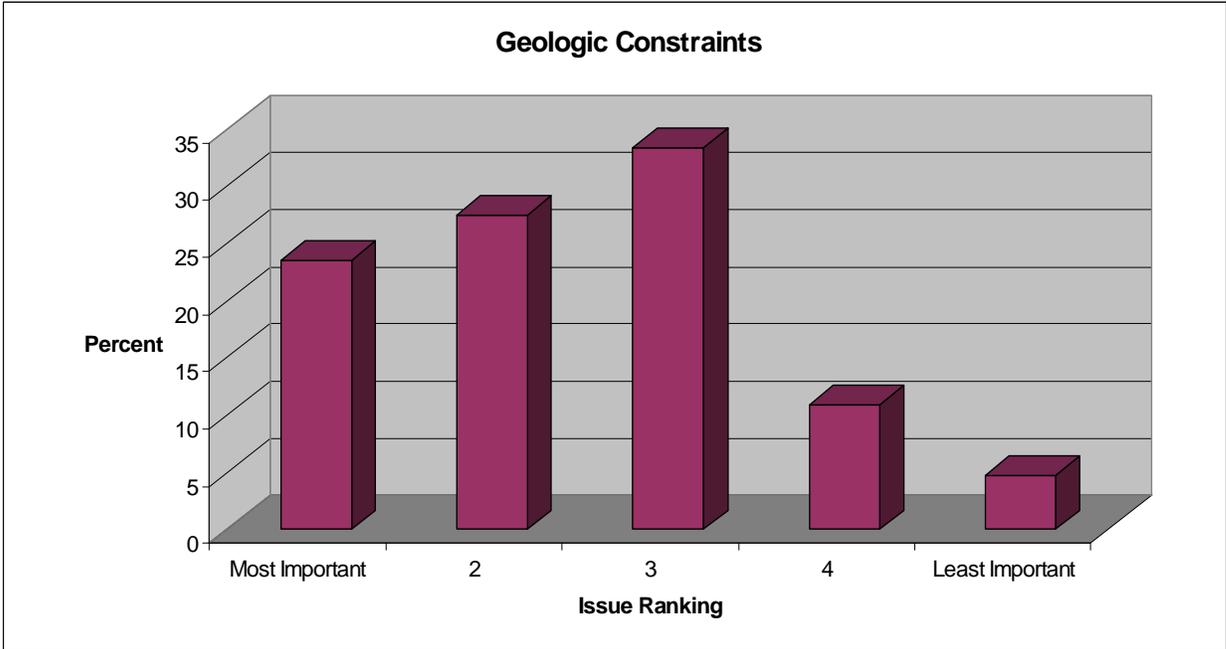
Rate the relative importance you would place on the following criteria in determining the location and densities of future land uses.



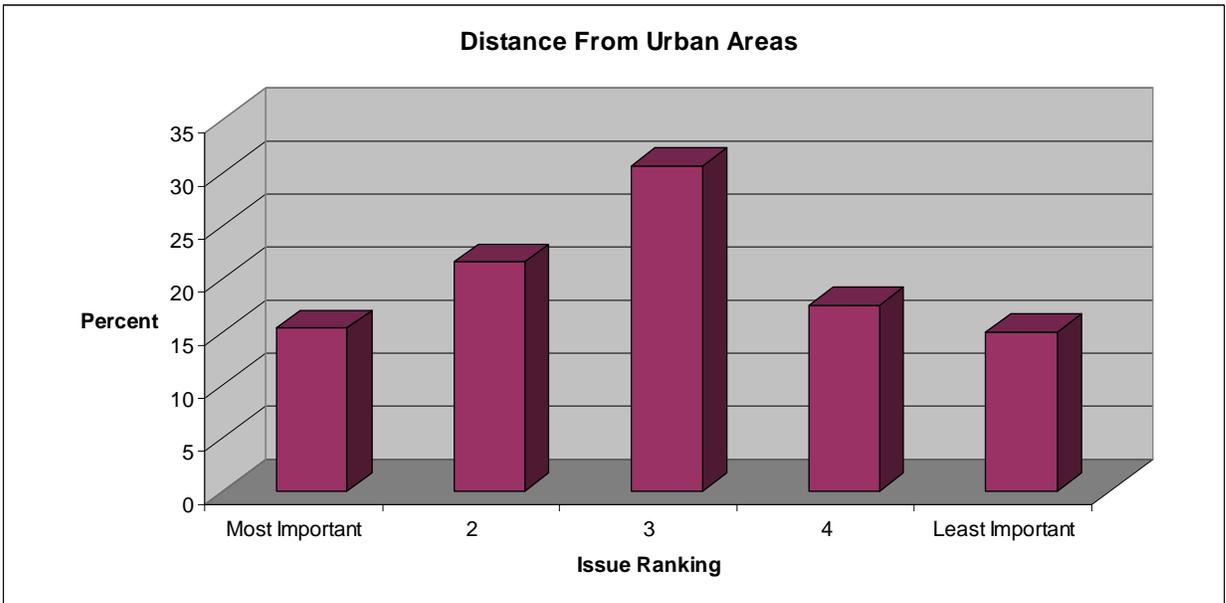


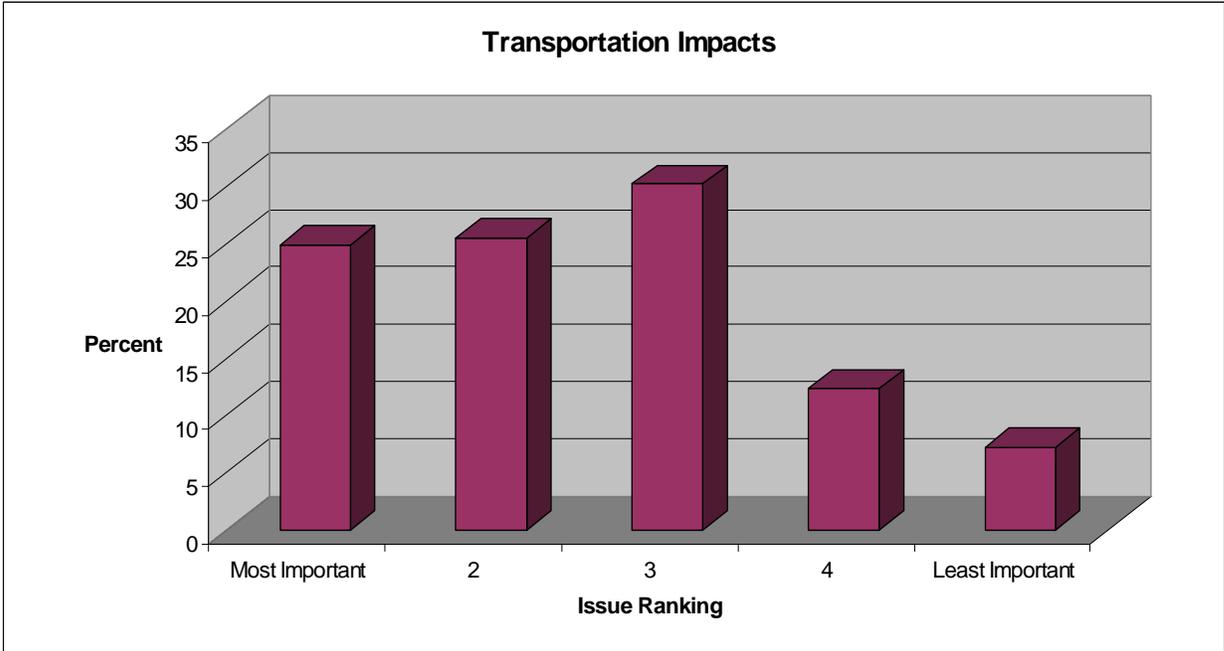
Rate the relative importance you would place on the following criteria in determining the location and densities of future land uses.



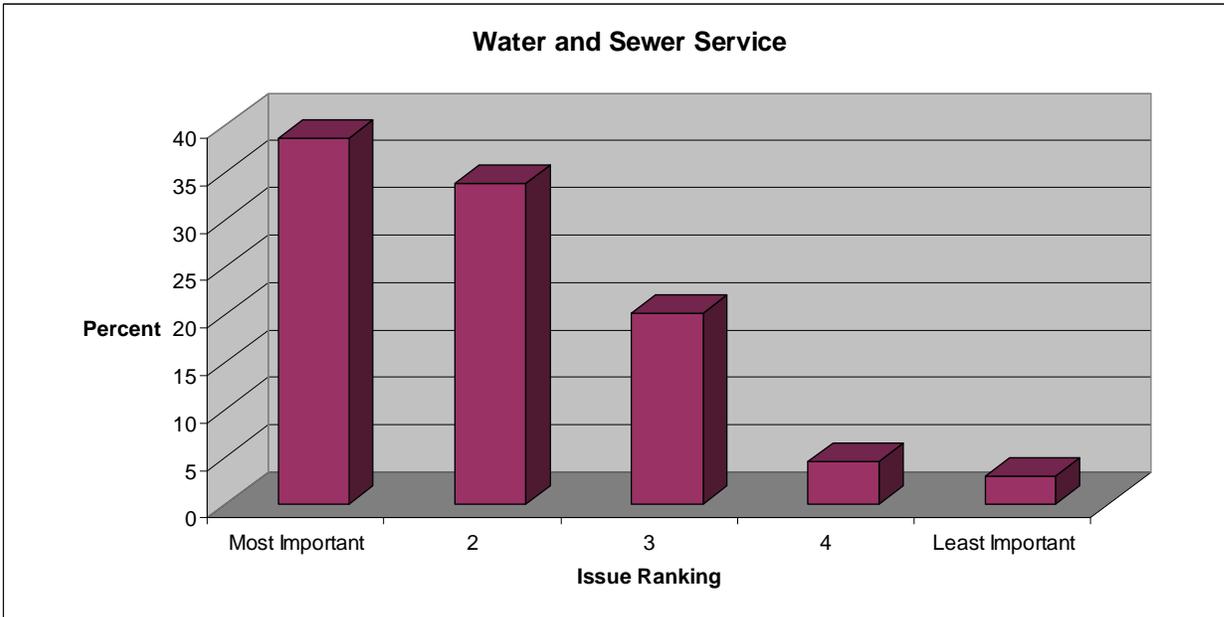


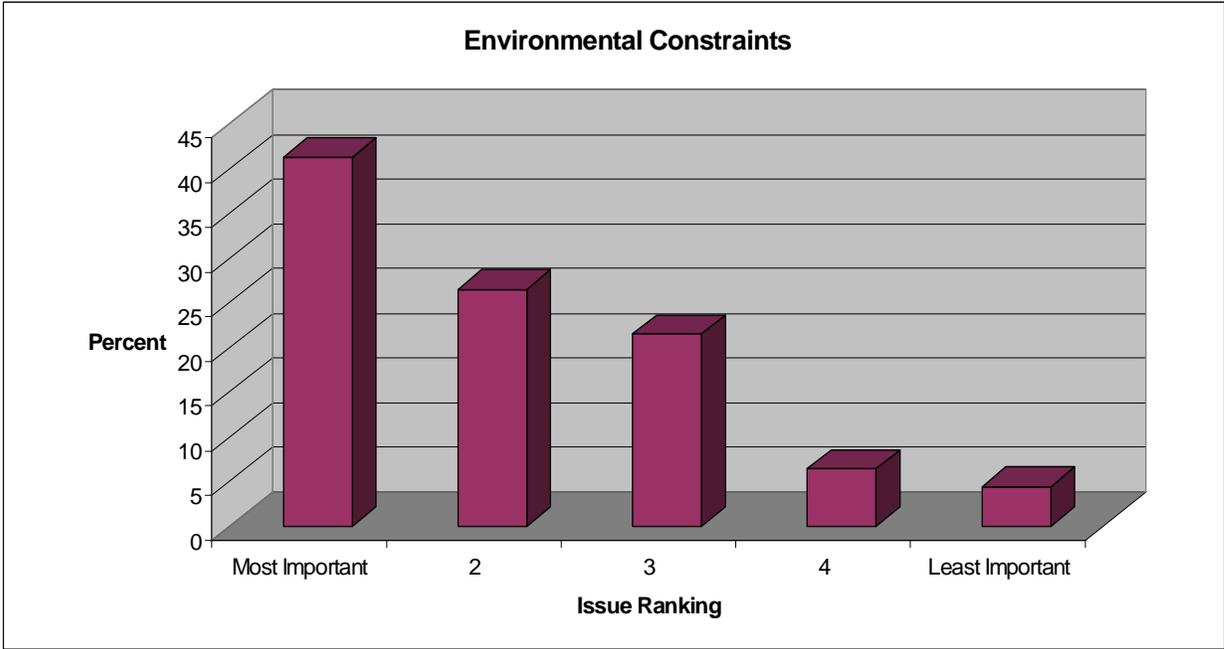
Rate the relative importance you would place on the following criteria in determining the location and densities of future land uses.





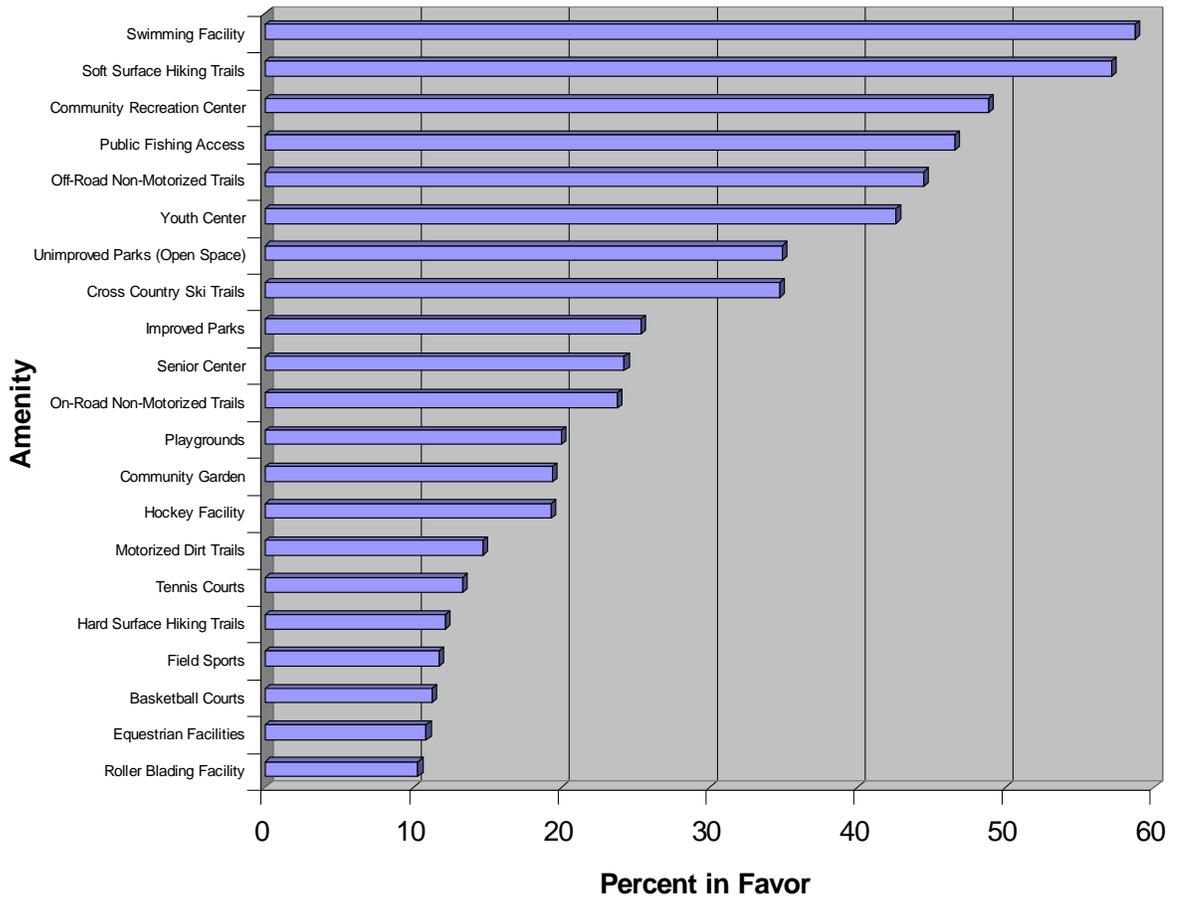
Rate the relative importance you would place on the following criteria in determining the location and densities of future land uses.



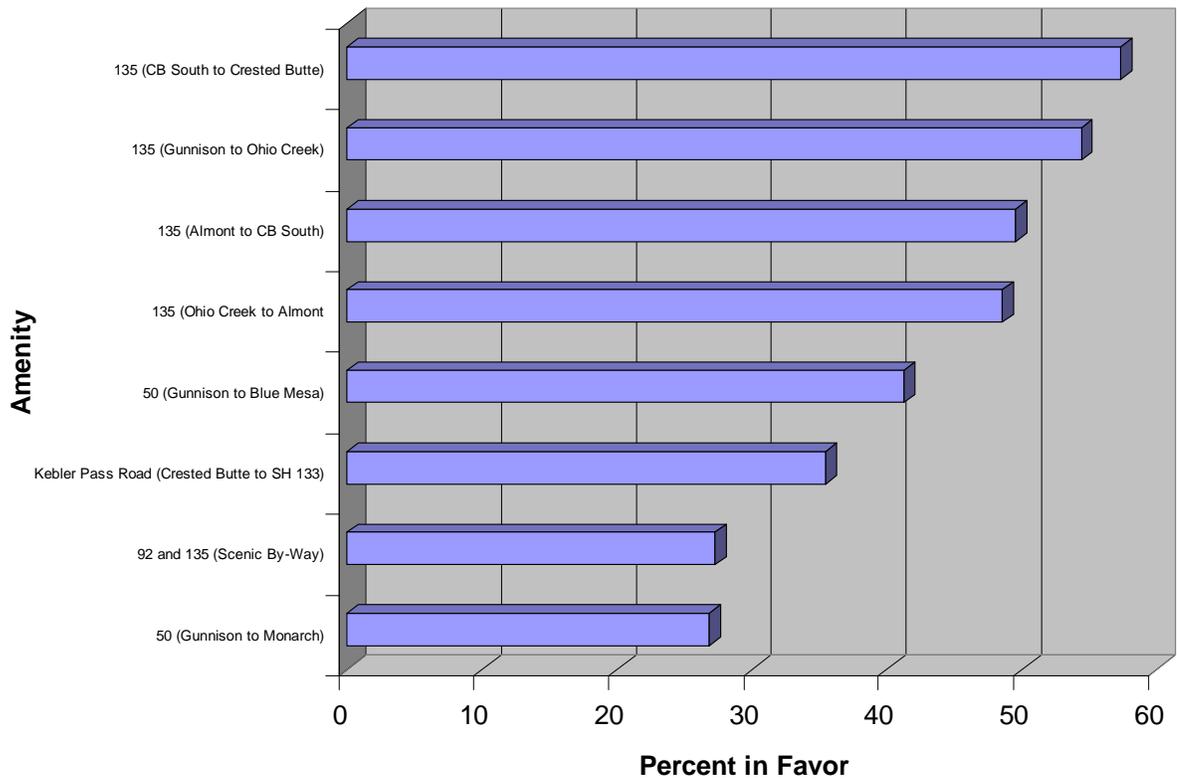


Rate the relative importance you would place on the following criteria in determining the location and densities of future land uses.

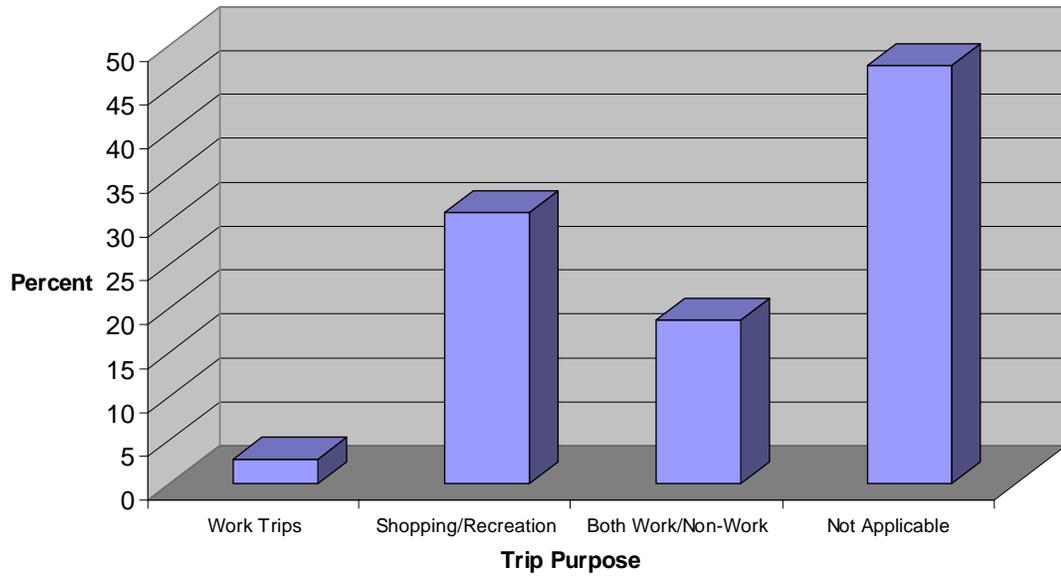
Please Identify Which of the Following Amenities You Feel The County Should Develop or Expand in The Future.



Would You Support the Acquisition of Additional Right-of-Way Along the Following Roadways for the Purpose of a Multi-Use, Non-Motorized Paths?



If Year-Around Bus Service Were Available Between Gunnison and Crested Butte, How Often Would You Use It?



**GUNNISON COUNTY
COMPREHENSIVE PLAN
Crested Butte/Gunnison Corridor**

**Appendix B
Economic and Demographic Profile**

Population, Employment, Earnings and Personal Income Trends

Gunnison County, CO

Dave Michaelson
Mapping and Planning Services
200 East Virginia
Gunnison, Colorado 81230
Tel (970) 641-7620
Fax (970) 641-3061

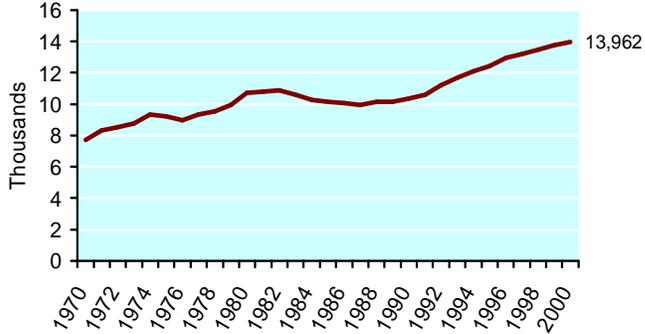
October 31, 2005

Table of Contents

<u>Summary Findings</u>	B-1
<u>Population Trends</u>	B-3
<u>Employment Trends</u>	B-5
<u>Personal Income</u>	B-9
<u>Trends in Earnings Per Job</u>	B-12
<u>Another Way to Look at Industry Groupings</u>	B-13
<u>Non-Labor Sources of Income</u>	B-15
<u>Agriculture</u>	B-17
<u>Commuting</u>	B-19
<u>Business Establishments by Size</u>	B-20
<u>Unemployment Trends</u>	B-21
<u>Data Sources</u>	B-22
<u>Methods</u>	B-23
<u>Glossary</u>	B-27
<u>Housing Profile 2000</u>	B-28

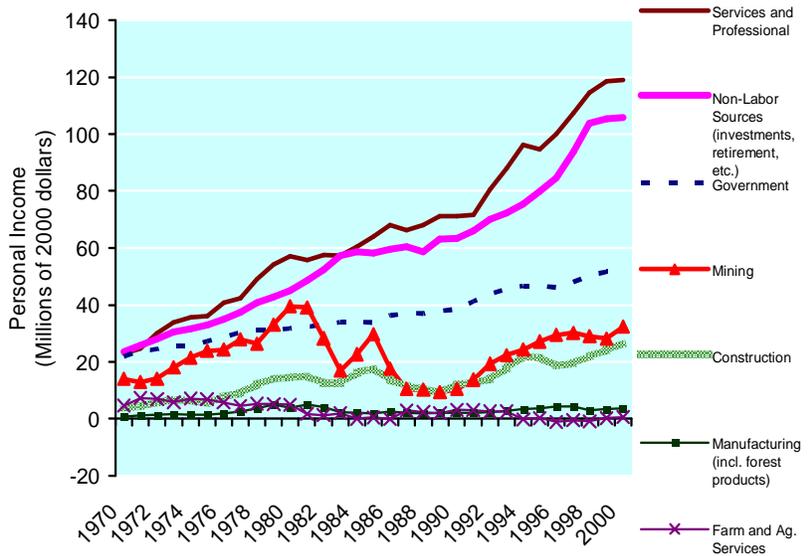
Population

- From 1970 to 2000 Gunnison County, CO grew by 6,257 people, a 81% increase in population.



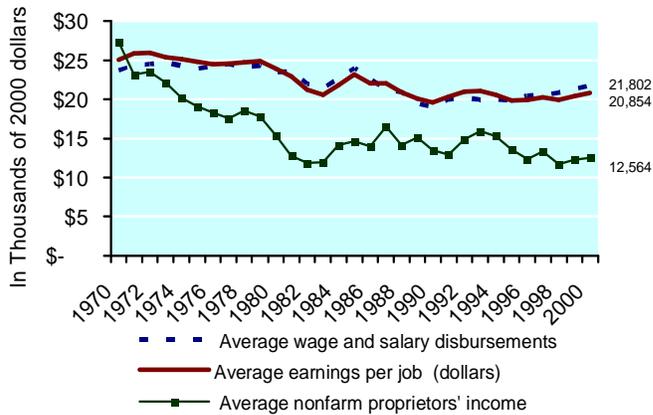
Income Growth or Decline by Major Category

- From 1970 to 2000 the fastest growing component of personal income, in real terms, was from Services and Professional.
- The second fastest component was Non-Labor Sources.



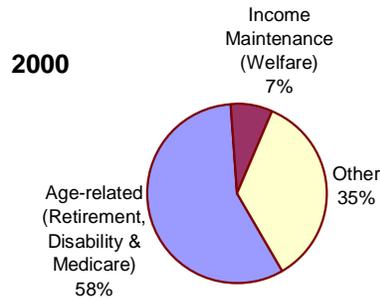
Average Earnings

- Average earnings per job, in real terms, dropped from \$25,027 in 1970 to \$20,854 in 2000.



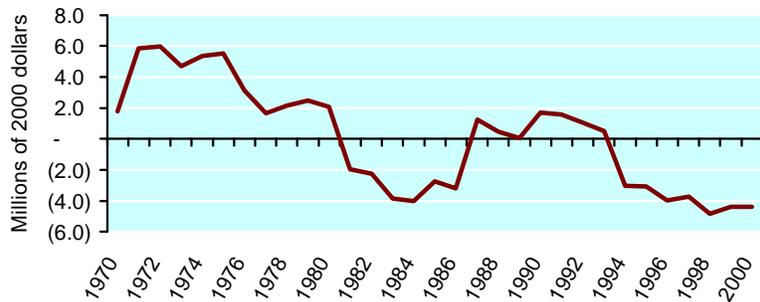
Components of Transfer Payments

- In 2000, 57% of Transfer Payments were from age-related sources (retirement, disability, insurance payments, and Medicare). 7% was from welfare.



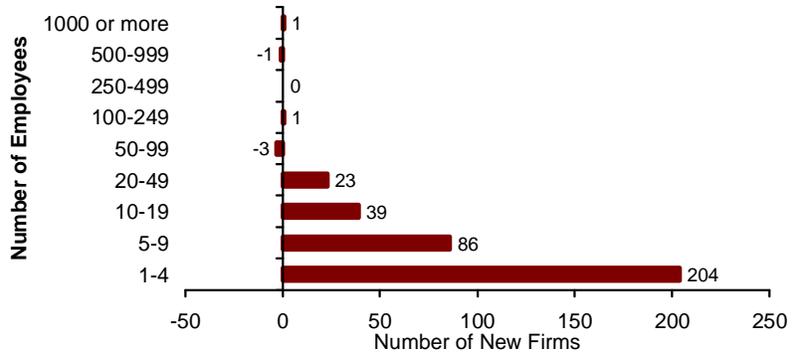
Net Farm Income

- Net income from farming and ranching dropped from \$2 million in 1970 to -\$4 million in 2000.



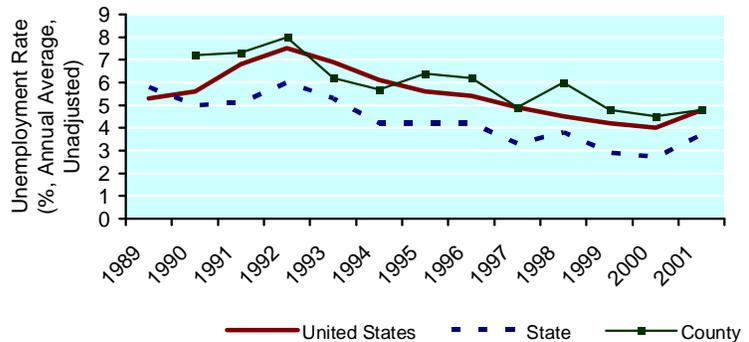
New Firms by Employment Size 1990 to 2000

- From 1990 to 2000 the majority of new businesses established in Gunnison County, CO were small, with fewer than 20 employees.



Annual Average Unemployment Rate Comparing County to State

- In 2001, the unemployment rate in Gunnison County, CO was 4.8%, compared to 3.7% for the state and 4.8% for the nation.



Age Breakout in 2000

- The median age in Gunnison County, CO is 30.4 years old, compared to 34.3 in the state and 35.3 in the nation.
- In 2000, the baby boom was aged 40 - 55.



Trends

- Retirement age category has been stable.

Population by Category, 1990 & 2000

	1990	% of Total	2000	% of Total	% Chg 1990 - 2000	% Chg per Year
Population	10,273		13,956		36%	3.6%
Male	5,442	53%	7,563	54%	39%	3.9%
Female	4,831	47%	6,393	46%	32%	3.2%
Under 20 years	2,998	29%	3,308	24%	10%	1.0%
65 years and over	657	6%	965	7%	47%	4.7%
Median Age			30.4			

Race Breakout

- Race is broken out two ways. The Hispanic breakout is separate because Hispanics can be of any race.

Population by Race in 2000

	County	% of Total	State	% of Total
White	13,269	95.1%	3,560,005	82.8%
Black or African American	68	0.5%	165,063	3.8%
American Indian & Alaska Native	98	0.7%	44,241	1.0%
Asian	75	0.5%	95,213	2.2%
Native Hawaiian & Other Pacific Islander	5	0.0%	4,621	0.1%
Some other race	201	1.4%	309,931	7.2%
Two or more races	240	1.7%	122,187	2.8%
Hispanic or Latino (of any race)	700	5.0%	735,601	17.1%
Not Hispanic or Latino	13,256	95.0%	3,565,660	82.9%

Household Type

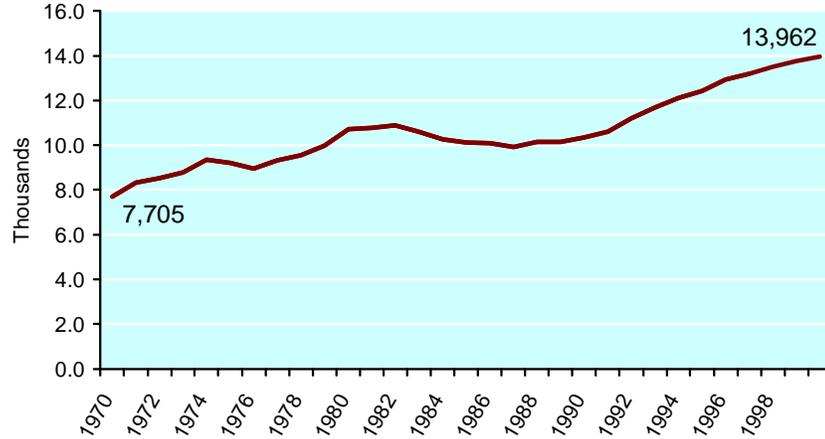
- Gunnison County, CO has lower owner occupancy rate than the state.

Population by Household Type in 2000

	County	% of Total	State	% of Total
Total Housing Units	9,135		1,808,037	
Occupied Housing Units	5,649	61.8%	1,658,238	91.7%
Vacant Housing Units	3,486	38.2%	149,799	8.3%
For Seasonal, Recreational, or Occ. Use	3,125	34.2%	72,263	4.0%
Homeowner Vacancy Rate (%)	2.4%		1.4%	
Rental Vacancy Rate (%)	5.5%		5.5%	
	County	% of Occ.	State	% of Occ.
Housing Tenure				
Occupied Housing Units	5,649		1,658,238	
Owner-occupied Housing Units	3,296	58.3%	1,116,137	67.3%
Renter-occupied Housing Units	2,353	41.7%	542,101	32.7%
Avg Household Size - Owner Occupied	2.4		2.6	
Avg Household Size - Renter Occupied	2.2		2.3	

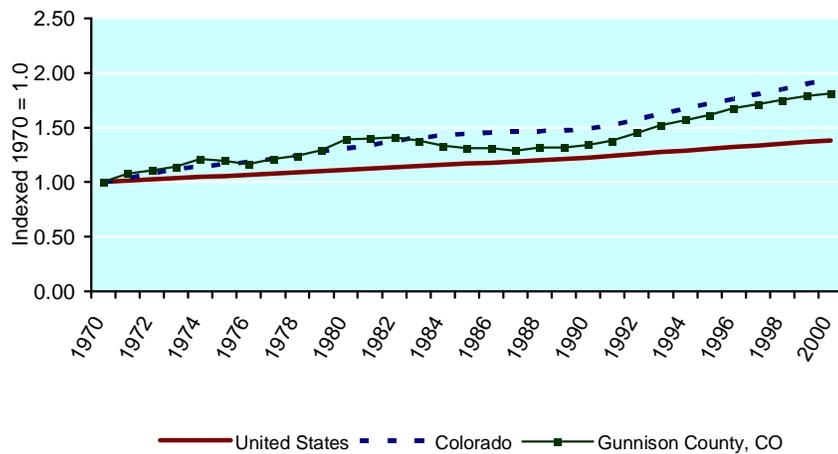
Population

- From 1970 to 2000 Gunnison County, CO grew by 6,257 people, a 81% increase in population.

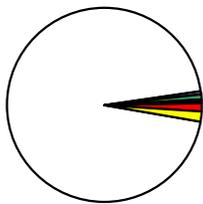


Compared to State and the Nation

- Since 1970, the population in Gunnison County, CO has grown slower than the state and faster than the nation.

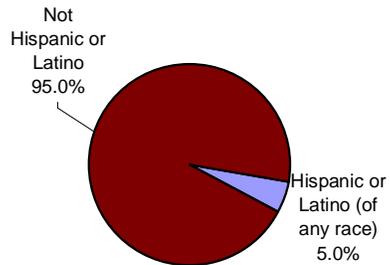


2000 Race Breakout



- White
- Black or African American
- American Indian & Alaska Native
- Asian
- Native Hawaiian & Other Pacific Islander
- Some other race
- Two or more races

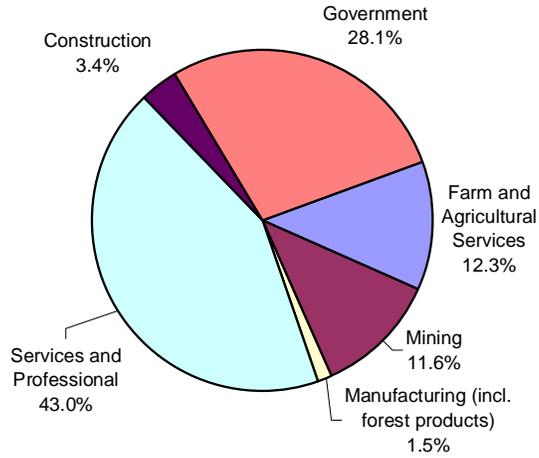
2000 Hispanic Breakout



**Job Growth
(See next page)**

- From 1970 to 2000, 8,533 new jobs were created.
- Services and Professional accounted for 5,829 new jobs.
- Construction accounted for 1,222 new jobs.

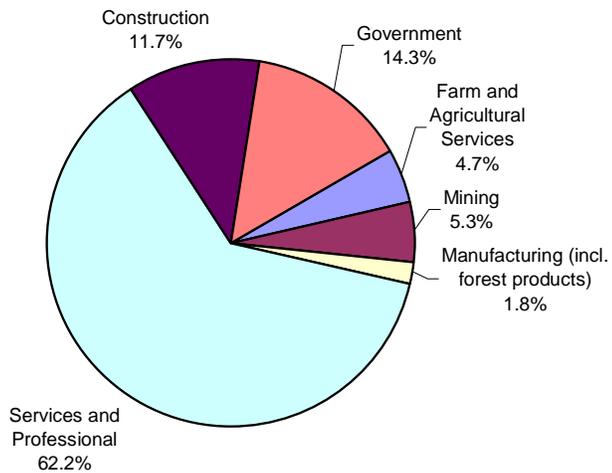
1970

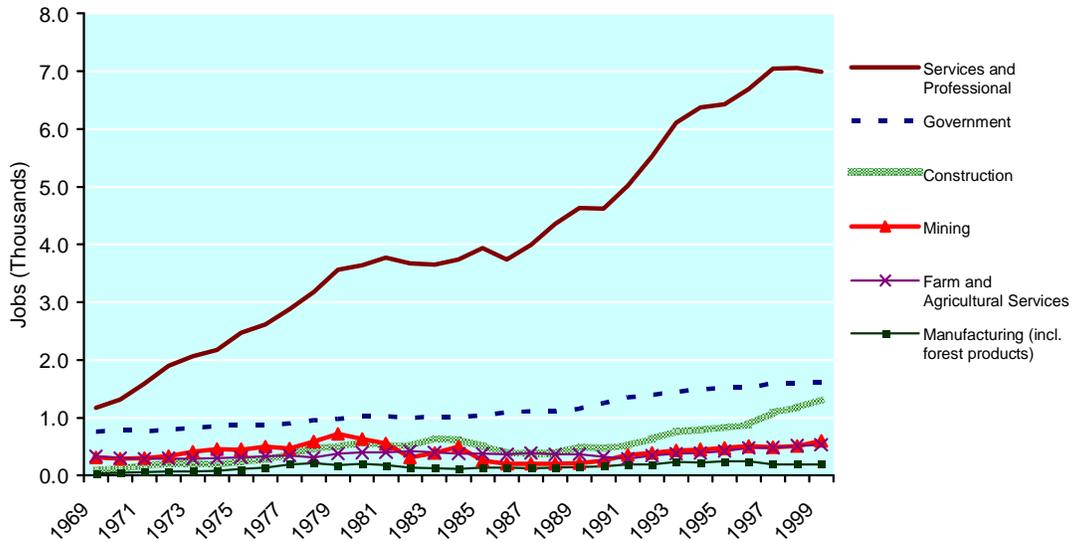


Jobs 1970 & 2000

- In 1970, the largest employment sectors were Services and Professional (43%) and Government (28%).
- In 2000 the largest employment sectors were Services and Professional (62%) and Government (14%).

2000





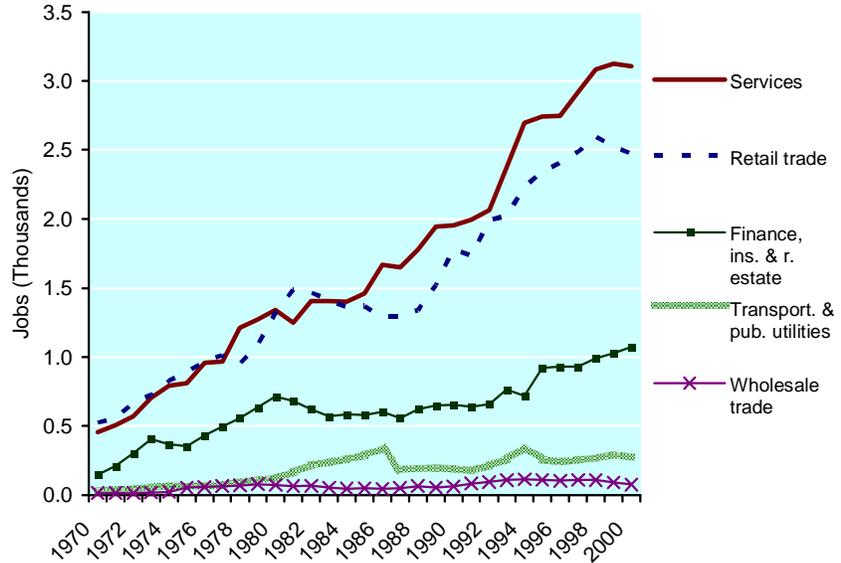
Employment by Industry Changes from 1970 to 2000						
	1970	% of Total	2000	% of Total	New Employment	% of New Employment
Total Employment	2,711		11,244		8,533	
Wage and Salary Employment	2,058	75.9%	8,344	74.2%	6,286	73.7%
Proprietors' Employment	653	24.1%	2,900	25.8%	2,247	26.3%
Farm and Agricultural Services	333	12.3%	531	4.7%	198	2.3%
Farm	307	11.3%	333	3.0%	26	0.3%
Ag. Services	26	1.0%	198	1.8%	172	2.0%
Mining	315	11.6%	600	5.3%	285	3.3%
Manufacturing (incl. forest products)	40	1.5%	197	1.8%	157	1.8%
Services and Professional	1,167	43.0%	6,996	62.2%	5,829	68.3%
Transportation & Public Utilities	29	1.1%	274	2.4%	245	2.9%
Wholesale Trade	13	0.5%	74	0.7%	61	0.7%
Retail Trade	523	19.3%	2,470	22.0%	1,947	22.8%
Finance, Insurance & Real Estate	145	5.3%	1,071	9.5%	926	10.9%
Services (Health, Legal, Business, Others)	457	16.9%	3,107	27.6%	2,650	31.1%
Construction	93	3.4%	1,315	11.7%	1,222	14.3%
Government	763	28.1%	1,605	14.3%	842	9.9%

Agricultural Services include soil preparation services, crop services, etc. It also includes forestry services, such as reforestation services, and fishing, hunting, and trapping. **Manufacturing** includes paper, lumber and wood products manufacturing.

Services & Professional

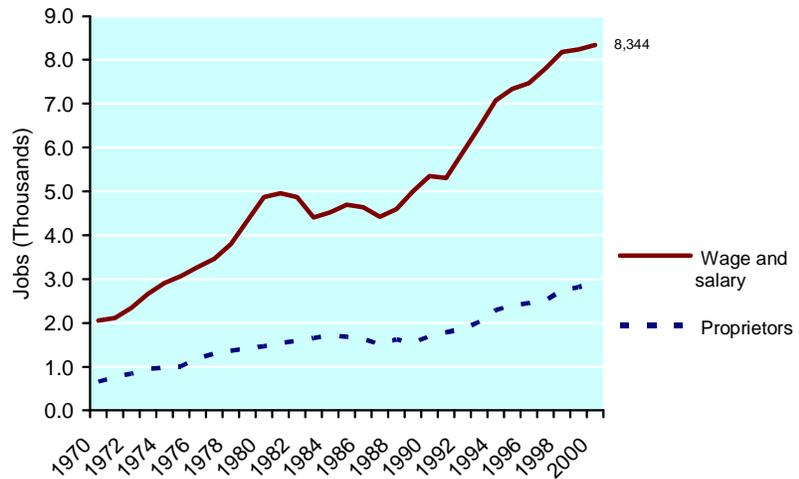
The fastest growing categories under Services and Professional are:

- Services (which includes health, business, legal, engineering and management services) represent 28% of total employment in 2000.
- Retail Trade accounts for 22% of total employment.



Employees vs. Proprietors

- From 1970 to 2000, the majority of job growth, 74% of new jobs, has been in wage and salary employment (people who work for someone else).
- Employment of proprietors contributed to 26% of new employment from 1970 to 2000. In 1970, proprietors represented 24% of total employment; by 2000, they represented 26%.

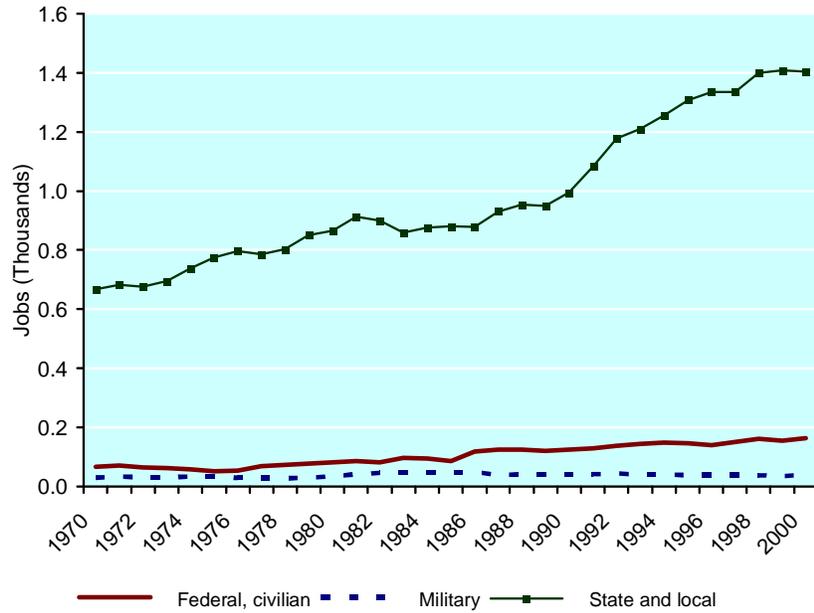


Proprietors include sole ownerships, partnerships, and tax-exempt cooperatives.

Wage and salary employment refers to employees.

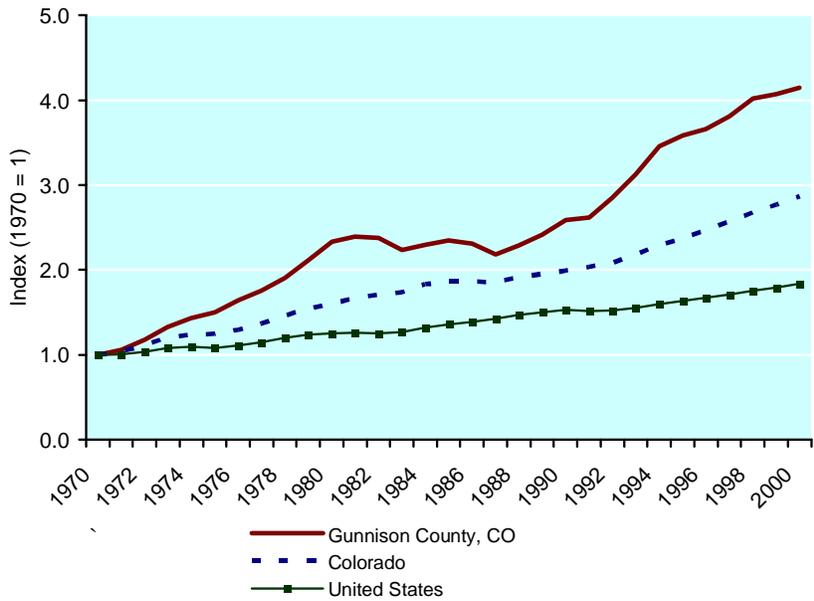
Government Jobs

- The majority of the growth in government employment has been in state and local government.

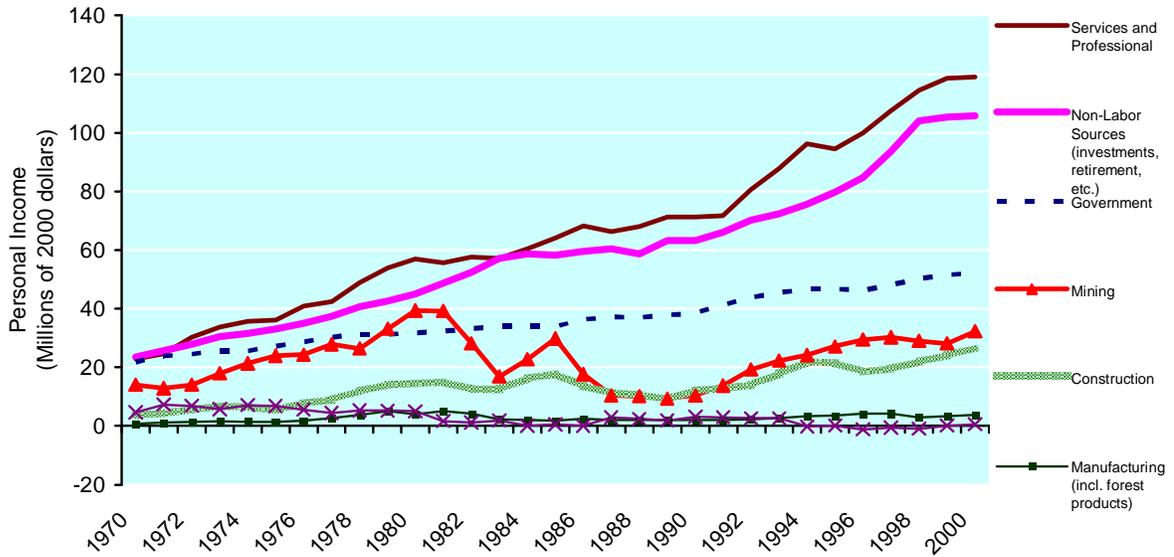


Job Growth Compared to the State and Nation

- Over the last 30 years job growth in Gunnison County, CO has outpaced that of the state and the nation.



Personal Income

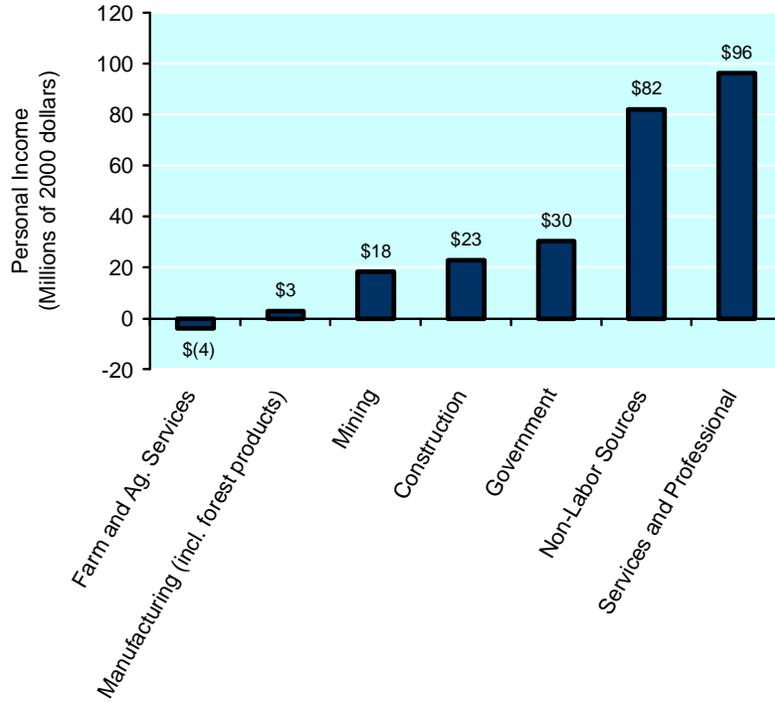


New Income by Type						
All figures in millions of 2000 dollars	1970	% of Total in 1970	2000	% of Total in 2000	New Income 1970 to 2000	% of New Income
	Total Personal Income*	80		301		221
Farm and Agricultural Services	5	5.8%	1	0.2%	-4	NA
Farm	4	5.3%	-2	-0.5%	-6	NA
Ag. Services	0.4	0.5%	2	0.7%	2	1%
Mining	14	17.6%	32	10.7%	18	8%
Manufacturing (incl. forest products)	1	0.9%	4	1.2%	3	1%
Services and Professional	23	28.6%	119	39.6%	96	44%
Transportation & Public Utilities	2	1.9%	8	2.6%	6	3%
Wholesale Trade	0.5	0.6%	1	0.4%	1	0.3%
Retail Trade	11	13.2%	35	11.7%	25	11%
Finance, Insurance & Real Estate	2	2.3%	23	7.7%	21	10%
Services (Health, Legal, Business, Others)	9	10.6%	52	17.2%	43	20%
Construction	4	4.7%	27	8.8%	23	10%
Government	22	27.2%	52	17.3%	30	14%
Non-Labor Income	24	29.6%	106	35.1%	82	37%
Dividends, Interest & Rent	17	21.3%	81	27.1%	64	29%
Transfer Payments	7	8.3%	24	8.1%	18	8%

*The sum of the above categories do not add to total due to adjustments made for place of residence and personal contributions for social insurance made by the U.S. Department of Commerce.

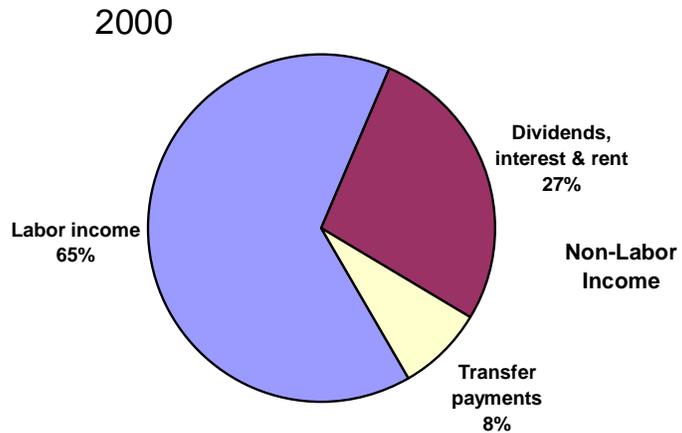
Net Change by Major Category

- From 1970 to 2000, Gunnison County, CO added \$221 million in personal income, in real terms.
- Services and Professional accounted for 44% of new income.
- The second fastest growth was in Non-Labor Sources.



Income by Type 1970 & 2000

- In 1970, Non-Labor Income sources represented 30% of total personal income. By 2000, they comprised 35%.
- In 2000, Dividends, Interest and Rent represented 27% of total personal income. Transfer Payments comprised 8%.



Non-Labor Income includes Transfer Payments (primarily related to retirement) and Dividends, Interest and Rent (money earned from past investments).

Per Capita Income

- Per capita income, in real terms, increased by 20% from 1990 to 2000.

Per Capita Income									
All income in millions of 2000 dollars (Except Per Capita)	1970		1980		1990		2000		% Change 90-00
	1970	% of Total	1980	% of Total	1990	% of Total	2000	% of Total	
Total Personal Income	80		168		186		301		62%
Non-Farm	76	95%	163	97%	184	99%	303	101%	64%
Farm	4	5%	5	3%	2	1%	-2	-1%	-170%
Population (Thousands)	7.7		10.7		10.3		14.0		35%
Per Capita Income	10,381		15,671		18,012		21,556		20%

Note: Population estimates from the Bureau of Economic Analysis vary slightly from those in the Census (Page P-3).

Sources of Labor Income

- In 2000, proprietor's income accounted for 10% of total personal income, compared to 12% in 1990. From 1990 to 2000, proprietor's income grew by 41%, in real terms. Wage and salary income during those years grew by 79%.

Sources of Labor Income									
All income in millions of 2000 dollars	1970		1980		1990		2000		% Change 90-00
	1970	% of Total	1980	% of Total	1990	% of Total	2000	% of Total	
Labor Sources									
Wage and Salary	49	61%	114	68%	101	54%	182	60%	79%
Other Labor Income	4	5%	15	9%	15	8%	22	7%	52%
Proprietor's	15	18%	22	13%	22	12%	30	10%	41%
Non-Labor Sources	24	30%	45	27%	63	34%	106	35%	67%
Dividends, Interest & Rent	17	21%	33	19%	46	24%	81	27%	79%
Transfer Payments	7	8%	12	7%	18	10%	24	8%	37%

Percentages do not add to 100 because of adjustments made by BEA, such as residence, social security, and others.

- From 1990 to 2000 Non-Labor income sources grew by 67%.

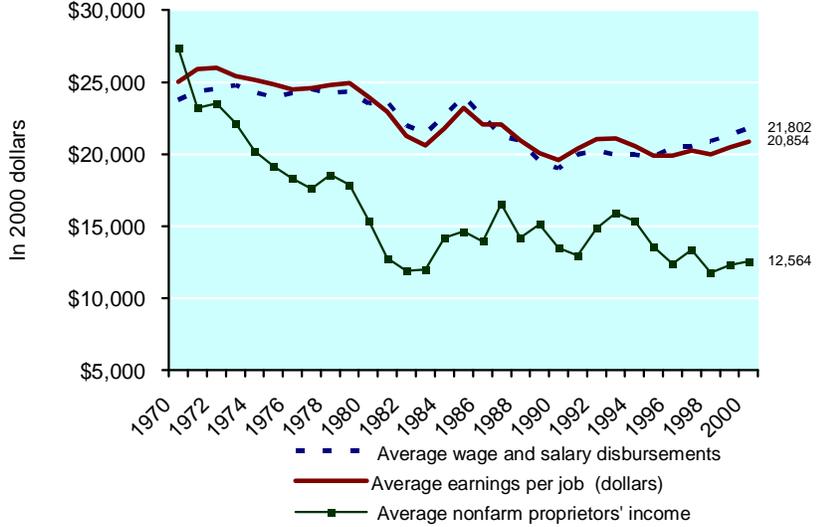
Wage and salary is monetary remuneration of employees, including employee contributions to certain deferred compensation programs, such as 401(K) plans.

Other labor income is payments by employers to privately administered benefit plans for their employees, the fees paid to corporate directors, and miscellaneous fees. The payments to private benefit plans account for more than 98 percent of other labor income.

Proprietors is income of sole proprietorships, partnerships and tax-exempt cooperatives. A sole proprietorship is an unincorporated business owned by a person. A partnership is an unincorporated business association of two or more partners. A tax-exempt cooperative is a nonprofit business organization that is collectively owned by its members.

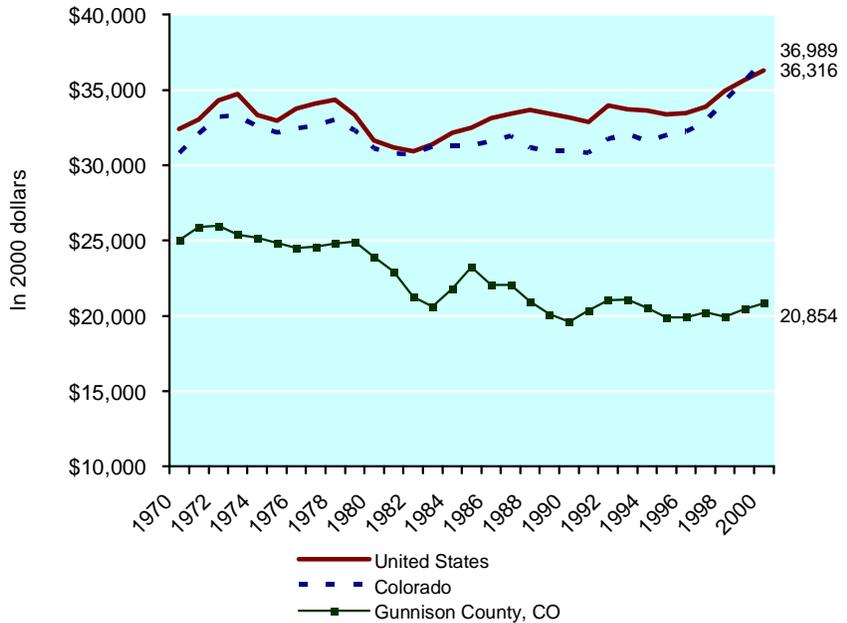
Average Earnings Per Job

- Average earnings per job in Gunnison County, CO, in real terms, have fallen from \$25,027 in 1970 to \$20,854 in 2000.



Average Earnings Compared to State and Nation

- In 1999, Average earnings per job in Gunnison County, CO are lower than the state and the nation.



Another Way to Look at Industry Groupings

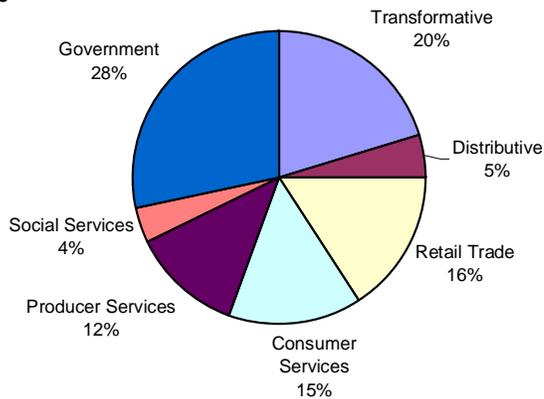
Another way to look at industry trends is to group industries differently, as shown in the table. This grouping allows a more detailed review of "service" sectors, which can be broken down into categories such as producer, consumer, social, and government services. Consumer services are generally low-paying. They include jobs in amusement and recreation, hotel and lodging, repair shops, motion pictures, household and personal services.

Social services include education and health care. Government services include state and local government, military, as well as federal employees, and public lands agencies. Producer services are defined as those services that are part of goods production and they include some of the higher paying sectors, such as finance, insurance, real estate, legal and business services, membership organizations, and engineering and management services.

Labor Income by Industry Grouping

- In 1990, the largest two industry groupings were in Government and Transformative. The largest two "service" types were Government and Consumer Services.

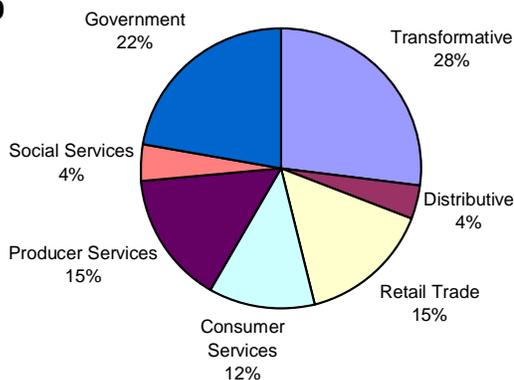
1990



Labor Income by Industry Grouping

- In 2000, the largest two industry groupings were in Transformative and Government. The largest two "service" types were Government and Producer Services.

2000



Another Way to Look at Industry Groupings

Personal Income Change by Category 1990 to 2000

The largest contributors to new personal income from 1990 to 2000 in real terms, were:

- The fastest growth was in the Transformative sectors; 128% growth.

- The second fastest growth was in the Producer Services sectors; 111% growth.

- The third fastest growth was in the Social Services sectors; 79% growth.

Personal Income					
All figures in thousands of 2000 dollars.	1990	2000	New Income	% Change	% of New Income
Total Personal Income	186,242	300,962	114,720	62%	
LABOR INCOME					
Transformative					
Agriculture	3,128	624	-2,504		
Mining	10,501	32,339	21,838		
Construction	12,086	26,522	14,436		
Manufacturing	2,014	3,707	1,693		
Total	27,729	63,192	35,463	128%	31%
Distributive					
Transportation & public utilities	5,075	7,901	2,826		
Wholesale Trade	1,408	1,192	-216		
Total	6,484	9,093	2,609	40%	2%
Retail Trade					
	21,606	35,180	13,574	63%	12%
Consumer Services					
Hotels & Other Lodging	6,473	6,826	353		
Personal Services	1,522	1,693	171		
Household Services	337	413	76		
Repair Services	2,237	2,458	221		
Motion Pictures	294	254	-40		
Amusements & Recreation	9,174	17,493	8,319		
Total	20,037	29,137	9,100	45%	8%
Producer Services					
Finance, Insurance & Real Estate	9,245	23,153	13,908		
Legal Services	1,628	2,025	397		
Business Services	3,254	2,889	-365		
Engineering & Management Service	1,157	4,719	3,562		
Membership Organizations	1,499	2,579	1,080		
Total	16,784	35,365	18,581	111%	16%
Social Services					
Health Services	4,900	7,192	2,292		
Social Services	121	480	359		
Educational Services	278	1,797	1,519		
Total	5,299	9,469	4,170	79%	4%
Government Services					
Federal, Civilian	5,443	8,701	3,258		
Military	523	527	4		
State and Local	32,577	42,964	10,387		
Total	38,543	52,192	13,649	35%	12%

Note: The sum of the above categories does not add to total because non-labor income is not included. See page P-9 for non-labor income data.

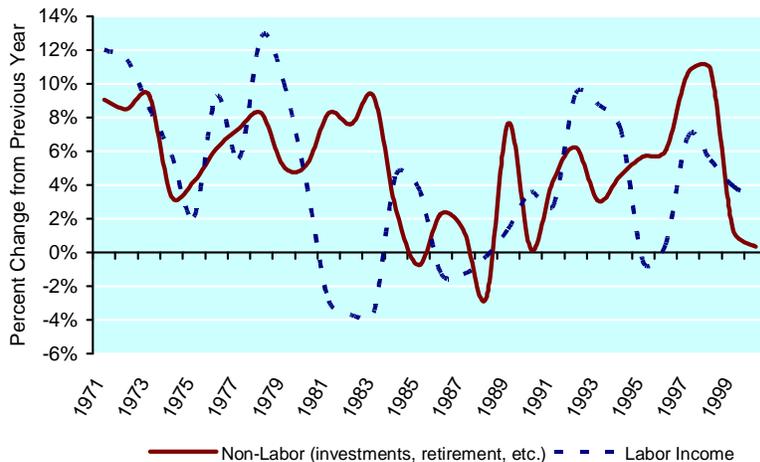
The term "Non-Labor Income" is also referred by some economists as "Non-Earnings Income". It consists of Dividends, Interest and Rent (collectively often referred to as money earned from investments) and Transfer Payments (payments from governments to individuals, age-related, including Medicare, disability insurance payments, and retirements).

(See methods section for definitions and further explanations.)

Components of Transfer Payments								
All figures in millions of 2000 dollars	% of Total TP		% of Total TP		% of Total TP		New Payments 1970 to 2000	% of New Payments
	1970	1970	1980	1980	2000	2000		
Total transfer payments	6.6		12.4		24.3		17.7	
Government payments to individuals	5.7	86%	10.8	86%	21.9	90%	16.2	91%
Retirement & disab. insurance benefit payments	2.9	44%	5.8	47%	10.5	43%	7.6	43%
Medical payments	0.63	9%	1.25	10%	5.31	22%	4.7	26%
Income maintenance benefit payments ("welfare")	0.7	10%	0.7	6%	1.8	7%	1.1	6%
Unemployment insurance benefit payments	0.2	3%	0.6	5%	0.5	2%	0.2	1%
Veterans benefit payments	1.2	19%	1.1	9%	1.3	5%	0.0	0%
Federal educ. & trng. asst. pay. (excl. vets)	0.1	1.7%	1.3	10.8%	2.5	10.3%	2.4	14%
Other payments to individuals	-	0.0%	0.1	0.4%	0.1	0.2%	0.1	0%
Payments to nonprofit institutions	0.6	9%	1.1	8%	1.4	6%	0.9	5%
Business payments to individuals	0.3	5%	0.6	5%	1.0	4%	0.7	4%

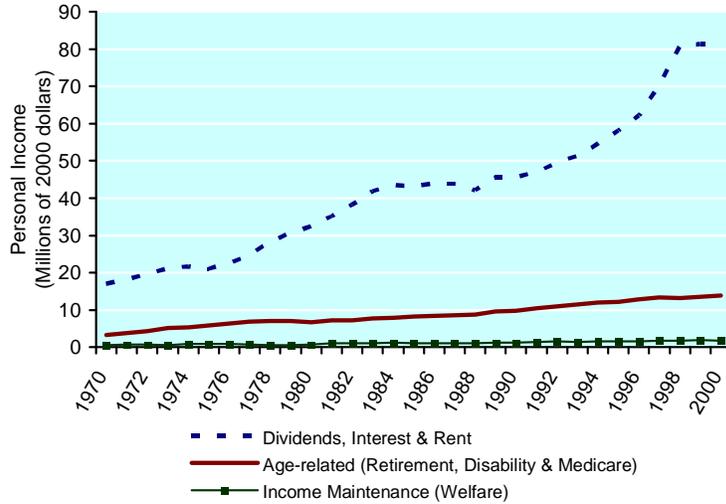
Labor vs. Non-Labor Income Stability

- Over the last 30 years Non-Labor Income sources have had a stabilizing effect relative to the frequent fluctuations of Labor Income sources in most areas.



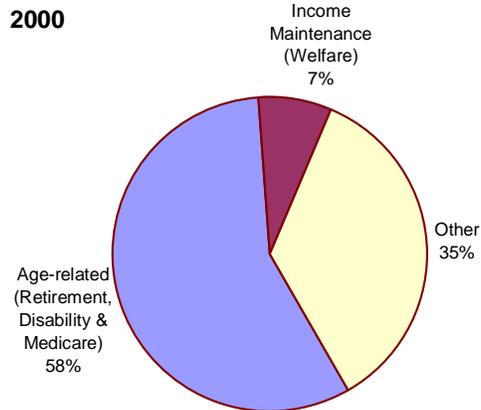
Trends in Non-Labor Income by Type

- The largest components of Non-Labor Income are from Dividends, Interest & Rent (i.e. money earned from past investments).
- In 2000 welfare represented 7 percent of transfer payments, and less than one percent of total personal income. This is up slightly from 1980 and down from 1970.



Components of Transfer Payments

- In 2000, 57% of Transfer Payments were from age-related sources (retirement, disability, insurance payments, and Medicare) while 7% was from welfare.

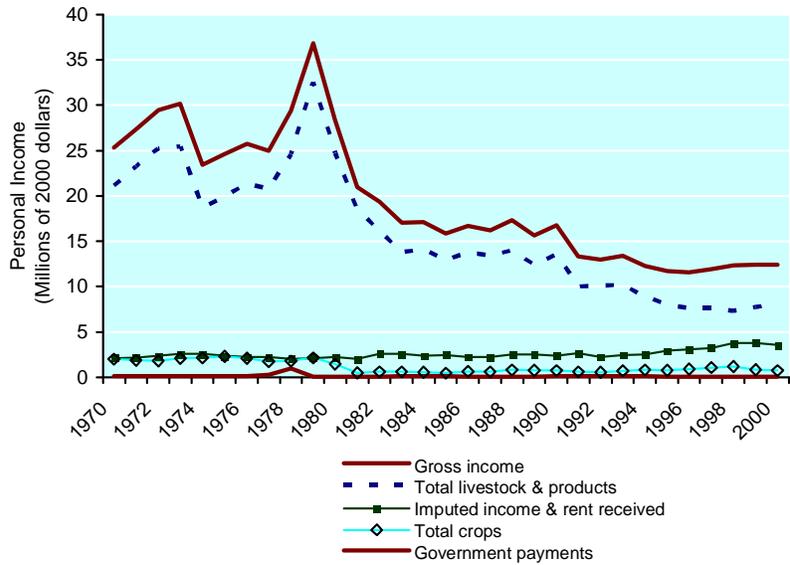


Gross Income, Expenses, and Net Income from Farming and Ranching						
All figures in thousands of 2000 dollars	1970	% of Gross	1985	% of Gross	2000	% of Gross
Gross Income (Cash + Other)	25,328		15,855		12,396	
Cash Receipts from Marketings	23,087	91%	13,328	84%	8,852	71%
Livestock & Products	21,117	83%	12,897	81%	8,136	66%
Crops	1,971	8%	431	3%	716	6%
Other Income	2,224	9%	2,527	16%	3,542	29%
Government Payments	111	0%	83	1%	25	0%
Imputed Rent & Rent Received	2,113	8%	2,444	15%	3,517	28%
Production Expenses	22,785		18,956		16,635	
Realized Net Income (Income - Expenses)	2,543		(3,102)		(4,239)	
Value of Inventory Change	(777)	-3%	344	2%	(167)	-1%
Total Net Income (Inc. corporate farms)	1,766		(2,757)		(4,406)	

Farm Income by Category

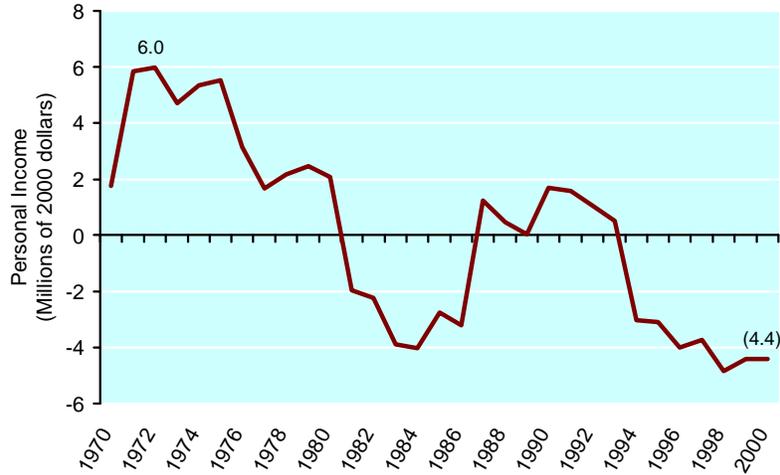
(Includes Ranching)

- In 1970, 83% of gross farm income was from livestock, while 8% was from crops. By 2000, 66% percent of gross income was from livestock, and 6% percent from crops.
- Income from government payments has remained unchanged from 1970 to 2000.



Net Farm Income

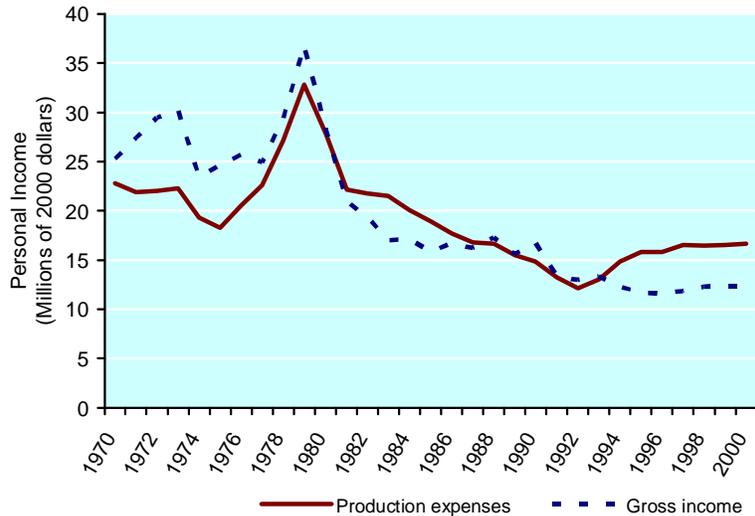
- Total net income from farming and ranching in Gunnison County, CO, in real terms, dropped from \$1.8 million in 1970 to -\$2.8 million in 1985, and then dropped to -\$4.4 million in 2000.



Net farm income can be counted as positive by the Department of Commerce, even with slim margins, because the value of inventories may rise.

Gross Income vs. Production Expenses

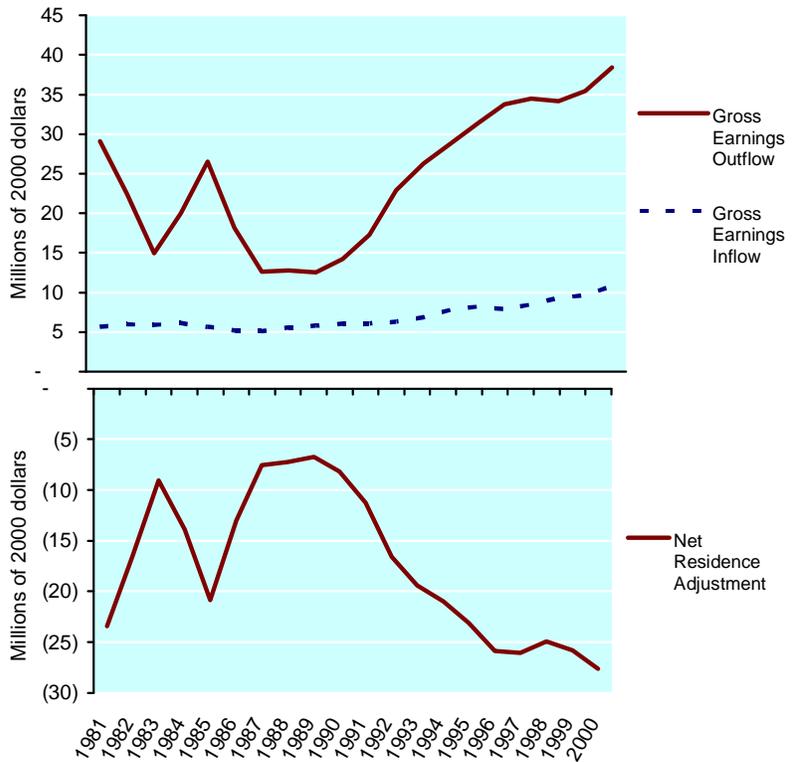
- In 1970 Gross Farm Income exceeded Production Expenses by \$3 million.
- By 2000 Gross Farm Income minus Production Expenses (realized net income) equaled -\$4.2 million.



The Bureau of Economic Analysis (BEA) reports personal income in terms of location of residence. BEA calculates how much money is earned in the county by people living outside the county (Total Gross Earnings Outflow) and it calculates how much money is brought into the county by residents who work outside of the county (Total Gross Earnings Inflow). Subtracting one from the other gives the Net Residence Adjustment. The Inflow and Outflow Trends indicate whether the county is closely tied to others in terms of commuting.

Inflow & Outflows

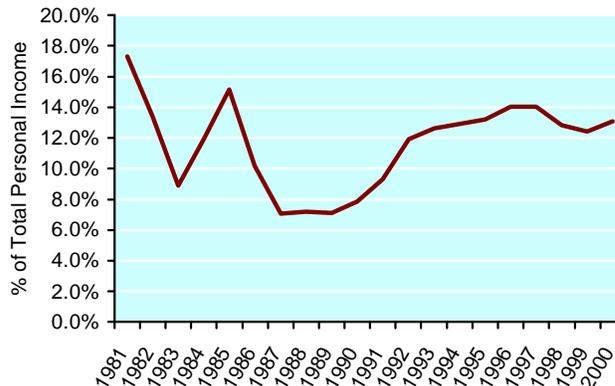
- Outflow outpaces Inflow. (See definitions above.)



- A negative Net Residential Adjustment indicates in-commuting for work from adjacent counties.

Outflows as a Percent of Total Personal Income

- In 2000, outflow represented 13.1% of total personal income in Gunnison County, CO, down from 15.2% during the 1980's.

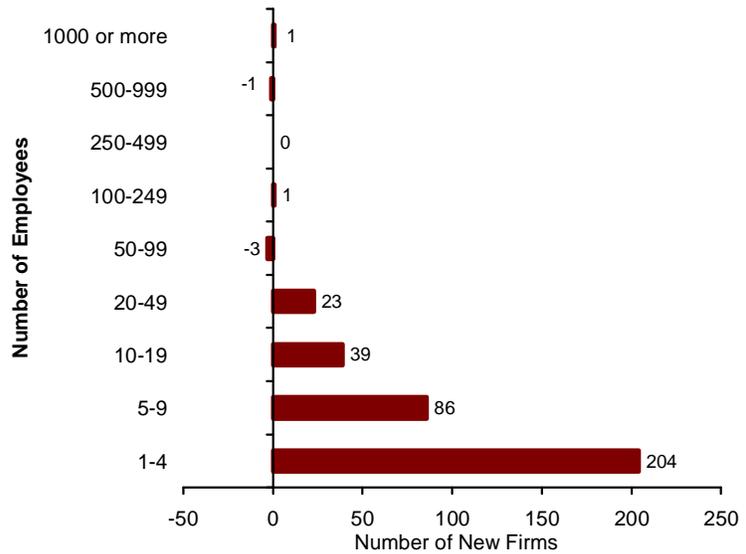


Business Establishments

In its annual report *County Business Patterns*, the Bureau of the Census lists employment by the size and type of employer. These statistics are useful to help determine what size of business, large or small, are adding most of the new jobs.

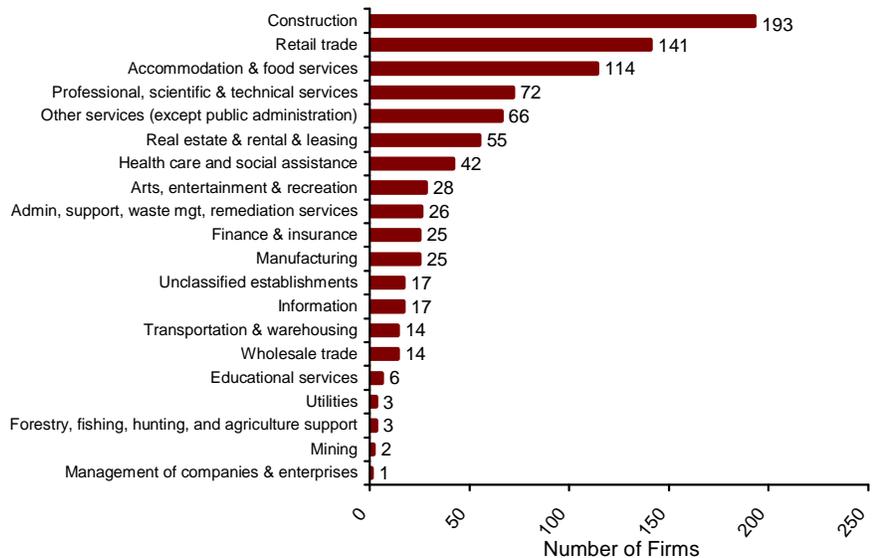
New Firms by Employment Size 1990 to 2000

- The majority of new businesses established in Gunnison County, CO from 1990 to 2000 have been small, with fewer than 20 employees.
- The largest growth has been in firms of 1-4 employees, with 204 new businesses.



Number of Firms by Major Category in

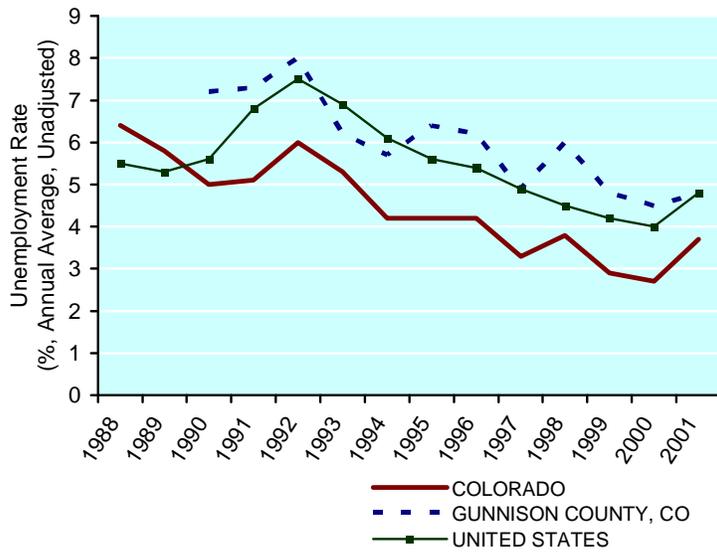
- The majority of firms are in Accommodation & food services (114 firms) followed by Professional, scientific & technical services (72 firms), and Other services (except public administration) (66 firms).



Note: Data for this page was obtained from *County Business Patterns* (CBP), which counts only wage and salary employment. Therefore the self-employed ("proprietors" in previous sections of this profile) are not counted, and therefore total employment is underestimated. Also, data on this page was reported by CBP using the NAICS system. Previous pages used data from REIS, which uses the SIC system. See Methods Section for a discussion on the transition from SIC to NAICS.

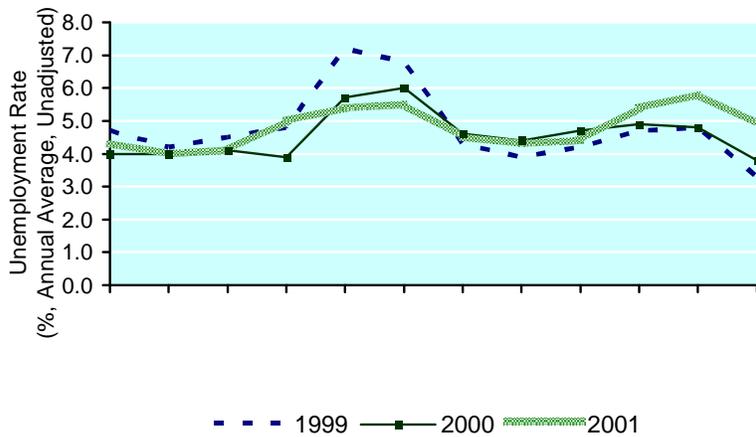
Annual Average Unemployment Rate Comparing County to State

- In 2001, the unemployment rate in Gunnison County, CO was 4.8%, compared to 3.7% for the state and 4.8% for the nation.



Unemployment Rate Seasonality

- This graph illustrates the seasonal variation in the unemployment rate over the last three years. In 2001, the unemployment rate varied from a low of 4.3% to a high of 5.8%.



APPENDICES

Data Sources

Data for this profile were obtained from four sources:

- Regional Economic Information System (REIS CD-ROM) of the Bureau of Economic Analysis, US Department of Commerce.
- Bureau of Labor Statistics, US Department of Labor.
- *County Business Patterns*, Bureau of the Census, US Department of Commerce.
- Bureau of Census, US Department of Commerce.

The data in this profile is organized to show long-term trends at the county level. We used this method and geographic scale for several reasons: (1) trend analysis provides a more comprehensive view of change than spot data for select years, (2) the most reliable information on long-term employment and income trends is available at the county level, and (3) communities within counties rarely function as economic units themselves. Finally, even though in many areas the most accurate geographic scale to understand economic changes may be at the multi-county or regional level, county-level data is useful in the context of existing political jurisdictions, such as county commissions and planning departments. The list below contains the World Wide Web sites and telephone numbers for the databases used in this report:

Bureau of Economic Analysis:
<http://www.bea.doc.gov>; Tel. 202-606-9600

Bureau of Labor Statistics:
<http://stats.bls.gov:80/blshome>; Tel. 202-606-5886

Bureau of Census:
<http://www.census.gov>; Tel. 303-969-7750

Oregon State University, Government Information Sharing Project:
<http://govinfo.library.orst.edu>; Tel. 541-737-4514.

University of Virginia, Geospatial and Statistical Data Center:
<http://fisher.lib.virginia.edu>; Tel. 804-982-2630

Use of Federal Rather than State Data Bases

Data from state agencies was not used for this profile. Many of the state and local sources of data do not include information on the self-employed or on the importance of non-labor income, such as retirement income and money earned from past investments. In many counties this can result in the underestimation of employment and total personal income by at least one third. The REIS disk of the Bureau of Economic Analysis contains the most robust data set and for this reason it was used as the primary source.

The only disadvantage of the REIS dataset is it's not as recent; 1999 being the latest for REIS, while state data sources provide data for as recent as 2000 and in some instances 2001. By providing long-term trends data, from 1970 to 1999, having the most recent data is less important than being able to discern where the county's economy was, and the direction in which it is headed in recent years.

The Standard Industrial Classification (SIC) System

Employment and income information is organized by the US Department of Commerce according to the Standard Industrial Classification (SIC) code. Industries are classified in broad categories (e.g., Farm), sub-categories (e.g., Agricultural production - crops), and progressively finer levels of detail (e.g., Ag. Production – cash grains). For a detailed description of SIC codes consult *The Standard Industrial Classification Manual* (National Technical Information Service, order no. PB-100012, Tel. 703-487-4600).

Services

Since much of the growth in labor earnings in the US economy over the last two decades has been in “services,” it should be noted that the term is defined in various ways by different researchers. Some economists define services broadly as “all output that does not come from the four goods-producing sectors: agriculture, mining, manufacturing, and construction.”¹ The US Department of Commerce defines services more narrowly as major groups 70-89 of the SIC code.² However, even their restricted classification includes a wide variety of sectors, ranging from hotels and lodging, and social services to business services, and engineering and management services.

In this profile, we define services broadly as “Services and professional” industries, and then also into categories -- such as producer, consumer, social and government services -- to gain a clearer picture of where service growth is taking place. We use the term Services and Professional to underscore an important point: service occupations are not just “hamburger flippers and maids,” but rather consist of a combination of high-paying and low-paying professions, mixing physicians with barbers, and chambers maids with architects and financial consultants.

According to economist Lester Thurow, “Services is simply too heterogeneous to be an interesting category. The real issue is not the growth of services but whether the economy is making a successful transition from low-wage, low-skill industries ... to high-wage, high-skill industries.”¹ One way to gauge this is to follow the long-term trends in average earnings per job.

**A Transition from SIC system to NAICS:
An Important Precaution on the Interpretation of Economic Trend Data.**

Most of the historic data, from 1970 to 1999, used in this profile is based on industry data that is organized by the U.S. Department of Commerce using the Standard Industrial Classification (SIC) system. In the next few years, depending on the agency, data will be organized according to a new system, called the North American Industry Classification System (NAICS, pronounced “nakes”). In this profile, only the section called Business Establishments, which uses data from *County Business Patterns*, is organized according to the NAICS system.

The NAICS system is an improvement to the SIC system in several ways: first, businesses that use similar processes to produce goods or services are classified together. Previously, under the SIC system, some businesses were classified on the basis of their production processes while others were classified under different principles, such as class of consumer. Second, NAICS is a flexible system that will be updated every five years in order to keep pace with changes in the economy. Third, the NAICS system recognizes the uniqueness and rising importance of the “information economy,” and provides several new categories that are new, such as cable program distributors, and database and directory publishers. Finally, and perhaps the most useful, the NAICS system provides seven sectors to better reflect services-producing businesses that were previously combined into one generic SIC division (the Services division). This new system allows the data user to differentiate more clearly between what was previously often lumped under the general heading of “services,” into categories such as arts and entertainment; education; professional, scientific and technical services; health care and social assistance, among others.

Arguably the most important change of NAICS is the recognition of hundreds of new businesses in the economy. NAICS divides the economy into 20 broad sectors rather than the SIC’s 10 divisions as seen in the table below. Creating these additional sector-level groupings allows NAICS to better reflect key business activities as well as chronicle their changes.

SIC Divisions vs. NAICS Sectors

<i>SIC Divisions</i>	<i>NAICS Sectors</i>
• Agriculture, Forestry, and Fishing	• Agriculture, Forestry, Fishing and Hunting
• Mining	• Mining
• Construction	• Construction
• Manufacturing	• Manufacturing
• Transportation, Communications, and Public Utilities	• Utilities • Transportation and Warehousing
• Wholesale Trade	• Wholesale Trade
• Retail Trade	• Retail Trade • Accommodation and Food Services
• Finance, Insurance, and Real Estate	• Finance and Insurance • Real Estate and Rental and Leasing
• Services	• Information • Professional, Scientific, and Technical Services • Administrative and Support and Waste Management and Remediation Services • Educational Services • Health Care and Social Assistance • Arts, Entertainment, and Recreation • Other Services (except Public Administration)
• Public Administration	• Public Administration
• None (previously, categories within each division)	• Management of Companies and Enterprises

Non-Labor Income

Non-labor income is a mix of Dividends, Interest, and Rent (money earned from past investments), and Transfer Payments (government payments to individuals). Private pension funds (e.g. 401(K) plans) are not counted as part of transfer payments.

Some data sources, such as “Section 202” data available from state unemployment insurance records and reported by the Bureau of Labor Statistics, do not report non-labor income. The Bureau of Economic Analysis (BEA), on the other hand, tracks non-labor income. In order to understand the actual growth (labor and non-labor) of personal income, the REIS/BEA data set must be used, and this is what was used for this profile.

Disclosures

Some data, such as employment and income figures in counties with small economies, are not available because of confidentiality restrictions. In order to protect information about individual businesses, data are sometimes suppressed or, in the case of the publication *County Business Patterns*, a range of values are given instead of a specific value. Generally, the smaller the geographic level of analysis or the smaller the economy under examination the higher the chances that industry-specific information will be suppressed.

In some of the profiles a few disclosure restrictions were encountered. Sometimes *County Business Patterns* data was used to estimate data where disclosures exist in the REIS/BEA database. In other instances the missing data was left blank, particularly if doing so has little effect on the ability to discern long-term trends. In other cases, where data was missing for one or two years, a rolling average was used to estimate the data gaps. In each case where disclosures were estimated, annotations were made in the Excel files.

Adjustments from Current to Real Dollars

Because a dollar in the past was worth more than a dollar today, data reported in current dollar terms should be adjusted for inflation. The US Department of Commerce reports personal income figures in terms of current dollars. All income data in this profile were adjusted to real (or constant) 2000 dollars using the Consumer Price Index.

Unemployment Rate

Unemployment is generally available as seasonally unadjusted or adjusted, and there is an advantage to using adjusted data. From the Bureau of Labor Statistics web site (<http://stats.bls.gov/lauseas.htm>), an explanation of why adjusted figures should be used, whenever possible: “Over the year, the size of the Nation's labor force, the levels of employment and unemployment, and other measures of labor market activity undergo sharp fluctuations due to seasonal events including changes in weather, harvests, major holidays, and the opening and closing of schools. Because these seasonal events follow a more or less regular pattern each year, their influence on statistical trends can be eliminated by adjusting the statistics from month to month. These adjustments make it easier to observe the cyclical, long term trend, and other non-seasonal movements in the series.”

Unadjusted numbers were used in this profile in order to obtain an annual average and because county-level data are not available in adjusted format from the Bureau of Labor Statistics web site. This may introduce some error in counties where the size of the workforce fluctuates seasonally, such as tourist destination areas.

Farm Income Footnote:

Note that farm income figures on pages 17 and 9 are not the same. In brief, the figures on page 17 (see table) reflect income from farming *enterprises* (farm proprietors and corporate income), while the farm figure on page 9 (see table) indicates personal income earned by *individuals* (both proprietors, and wage and salary employees) who work in farming.

Note also that the term “farm” includes farming and ranching, but not agricultural services such as supplying soil preparation services and veterinary and other animal services – see table on page 9.

Farm income on page 17 is calculated as follows:

Total cash receipts and other income
 less: Total production expenses
 Realized net income
 plus: Value of inventory change
 Total net income including corporate farms

Farm income on page 9 is calculated as follows:

Total net income including corporate farms
 less: Net income of corporate farms
 plus: Statistical adjustment
 Total net farm proprietors' income
 plus: Farm wages and perquisites
 plus: Farm other labor income
 Total farm labor and proprietors' income

Income:

Total Personal Income = private earnings, income from government and government enterprises, dividends, interest, and rent, and transfer payments plus adjustments for residence minus personal contributions for social insurance.

Wage and salary = monetary remuneration of employees, including employee contributions to certain deferred compensation programs, such as 401K plans.

Other labor income = payments by employers to privately administered benefit plans for their employees, the fees paid to corporate directors, and miscellaneous fees. The payments to private benefit plans account for more than 98 percent of other labor income

Proprietors' income = income from sole proprietorships, partnerships, and tax-exempt cooperatives. A sole proprietorship is an unincorporated business owned by a person. A partnership is an unincorporated business association of two or more partners. A tax-exempt cooperative is a nonprofit business organization that is collectively owned by its members.

Transfer Payments:

Transfer payments = payments to persons for which they do not render current services. As a component of personal income, they are payments by government and business to individuals and nonprofit institutions.

Retirement & disab. insurance benefit payments = Old-Age, Survivors, and Disability Insurance payments (Social Security), Railroad Retirement and Disability payments, Federal Civilian Employee & Disability Payments, Military Retirement, and State and Local Government Employee retirement payments.

Medical payments = Medicare, public assistance medical care and CHAMPUS payments.

Income maintenance (welfare) = Supplemental Security Income (SSI), Aid to Families with Dependent Children (AFDC), Food Stamps, and Other Income Maintenance Payments, such as emergency assistance, foster care payments and energy assistance payments.

Unemployment insurance benefit payments = unemployment compensation for state and federal civilian employees, unemployment compensation for railroad workers, and unemployment compensation for veterans.

Veterans benefits = primarily compensation to veterans for their disabilities and payments to their survivors.

Federal education and training assistance = Job Corps payments, interest payments on Guaranteed Student Loans, federal fellowship payments, and student assistance for higher education.

Other government payments = compensation of survivors of public safety officers and compensation of victims of crime. In Alaska this item includes Alaska Permanent Fund payments.

Payments to nonprofit institutions = payments for development and research contracts. For example, it includes payments for foster home care supervised by private agencies.

Business payments to individuals = personal-injury liability payments, cash prizes, and pension benefits financed by the Pension Benefit Guarantee Corporation.

Housing Profile 2000

Gunnison County - Pop. 13,596

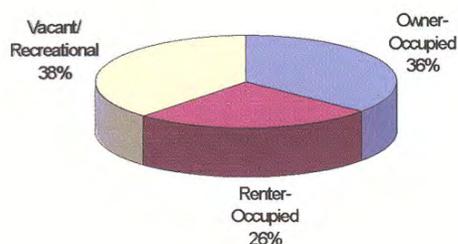
Housing Unit Estimates and Physical Characteristics

Use/Tenure

	#	%
Housing Units	9,135	
Occupied as primary home	5,649	61.8%
Owners*	3,296	58.3%
Renters*	2,353	41.7%
Vacant	3,486	38.2%
Seasonal/recreational use	3,125	34.2%

* Percent of occupied units, not total units.

Occupancy



Type of Structure

	#	%
Single-Family	5,437	59.5%
Multi-Family	2,832	31.0%
Mobile Homes	823	9.0%

Units in Structure

	#	%
1-unit, detached	5,437	59.5
1-unit, attached	400	4.4
2 units	468	5.1
3 or 4 units	509	5.6
5 to 9 units	534	5.8
10 to 19 units	468	5.1
20 or more units	453	5
Mobile home	823	9
Boat, RV, van, etc.	43	0.5

Overcrowding/Occupants per Room

	#	%
Occupied housing units	5,649	100
1.00 or less	5,488	97.1
1.01 to 1.50	107	1.9
1.51 or more	54	1
Overcrowded	161	2.9

Type of Heat

	#	%
Utility gas	2,870	50.8
Bottled, tank, or LP gas	791	14
Electricity	1,146	20.3
Wood	648	11.5
Solar energy	57	1
Other fuel	137	2.4

Year Structure Built

	#	%
1999 to March 2000	432	4.7
1995 to 1998	1,163	12.7
1990 to 1994	869	9.5
1980 to 1989	1,702	18.6
1970 to 1979	2,404	26.3
1960 to 1969	832	9.1
1940 to 1959	723	7.9
1939 or earlier	1,010	11.1
Built since 1990	2464	27%

Year Moved Into Current Residence

	#	%
1999 to March 2000	2,072	36.7
1995 to 1998	1,698	30.1
1990 to 1994	891	15.8
1980 to 1989	546	9.7
1979 or earlier	442	7.9

Household Demographics

Household Size

	Total	Owners	Renters
Avg. Persons/Unit	2.3	2.41	2.15

Persons Per Unit

	Owners		Renters	
	#	%	#	%
1-person	721	21.9%	815	34.6%
2-person	1,419	43.1%	829	35.2%
3-person	526	16.0%	401	17.0%
4-person	443	13.4%	203	8.6%
5-person	135	4.1%	74	3.1%
6-person	34	1.0%	25	1.1%
7+ person	18	0.5%	6	0.3%
Total:	3,296	100.0%	2,353	100.0%

Senior Households

Age of Householder	Owners	Renters	Total
65 to 74 years	307	59	366
75 to 84 years	162	32	194
85 years and over	37	19	56
Total:	506	110	616
% of Households	15.4%	4.7%	10.9%

Households with Children

	#	%
Total Households	5,649	100%
With one or more persons <18	1,409	24.9%
Married-couple family	1,064	18.8%
Single parent family	331	5.9%
Nonfamily households	14	.2%

Race/Ethnicity

	Owners	Renters	Total	%
White	3,242	2,150	5,392	95.5%
Black or African Amer.	5	22	27	0.5%
Am. Indian/Alaska Native	8	35	43	0.8%
Asian	5	16	21	0.4%
Hawaiian/ Pacific Islander	0	0	0	0.0%
Some other race	19	63	82	1.5%
Two or more races	22	62	84	1.5%
Hispanic or Latino	71	124	195	3.5%

Household Type

	Owners	Renters	Total	%
Total	3,301	2,348	5,649	
Family households	2,305	665	2,970	52%
Married-couple	2,042	484	2,526	44.7%
Other family	263	181	444	7.9%
Male householder/ no wife	93	60	153	2.7%
Female householder/ no husband	170	121	291	5.2%
Nonfamily households	996	1,683	2,679	47.4%
Male householder	546	1,038	1,584	28.0%
Living alone	398	518	916	16.2%
Not living alone	148	520	668	11.8%
Female householder	450	645	1,095	19.4%
Living alone	358	257	615	10.9%
Not living alone	92	388	480	8.5%

Age Distribution

Age of Householder	Owners	Renters	Total	%
15 to 24 years	60	833	893	15.8%
25 to 34 years	458	774	1,232	21.8%
35 to 44 years	868	273	1,141	20.2%
45 to 54 years	925	267	1,192	21.1%
55 to 59 years	293	32	325	5.8%
60 to 64 years	209	62	271	4.8%
65 to 74 years	282	55	337	6.0%
75 to 84 years	179	28	207	3.7%
85 years and over	27	24	51	0.9%

Income, Housing Costs and Affordability

1999 Median Incomes

	Median in 1999
Household Income	\$36,916
Owner Households	\$49,480
Renter Households	\$23,493
Family Income	\$51,990
Per Capita Income	\$21,407

2002 Median Family Income

	50%	80%	100%
1 person	\$16,950	\$27,100	\$33,900
2 person	\$19,350	\$31,000	\$38,700
3 person	\$21,800	\$34,850	\$43,600
4 person	\$24,200	\$38,700	\$52,300
5 person	\$26,150	\$41,800	\$56,100
6 person	\$28,050	\$44,900	\$60,000

Change - Median Family Income, 1999 - 2002

1999	2002	% Change
\$51,900	\$52,300	.8%

Income Distribution

	Owners	Renter	Total	%
Less than \$5,000	39	153	192	3.4%
\$5,000 to \$9,999	68	283	351	6.2%
\$10,000 to \$14,999	91	298	389	6.9%
\$15,000 to \$19,999	181	213	394	7.0%
\$20,000 to \$24,999	173	315	488	8.6%
\$25,000 to \$34,999	485	382	867	15.3%
\$35,000 to \$49,999	632	298	930	16.5%
\$50,000 to \$74,999	834	243	1,077	19.1%
\$75,000 to \$99,999	359	80	439	7.8%
\$100,000 - \$149,999	253	58	311	5.5%
\$150,000 or more	186	25	211	3.7%

Percent Income Spent on Housing

	Owners	Renters	Total
<15%	36.3%	14.5%	25.3%
15 to 19%	13.1%	11.1%	12.1%
20 to 24%	11.1%	11.2%	11.2%
25 to 29%	9.5%	12.9%	11.2%
30 to 34%	7.7%	6%	6.9%
35+%	21.2%	38.5%	29.9%
Not computed	1%	5.7%	3.4%
% Cost Burdened	28.9%	44.5%	36.8%
# Cost Burdened	953	1047	2000

Median Housing Prices/Costs

	2000
Value - Owner Occupied	\$189,400
Mortgage	\$1,133
Gross Rent	\$593
Contract Rent	\$514

Value of Owner-Occupied Units

	#	%
Less than \$50,000	47	2.1
\$50,000 to \$99,999	124	5.5
\$100,000 to \$149,999	530	23.7
\$150,000 to \$199,999	515	23
\$200,000 to \$299,999	519	23.2
\$300,000 to \$499,999	346	15.5
\$500,000 to \$999,999	130	5.8
\$1,000,000 or more	26	1.2

Mortgage Amount

	#	%
Less than \$300	8	0.4
\$300 to \$499	35	1.6
\$500 to \$699	215	9.6
\$700 to \$999	397	17.7
\$1,000 to \$1,499	571	25.5
\$1,500 to \$1,999	287	12.8
\$2,000 or more	138	6.2
With a mortgage	1,651	73.8
Not mortgaged	586	26.2

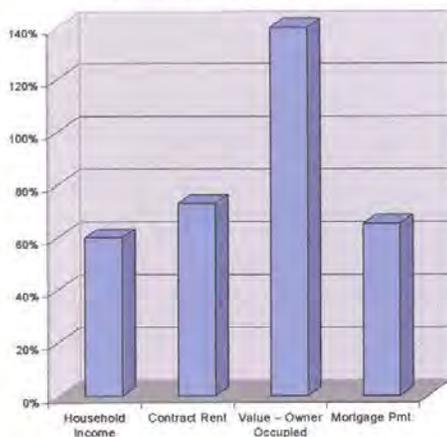
Gross Rent

	#	%
Less than \$200	82	3.6
\$200 to \$299	92	4.1
\$300 to \$499	632	28
\$500 to \$749	681	30.1
\$750 to \$999	380	16.8
\$1,000 to \$1,499	235	10.4
\$1,500 or more	50	2.2
No cash rent	108	4.8

Trends and Comparisons

	1990	2000	% Change
Housing Units & Households			
# Housing Units	7294	9135	25.2%
# Occupied Housing Units	3855	5649	46.5%
Recreational	2679	3125	16.6%
Total Vacant	3439	3486	1.4%
Homeownership Rate	51.30%	58.30%	13.6%
Household Size			
Renters	2.2	2.15	-2.3%
Owners	2.56	2.41	-5.9%
Overcrowded Units	98	161	64.3%
Affordability			
Cost Burdened Households #	1055	2000	89.6%
Cost Burdened Households %	27.40%	36.80%	34.3%
Median Incomes			
Household Income	\$23,013	\$36,916	60%
Family Income	\$29,533	\$51,990	76%
Per Capita Income	\$11,516	\$21,407	86%
Median Housing Costs			
Contract Rent	\$297	\$514	73.1%
Value – Owner Occupied	\$79,000	\$189,400	139.7%
Mortgage Pmt.	\$685	\$1,133	65.4%

% Increase, 1990 - 2000



Comparison to State of Colorado

	State of Colorado	Gunnison Co.
Owner Occupied Units	67.3%	58.3%
Renter Occupied Units	32.7%	41.7%
Value – Owner Occupied	\$160,100	\$189,400
Mortgage, Median	\$1,197	\$1,133
Contract Rent, Median	\$611	\$514
Household Income	\$47,203	\$36,916
Family Income	\$55,883	\$51,990
Change in Household Income, 1990 - 2000	56.6%	60%
% Cost Burdened	29.3%	36.8%
Residential Growth Rate, 1990 - 2000	22.4%	25.2%

GUNNISON COUNTY COMPREHENSIVE PLAN Crested Butte/Gunnison Corridor

Appendix C Focus Group Matrices

Matrices were developed by each Focus Group that describe possible specific options for implementing the goals and objectives summarized in the Plan. They were relevant at the time of the Focus Group meetings, and may still be, but readers should understand that many of these suggestions are time-sensitive; some may have already been accomplished, while others may no longer be possible or relevant.

Agriculture and Open Space Focus Group Actions to Consider

GOAL: TO PRESERVE, SUSTAIN AND ENHANCE RANCHING, AGRICULTURE AND OPEN SPACE LANDS WITHIN GUNNISON COUNTY.			
Objective	Implementation Measure	Mechanism	Responsibility
Agriculture Objectives			
Inform the community about the ranching lifestyle to build support.	Gunnison County shall be the lead in producing a brochure regarding the economic, cultural and environmental value of agricultural uses in the County. The brochure shall be available at all County offices, real estate offices, Chamber of Commerce and other public agencies.	The County, the Stock Growers Association, the American Farmland Trust and the Colorado State Extension Office shall enter into a partnership to produce and distribute the brochure .	Gunnison County, Stockgrowers Association, Cattlemen Association, C.S.U.. Extension, American Farmland Trust.
Encourage the viability of ranching and other existing agricultural operations.	Ensure that existing land use regulations do not encourage the conversion of viable agricultural operations to other uses.	Review existing regulations to ensure that the diversification or expansion of uses that increase the viability of agriculture are not discouraged.	Gunnison County, Stockgrowers Association, Cattlemen Association, C.S.U.. Extension.
Promote diversification of existing agricultural uses.			
Promote community gardens and Farmers' Markets.	Ensure that land use regulations encourage the use of Farmers Markets through the use of expedited review process for Special Use Permits.	The County shall review all existing regulations, revise accordingly and encourage municipal support.	Gunnison County, Municipalities
Support public lands policies that allow a viable ranching economy to continue.	The County shall appoint a representative to participate in the update of all USFS and BLM management plans to ensure that ranching continues as a viable component of the local economy.	County Commissioner Appointment	Gunnison County
Maintain water basin integrity by opposing trans-basin export by supporting ways to keep water in the county.	Continue Gunnison County's long-standing tradition of opposing trans-mountain diversions at the local, state and national level.	The County will appoint a staff person to monitor legislation (State and Federal), present recommendations to the Board of County Commissioners, and ensure that the position of Gunnison County shall be prominent as proposals for trans-basin diversions are discussed at all levels of government.	Gunnison County, Upper Gunnison Water Conservancy District.
Restrict motorized and on-motorized use to their designated areas throughout the County by correct use of signage and educational information. Discourage motorized use in inappropriate areas by encouraging cooperation with Federal agencies and appropriate user groups.	1. Gunnison County shall undertake a comprehensive review of all road restrictions to ensure that the public (through signage, web site notifications, etc.) understand existing regulations. If necessary, funds will be set aside to rectify any weaknesses in enforcement of regulations.	Establish Working Group	Gunnison County
	2. Appoint the Long Range Planner to the Landscape Working Group and Travel Management Plan Focus Groups as the USFS revised the Forest Plans.	County Commissioner Appointment	Gunnison County

Agriculture and Open Space Focus Group Actions to Consider

Objective	Implementation Measure	Mechanism	Responsibility
Open Space Objectives			
Encourage development to occur close to existing services.	<p>1. Finalize and adopt via Intergovernmental Agreements all Three Mile Plans of Gunnison, Crested Butte and Mt. Crested Butte that will encourage development to occur in and near existing municipal areas. Consider adopting zoning in the Three Mile Planning Areas consistent with locally adopted land use plans.</p> <p>2. Investigate the implementation of a Transfer of Development Right Program in cooperation with all three municipalities to allow for the transfer of development rights from rural/agricultural lands to areas more appropriate for development.</p>	Convene a Three Mile Planning Task Force to implement the finding of the Three Mile Plan Focus group and the Agriculture/Open Space Focus Group to promote the adoption of IGAs for all Three Mile Plans and continue to research the applicability of a TDR Program in Gunnison County.	Town of Crested Butte, Town of Mt. Crested Butte, City of Gunnison and Gunnison County. Consider obtaining outside assistance (Sonoran Institute and any other incorporated areas that occur in the future.
Promote trails and public access for community use while respecting private property rights with guidance from the Gunnison Trails Commission.	The Gunnison County Trails Master Plan shall be considered official County policy regarding the expansion of the trail system. The document and associated maps shall be used within the review process to ensure compliance and implementation of the Trails Master Plan.	All development in the County, where feasible, shall incorporate the recommendations of the Trails Master Plan into project design, and shall provide easements and connections to ensure the implementation of the Master Plan.	Gunnison County
Protect water quality and quantity and promote water conservation: riparian, watersheds, streams, rivers, wetlands, lake and small scale storage, and irrigated agricultural water.	Gunnison County shall adopt a Water Quality and Quantity Program that shall include a comprehensive storm water management system, the use and encourage the use of native vegetation landscaping, adequate setbacks from existing waterways, aggressive flood plain and wetlands protection standards and all other means to protect these resources.	The County shall convene a Water Quality Working group to provide the Planning Commission and the Board of County Commissioners with specific recommendations regarding the protection of water resources in the County. Issues shall include physical water supply for future development, floodplain protection, wetlands protection, landscaping standards, etc.	Gunnison County, RMBL, Division of Water Resources, Colorado Division of Wildlife, Western State College, Upper Gunnison Water Conservation District, Colorado Water Conservancy District.
Protect the scientific, environmental and ecological value of Rocky Mountain Biological Lab (RMBL) and promote biological diversity and habitat.	Establish a Special District Overlay Zone and transportation alternatives that would apply to all lands that in around RMBL that would ensure that the biological and environmental integrity of the lab would be protected to perpetuity.	With the assistance of the Rocky Mountain Biological Lab, County staff shall identify all unique impacts associated with development in and around the Lab. Special Geographic Area shall be defined, and regulations and review criteria shall be implemented to protect the viability of the Lab.	Gunnison County, Rocky Mountain Biological Lab
Recognize the impacts on RMBL and the environmental impacts including the water quality in the East River drainage by discouraging development in Snodgrass.	Integrate the unique issues surrounding RMBL and upper basin water quality and quantity in the County's 1041 process when, and if development of Snodgrass is presented to the County for approval.	Integrate a policy statement into the relevant land use regulations highlighting standards to be used in Snodgrass approval regarding the critical nature of water quality and quantity .	Gunnison County
Closely regulate economic activity antithetical to our goals, such as timber harvesting , mining and oil and gas development.	Review all existing regulations pertaining to timber harvesting, mining and gas development to ensure that the findings of all focus groups are integrated into County regulations. Revise as necessary.	The County shall review all existing regulations, and revise accordingly.	Gunnison County

Agriculture and Open Space Focus Group Actions to Consider

Objective	Implementation Measure	Mechanism	Responsibility
Enhance and protect the aesthetic values of the East River Corridor/State Highway 135 viewsheds by use of clustering as well as greenbelts, buffers and easements along the highway and other conservation tools.	The County shall convene a Viewsheds Corridor Working Group to consider a viewsheds protection program based on physical, "line-of-sight" analysis that would require alternative site analysis for projects within the State Highway 135 Corridor and other corridor identified as crucial to protect important view planes.	County Commissioner Appointment/Staff Participation	Gunnison County
Identify and map archeological sites throughout the County for use in reviewing projects for preservation of significant sites. Make use of experts in the field.	1. With the cooperation of the National Park Service, the United State Forest Service and Western State College, Gunnison County shall develop a comprehensive Archeological and Cultural Resources Mapping Program to identify all important known resources in the County.	Establish Working Group of qualified professionals to map sites.	Gunnison County, NPS, USFS, Western State College
	2. All project reviews will include an assessment of the relationship between the site and all known resources. These resources will be protected to the maximum extent feasible, and if necessary, will include on-site monitoring by a qualified professional.	Regulatory Modification	Gunnison County
Discourage use of magnesium chloride and explore alternatives to protect plant life and water quality along the highways and roadways.	Explore alternatives that are being implemented in other counties, and make recommendations to the Board of County Commissioners as appropriate.	County policies shall adopt and fund alternative methods as appropriate.	State of Colorado, Gunnison County, Colorado Department of Transportation, Municipalities
Support conservation organizations in the County (Crested Butte Land Trust, Gunnison Ranchland Conservation Legacy, Trails Commission, Land Preservation Board) and continue to work with conservation organizations locally, regionally and nationally.			

**Transportation Focus Group - Mass Transit
Actions to Consider**

GOAL: THE TRANSPORTATION COMPONENT OF THE COMPREHENSIVE PLAN SHOULD PROTECT THE QUALITY OF LIFE, MITIGATE IMPACTS OF GROWTH, PROTECT ENVIRONMENTAL QUALITY OF LIFE, AND SHOULD BE IMPLEMENTED IN A SOUND FISCAL MANNER.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Implement a County Transportation Impact Fee	The County shall allocate funding, when available and appropriate, to conduct a feasibility assessment on the implementation of a County Transportation Impact Fee for new developments. This analysis shall include the following component; (1) Population projections and a 10 YEAR transportation model that would reasonably predict impacts of expected growth on the county road network; expected cost of improvements necessary to achieve an agreed-upon Level of Service; Costs associated with necessary improvements; a legally defensible nexus between the impacts of future development a reasonable impact fee.	County Funding	Gunnison County
2. Develop and promote mass transit services in urban Areas	In cooperation with existing transit providers and representatives from all municipalities and the county, a Task Force should be established to produce a report that would make recommendations in the following issues: (1) Methods, costs, and expected outcomes for improving mass transit within all municipalities; (2) Feasibility and costs associated with expanding transit service to include Gunnison to Mt. Crested Butte; (3) Feasibility of re-directing funds from the recently formed Rural Transportation Authority when money can be reallocated from the flight ensures program.	Task Force Development	Gunnison County, Municipalities, CDOT
3. Expand mass transit between CB South and Mt. Crested Butte			
4. Expand mass transit between CB South and Gunnison			
5. Expand mass transit service in and around Gunnison linking with up-valley service			
6. Investigate alternative modes and routes of mass transit in the corridor between Crested Butte and Mt. Crested Butte			
7. Determine the need and formulate recommended actions to protect needed right-of-ways for future rail	The County and Municipalities shall continue to explore methods of establishing future rail and mass transit corridors that respect private property rights and concerns, focusing on developing and protecting corridors within public rights-of ways. Consider the use of RTA funds for feasibility studies.	Project Review, City/County Cooperation	Gunnison County, Municipalities
8. Provide shuttle services from parking lots to popular recreational and other destinations to include Gothic/Schofield Corridor trailheads..	Continue to work with Alpine Express and other transportation operators to ensure the THAT special event S have an transportation alternative to the single-occupant automobile.	Project Review, City/County Cooperation	Gunnison County, Municipalities
9. Consolidate, coordinate, and expand existing social service mass transit in and around municipalities	The County and Municipalities shall utilize available transit opportunities and satellite parking strategies to limit traffic impacts associated with special events within both the County and municipalities.		
10. Plan for special event parking sites serviced by mass transit around municipalities			
11. Develop satellite parking locations for RVs served by mass transit in and around the City of Gunnison			

**Transportation Focus Group - Transportation Demand Management
Actions to Consider**

GOAL: THE TRANSPORTATION COMPONENT OF THE COMPREHENSIVE PLAN SHOULD PROTECT THE QUALITY OF LIFE, MITIGATE IMPACTS OF GROWTH, PROTECT ENVIRONMENTAL QUALITY OF THE VALLEY, AND SHOULD BE IMPLEMENTED IN A SOUND FISCAL MANNER.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Implement travel demand management strategies and land use policies as part of a comprehensive package	Consider the formation of a single TDM Working Group assigned the task of developing TDM policies in land use development, parking management, carpooling, information dissemination, alternative transportation mode enhancement, promoting flexible work hours, and expansion of transit opportunities.	Working Group Formation	Gunnison County, Municipalities, CDOT
2. Develop local parking codes in municipalities to support TDM strategies			
3. Create a Transit Demand Association under the umbrella of the RTA			
4. Use carpooling as an integral component of Transportation Demand Strategies.			
5. Encourage teleworking and variable work hours			
6. Develop a regional employee/community based TDM program			
7. Promote non-auto tourism			
8. Evaluate and implement metered parking along Elk Avenue and a residential permit parking program			
9. In coordination with municipalities , determine the need and formulate recommended actions for intercept parking lots in appropriate areas			
10. Promote local services/facilities (I.e. Mt. Crested Post Office) that reduce traffic on Gothic Road between Mt. Crested Butte and Crested Butte			
11. Affordable housing and services (Banks, Post Offices, Grocery Stores, etc.) should be clustered near mass transit			
12. Encourage alternative modes of transit (I.e. rickshaw, horse drawn carriage) and an integral part of TDM strategies			
13. Develop comprehensive parking program for Crested Butte, Mt. Crested Butte and surrounding communities			

**Transportation Focus Group - Bicycle and Pedestrian
Actions to Consider**

GOAL: THE TRANSPORTATION COMPONENT OF THE COMPREHENSIVE PLAN SHOULD PROTECT THE QUALITY OF LIFE, MITIGATE IMPACTS OF GROWTH, PROTECT ENVIRONMENTAL QUALITY OF THE VALLEY, AND SHOULD BE IMPLEMENTED IN A SOUND FISCAL MANNER.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Develop a comprehensive bicycle and pedestrian circulation plan with private land owners, land management agencies and local/county jurisdictions	In cooperation with all Cities and Town, the County should consider co-sponsoring a long-term, cooperative Bike and Pedestrian Master Plan that would address issues regarding bicycle and pedestrian modes both within and between existing urban areas.	Working Group Formations	Gunnison County, Municipalities, CDOT
2. Develop and implement a "share the road" signage program along State Highway 135 and Gothic Road			
3. Develop, enhance and enforce a bicycle and pedestrian roadway crossings throughout Gunnison County.			
4. Increase sweeping of road shoulders and maintenance for existing paved bicycle trails (all seasons)			
5. Maintain safe access to school programs in all municipalities			
6. Implement the Gunnison County Trails Master Plan			
7. Provide off-street pedestrian corridors in high use areas			
8. Establish enclosed bus shelters in appropriate areas			
9. Complete off-street trail between Crested Butte and Mt. Crested Butte by extending the recreational path to the north end of Mt. CB			
10. Determine the need and formulate recommended actions to create an off-street trail between Crested Butte and Crested Butte South			
11. Improve linkages from Crested Butte street system to area trails			
12. Determine the need and formulate recommended actions for a free bike program			
13. Provide bicycle parking at critical mass transit linkage points.			

Transporation Focus Group - Motor Vehicle Actions to Consider

GOAL: THE TRANSPORTATION COMPONENT OF THE COMPREHENSIVE PLAN SHOULD PROTECT THE QUALITY OF LIFE, MITIGATE IMPACTS OF GROWTH, PROTECT ENVIRONMENTAL QUALITY OF THE VALLEY, AND SHOULD BE IMPLEMENTED IN A SOUND FISCAL MANNER.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Re-assess Level of Service (LOS) designations and projections for Gothic Road between Crested Butte and Mt. Crested Butte and assess ways to maintain appropriate LOS designations for the next 10 years.	The County, in cooperation with Mt. Crested Butte, RMBL and the Town of Crested Butte, convene a Working Group to re-visit LOS designation to ensure public safety, environmental protection and the long-term viability of the Rocky Mountain Biological Lab. Consider the implementation of tollgates, parking fees, or mid-day closures to private traffic.	Working Group Formations	County, Cities/Towns, RMBL, USFS, CDOW
2. Consider limiting vehicle access up Scofield Pass and through the Gothic townsite. Explore the possibility for disincentives for private vehicle usage.			
3. Work with the USFS on managing winter vehicle access in back country areas (e.g. Cement Creek Road)			
4. Integrate County road extension programs with local municipalities. Proposed development plans in unincorporated Gunnison County should not affect the municipal road infrastructure within appropriate input.	Consider adoption of Intergovernmental Agreements that, coupled with the adoption of Three Miles Plans by both the County, CDOT and local jurisdictions, would ensure that road extensions, signage, emergency response, will be uniform between all municipalities and reassess road standards where appropriate to minimize the environmental land visual impacts of new road development and improvement.	IGA	Gunnison County, Municipalities, CDOT, Fire Protection Districts
5. Assess geometric road design standards and determine if modified standards can be applied in certain developments to reduce cut/fill and other impacts from road construction.			
6. Use acceptable traffic levels to determine maximum carrying capacity limits for the upper valley.			
7. Maintain and improve signage and marking from Crested Butte through Mt. Crested Butte			
8. Provide traffic calming/entry features on regional roadways entering cities, towns and Crested Butte South.			
9. Provide shoulders and turn lanes on State Highway 135 from Gunnison TO Crested Butte.			
10. Construct scenic pullouts along State Highway 135 accompanied with appropriate signage.			
11. Evaluate and implement policies to address the needs of emergency response services			
12. Obtain seasonal traffic counts at selected locations throughout the regional on an on-going basis to monitor traffic volumes to include traffic counts in Gothic/Schofield, Slate, Washington Gulch, Cement Creek and Brush Creek Corridors. CONSIDER ESTABLISHING TARGET POINTS FOR ACCEPTABLE LEVEL OF SERVICE (LOS) THAT WOULD TRIGGER ADDITIONAL MITIGATION STEPS TO REDUCE TRAFFIC IMPACTS.			
13. Evaluate a truck by-pass through Gunnison to State Highway 135.			
14. Develop and evaluate parking disincentives to encourage use of alternative transportation.			

**Environmental Issues
Focus Group
Actions to Consider**

MISSION STATEMENT: GUNNISON COUNTY RECOGNIZES THAT THE ENVIRONMENT IS THE FUNDAMENTAL BASIS FOR A VITAL AND SUSTAINABLE ECONOMY. A HEALTHY ENVIRONMENT IS ABSOLUTELY NECESSARY FOR THE PHYSICAL AND MENTAL WELL BEING OF OUR RESIDENTS AND VISITORS. FINALLY, THE GUNNISON COUNTY COMMUNITY RECOGNIZES THAT OUR ENVIRONMENT HAS INTRINSIC VALUE, AND THE COUNTY SHOULD DEVELOP IN A WAY THAT MAINTAINS A HEALTHY ECOSYSTEM.			
Objective	Implementation Measures	Mechanism	Responsibility
Ecological Resources			
1. Gunnison County should ensure that sufficient quantities of high-quality habitat exist to support viable populations of existing species.	The County shall, in coordination with the Division of Wildlife, The Nature Conservancy and RMBL, map all essential habitat. These maps shall be included with the adopted Master Plan, updated periodically, provided to the development community, and become a component of project review.	Master Plan, 1041 Process, LUR Revision	Long Range Planning, Planning and GIS, Nature Conservancy, RMBL
2. The County should protect its unique biological features, including but not limited to the Gunnison Sage Grouse, Lynx, the Mt. Emmons Iron Fen and the sundew plant (<i>Drosera rotundifolia</i>), as well as other resources identified by expert sources such as the Colorado Natural Heritage Program's Survey of the Gunnison Wetlands.	1. The County shall adopt a Transfer of Development Rights Program, which shall include a component dedicated to the preservation of habitat identified by the County and consulting experts. This program shall also include the integration of available funds for the protection of threatened and endangered species to increase the effectiveness of the program in protecting habitat. 2. Policies should be created to provide incentive to the development and landowning community to participate in a voluntary TDR program.		
3. Future development patterns should be designed to minimize fragmentation of habitat.	All development proposals will utilize the available mapping in the design process, and shall demonstrate to the satisfaction of the Planning Commission and the BOCC that these ecological resources have been addressed in the project's development.	LUR Revision, TDR Program Implementation, Adopt Zoning in Three Mile Planning Areas	Long Range Planning, Planning, Nature Conservancy, Division of Wildlife
4. In the context of changing climatic conditions, the County should manage open space and development patterns to provide sufficient flexibility for future generations to maintain healthy ecosystems.	Consistent with existing three mile planning areas, development shall be encouraged to occur within close proximity to existing urban areas.		
5. The County shall adopt a strategy to maintain the environmental value of existing ranches.	1. Development proposals shall be encouraged to cluster building envelopes and provide maximum open space. 2. All future homeowners adjacent to agricultural land uses shall receive a copy of "The Code of West" as a part of all closing documents. 3. Development shall not compromise the ability of existing/adjacent agricultural uses to continue operation.	Master Plan, LUR Revision, Coordination with Board of Realtors and Title Companies	Long Range Planning, Planning

**Environmental Issues
Focus Group
Actions to Consider**

Objective	Implementation Measures	Mechanism	Responsibility
Decrease use of non-renewable fuels			
6. Future development patterns shall encourage transportation systems that minimize environmental & human health degradation.	The County shall adopt a Future Land Use Map that will promote compact development patterns (such as within Three-Mile Plan areas) that promote the use of mass transit and other alternatives to the automobile. Additional steps will include: implementation of a Transportation Impact Fee that will be used to fund mass transit and regional bike/walk path development consistent with the Trails Master Plan; Require developments to incorporate bicycle and pedestrian facilities in project design; require design to allow for the connection of existing subdivision trail systems; continue to pursue the connection of Gunnison, CB South and Crested Butte for bikes and pedestrians.	Master Plan, Future Land Use Map, Transportation Impact Fee,	Long Range Planning, Planning, Trails Committee
7. The County shall develop a set of building guidelines to encourage the conservation of energy and natural resources.	1. The County shall develop and publish a document, available at the Planning and Building Office, that alerts the community to alternatives in building design and materials. In addition, the document will include contact information regarding suppliers of alternative and safe building materials and products. The County will encourage, and not prohibit, the use of natural gas and alternatives to solid fuel burning devices.	Brochure Development	Long Range Planning, Planning, Building Department
	2. The County shall adopt an incentive-based program to discourage highly consumptive construction, regarding building size, energy efficiency, construction efficiency, etc.		
	3. The County shall institute a program similar to CORE to facilitate sustainable building practices.	County Policy and Decision-making	
Air Quality			
8. The County will strive to maintain or improve air quality, both indoor and outdoor, reducing any and all negative health impacts.	Future land use patterns will be developed to encourage the use of natural gas and clean-burning renewable methods as opposed to solid-fuel burning devices, which at a minimum should be EPA approved. Open fire places should be phased out.	LUR Revision, Future Land Use Map	Long Range Planning, Planning
Water Quality and Quantity			
9. The sustainability of water quality, riparian areas, floodplains and wetlands will be enhanced rather than degraded.	The County shall, in coordination with the Division of Wildlife, The Nature Conservancy and RMBL and any other appropriate source map all essential riparian areas, floodplain and wetlands. All development proposals will utilize the available mapping in the design process, and shall demonstrate to the satisfaction of the Planning Commission and the BOCC that these resources have been addressed in the project's development. The County shall use the best available science to determine setbacks and other measures to protect these resources. Effluent management shall be strictly enforced.	Master Plan, 1041 Process, LUR Revision	Long Range Planning, Planning
10. There shall be no loss of natural wetlands as the human population grows. The quality and quantity of wetlands will be protected from damage and destruction.	When building and maintaining infrastructure, the County should use and require materials and methods which minimally impact water quality.		

**Environmental Issues
Focus Group
Actions to Consider**

Objective	Implementation Measures	Mechanism	Responsibility
11. To promote natural river and stream flows, Gunnison County should allow natural changes in river and stream channels to occur with minimal human intervention.	Generally, this is a no action measure, unless, for example, a beaver dam floods a road and needs to be remedied.	Master Plan, Colorado Water Conservation Board, Legislative Participation	Long Range Planning, Planning, BOCC
12. New development should have sufficient water resources to support the project's projected demand.	Water Augmentation Plans and senior water rights must be in place at the point of County approval of a subdivision.		
13. Gunnison County shall maintain in stream flows sufficient to support a healthy ecosystem and keep Gunnison County water in Gunnison County.	The County shall continue to fiercely oppose any trans-mountain diversion of the watershed's resources.	County Policy and Decision-making	BOCC
14. There shall be sufficient water to sustain agricultural operations. Additionally, further development of the county should be limited to what can be supported by water availability during periods of unusual droughts over a 100-year time frame.	The County shall develop, in coordination with the Colorado Water Conservation Board and the State Engineer's Office, a model to ensure that the expected build out of the future land use map can be accommodated based on 100-year drought cycles.	Long Range Planning, Planning, Consultants	Long Range Planning, Planning, Consultants
Visual Resources			
15. Gunnison County should protect its natural viewsheds. The County shall adopt policies that minimize fragmentation and degradation of scenic views.	The County shall produce a series of maps for the county that detail important viewsheds and ridgelines for use in the development review process. All development proposals will have to demonstrate sensitivity to these areas through alternative building envelope siting, architectural design, and non-intrusive building materials, and non-impactive lighting requirements.	Master Plan, LUR Revision	Long Range Planning, Planning
16. Minimize and reduce light pollution of the night sky so that the greatest number of stars may be seen by the naked eye and through telescopes.	Adopt best practices to prevent light pollution including: full cut-off luminaires, education on "dark-sky" outdoor lighting design principles, and efforts to ensure availability of compliant light fixtures.		
17. Maintain the scenic value of existing ranches and promote agricultural sustainability.	The County shall adopt a strategy that would provide opportunities for agricultural diversification, limited development opportunities in exchange for long-term open space protection, and setback requirements for important viewsheds.		
18. Native wildflowers should be maintained in their natural habitat.	<p>1. The County shall protect prominent wildflower habitat for its intrinsic and economic value.</p> <p>2. Noxious weed control measures shall be enforced.</p>		

**Environmental Issues
Focus Group
Actions to Consider**

Objective	Implementation Measures	Mechanism	Responsibility
Recreation and Trails			
19. Recreation will be managed to minimize impacts to the environment.	1. The County shall consider additional travel restrictions, consistent with prior and future recommendations of the Trails Commission, to ensure that recreational uses of trails and county roads are consistent with the mission statement of the Environmental Focus Group.	Master Plan, Public Works, USFS	Long Range Planning, Planning, Trails Committee
	2. The County shall assign a specific county staff or commission member to the Forest Service Landscape Working Group.	County Policy and Decision-making	BOCC
20. Maintain or create access to public lands and amenities such as trails, open space and parks.	1. All developments that are located adjacent to federal lands that had prior public access shall retain these access points into the future.	Master Plan, LUR Revision	Long Range Planning, Planning, USFS, Public Works
	2. All future development will ensure that trails or open spaces included within the proposal are linked with adjacent existing development to create linkages.		
Noise/Recycling			
21. The County will make every effort to control excess noise and vibration to protect the health, welfare and quality of life.	Guideline values will be set with regard to environment, situation and annoyance based on the lowest levels of noise that affect health. Typical maximum levels are at 50 - 55 dBA, representing daytime levels at which the majority of the population will be protected from becoming moderately or seriously annoyed. The County shall ensure that the existing LUR's Permissible Noise Levels, Table 5-17 is adequate to address issues concerning noise control and revise if necessary. Restrictions shall be considered that include restrictions on the use of jake brakes, hours of operation for construction activities, and included within the LUR. The City and County shall adopt a Noise Ordinance when this becomes available and this will supercede the LUR's Permissible Noise Levels.	Master Plan, LUR Revision	Long Range Planning, Planning, USFS, Public Works
22. The County shall continue to reduce waste by actively promoting recycling and reuse.	1. The County shall continue to provide collection sites in appropriate areas of the County to encourage recycling.	County Policy and Decision-making	Long Range Planning, Planning, Public Works
	2. All County facilities, including the proposed Business Park, shall set the example of maximum recycling of all materials associated with these sites.		
	3. All County projects shall use alternative building materials and green building techniques in their construction.		
	4. County departments will be a model for all recyclable products.		

**Environmental Issues
Focus Group
Actions to Consider**

Objective	Implementation Measures	Mechanism	Responsibility
Natural Hazards			
23. Manage development patterns to minimize the potential damage from geologic hazards, reduce wildfire hazards, and reduce avalanche hazards to humans and structures.	1. The County shall finalize all of the hazard mapping that has been conducted as part of the Master Planning Process. All development proposals will utilize the available mapping in the design process, and shall demonstrate to the satisfaction of the Planning Commission and the BOCC that these hazards have been addressed in the project's development. Satisfactory adherence shall be based on avoidance, not mitigation.	Master Plan, LUR Revision, 1041 Regulations	Long Range Planning, Planning
	2. The County shall promote conversion of county solid waste from an environmental and social liability to a public asset by considering solid waste (sludge) as a viable resource.	County Policy and Decision-making	BOCC, County Staff
Cultural Resources			
24. Historic (i.e. pioneer) and ancient (indigenous) sites will be protected.	1. The County, with assistance with Western State College, will develop a methodology to map all known cultural resources using the County's GIS system. A component of project review would include an analysis of the project's impacts on these resources. If resources are on-site and impacted by grading, road or utility alignments, experts would be contacted to supervising excavation or catalog resources as is appropriate.	LUR Revisions, 1041 Regulations	Long Range Planning, Planning
	2. Road and building projects will be designed to avoid damaging cultural resources.	LUR Revisions, 1041 Regulations	Long Range Planning, Planning
25. Archeological research will be encouraged by the County.	The County should consider including an archaeological component within the proposed Science and Technology Center.	County Policy and Decision-making	BOCC, County Staff
Human Resources			
26. Promote a healthy living and working environment in Gunnison County.	The County shall include green building techniques in all County projects and assist in the formation of a CORE Office in the County	County Policy and Decision-making	BOCC, County Staff
27. Gunnison County should encourage and support scientific research that will provide information needed to manage the Gunnison Basin ecosystem in the future.	1. The County shall explore the option of incorporating a "down-valley" RMBL within the Science and Technology Center, and continue to utilize the best possible scientific data in land use decisions and future planning efforts.	County Policy and Decision-making	BOCC, County Staff
	2. Any development proposals shall have no impact on the sustainability of institutions such as the Rocky Mountain Biological Laboratory and Western State College in terms of traffic, visual, environmental, or natural hazard impacts.	Master Plan, LUR Revision, 1041 Regulations	BOCC, County Staff
	3. The County will consider the inclusion and expansion of research opportunities in future County facilities.	County Policy and Decision-making	BOCC
28. Our environment supports many recreational activities. Recreation will be managed to minimize impacts to the environment.	The County shall continue to be involved in Forest Service planning efforts.	LUR Revisions, County Policy Decision Making	Long Range Planning, Planning, Trails Committee
29. Maintain or create access to public lands and amenities such as trails, open space and parks.	The shall ensure that new subdivisions do not restrict historic and legally defensible access to public lands, and shall respect the Trails Master Plan.	Master Plan, LUR Revision, 1041 Regulations	Long Range Planning, Planning

Recreational Focus Group - Alpine Skiing Actions to Consider

GOAL: ENHANCE THE SKIING/SNOWBOARDING EXPERIENCE FOR GUNNISON COUNTY RESIDENTS AND OUR VALUED OUT-OF-TOWN CUSTOMERS BY IMPROVING THE EXISTING BASE AREA AMENITIES AND UPHILL LIFT FACILITIES AND TERRAIN FOR ALL LEVELS OF SKIERS AND SNOWBOARDERS.			
Objective	Implementation Measure	Mechanism	Responsibility
1. Ensure that adequate terrain exists for all levels of skiers and snowboarders to ensure that Crested Butte Mountain Ski Area can compete with other destination resorts in terms of attracting and retaining visitors.	1. Provide adequate advanced terrain for individuals who ski/snowboard on black or double black runs.	Existing terrain is adequate, but should be maintained and marketed to ensure that we capitalize on our assets on an on-going basis.	Crested Butte Mountain Ski Area
	2. Provide additional beginner and intermediate terrain for individuals who ski/snowboard on blue and green runs.	1. Utilize outside consultants and existing data (i.e. Branding Study results and Individual Guest Exit Survey data), to determine amount of additional acreage needed for expansion.	Outside Consultant, Crested Butte Mountain Ski Area
		2. Determine if required acreage is available on existing mountain, and if Snodgrass is needed to meet the additional acreage. (See Footnote)	Outside Consultant, Crested Butte Mountain Ski Area, USFS
		3. Ensure that all visitors are aware of existing beginner and intermediate terrain through improvements in the distribution and marketing of trail maps and descriptions.	Crested Butte Mountain Ski Area
2. Ensure that on-mountain facilities are adequate to retain and attract skier/snowboarder visitor(s) to Crested Butte Mountain Ski Area.	1. Determine the safety and quality of all lifts, and improve and replace as necessary.	Evaluate and test all on-mountain facilities on a regular basis to determine if improvements are necessary.	Crested Butte Mountain Ski Area, USFS, Colorado Tram Safety Board, Gunnison County, CDOH, Mt. Crested Butte Water and Sanitation District, Mt. Crested Butte
	2. Enhance and improve on-mountain dining and other facilities.	Evaluate all restaurants using available data (i.e. Branding Study results and Individual Guest Exit Survey data) on a regular basis to determine if improvements are necessary.	
3. Ensure that the base area is functional, competitive with other similar destination resorts, and serves as an asset to the community.	Develop an overall Master Plan for the redevelopment of the base village that is functional, is consistent with the needs and desires of the community and visitors, and allows Crested Butte Mountain Ski Area to remain competitive with other destination resorts.	Using available survey data, community input, multi-jurisdictional support and input (i.e. Branding Study results and Individual Guest Exit Survey data), develop an overall vision for the future of the base area that is sustainable, fiscally obtainable and can be implemented without compromising existing community assets.	Crested Butte Mountain Ski Area, Outside Consultants, Gunnison County, Crested Butte and Mt. Crested Butte, USFS
4. Ensure that off-mountain support services are at a level to allow Crested Butte Mountain Ski Area to remain competitive with other similar destination resorts.	As a component of any overall expansion or improvement plan, ensure that all required off-mountain support services are adequate and at a level that is competitive with other similar destination resorts.	As plans are developed for improvements to existing and future terrain, an analysis of all off-mountain support facilities (transportation, secondary recreational facilities, commercial/retail) will be conducted to identify and rectify deficiencies.	Crested Butte Mountain Ski Area, Outside Consultants, Gunnison County, Crested Butte and Mt. Crested Butte, Service Providers.
5. Develop special events that showcase Crested Butte Mountain Ski Area as a comprehensive skiing/snowboarding resort.	Consistent with overall marketing strategies, additional events shall be identified, marketed and attracted to take advantage of Crested Butte Mountain Ski Area winter resources.	Special events such as an International Federation of Skiing or World Championship (FIS) event, or other world-class skiing, snowboarding and other winter events will be aggressively pursued to increase visitors and exposure of the resort.	Crested Butte Mountain Ski Area, Gunnison County/Crested Butte Tourism Association, Chamber of Commerce, USFS

Recreational Focus Group - Boating Actions to Consider

GOAL: TO INCREASE THE NUMBER OF VISITORS THAT UTILIZE GUNNISON COUNTY BOATING FACILITIES (I.E. BLUE MESA, TAYLOR, SPRING CREEK, PAONIA, MORROW AND CRYSTAL RESERVOIRS) WITHOUT COMPRISING THE NATURAL/WILDERNESS EXPERIENCE AND ENVIRONMENT.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Prevent/reduce visitor drops due to natural influences, such as low water flow, wildfire, etc.	1. Eliminate misconceptions within the general public with respect to existing conditions, e.g., forest fires during 2002 season.	Provide/maintain local liaison with National Park Service, the United States Forest Service and the Bureau of Land Management Staff and the media to ensure accuracy of information.	Gunnison County/Crested Butte Tourism Association, National Park Service
	2. Establish and maintain an emergency fund for fires, etc.	Consider developing a pool of funds that can be applied to fighting and preventing fires before they become an issue that impacts tourism	Gunnison County/Crested Butte Tourism Association, Gunnison County and Municipalities
2. Increase utilization of Gunnison County boating facilities.	Enhance promotional/marketing activities.	Identify necessary promotional/marketing measures the County should implement.	Gunnison County/Crested Butte Tourism Association, National Park Service

Recreational Focus Group - Fishing Actions to Consider

GOAL: PROVIDE AND MARKET GUNNISON COUNTY RECREATION OPPORTUNITIES WHILE PRESERVING THE ENVIRONMENT PROVIDING THESE OPPORTUNITITES.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Maintain or enhance public access to rivers, streams, lakes, and reservoirs.	Procure public access on identified priority sections of privately owned bodies of water.	Public access through private lands by easements, acquisition, or exchange.	Federal agencies, State, County, and local governments and land trusts.
2. Assure healthy fish populations of; Kokanee salmon, Rainbow, Brown, Cutthroat, and Brook Trout.	Monitor fish populations, harvest, and health while replenishing populations with healthy disease resistant native strains of fish species.	Develop disease resistant native strains of fish species. Maintain or increase fish stocking production rates for non-wilderness bodies of water.	Colorado Division of Wildlife.
3. Promote fishing opportunities in Gunnison County.	Increase marketing of fishing opportunities through; advertising, outfitter/guides, and special events for non-native, game fish species.	Increase the number of special fishing events on the Taylor and East Rivers, & Blue Mesa and Taylor Park Reservoirs.	Federal agencies, Gunnison County/Crested Butte Tourism Association, local fishing shops, Chamber of Commerce's, & local marinas.
4. Maintain or enhance quality of fishing experience.	Limit commercial rafting operations on the Taylor River.	Balance the number of commercial boats & launch times for commercial outfitters & guides so as to allow for quiet fishing periods on the Taylor River.	Local commercial operators and USFS

**Recreational Focus Group - Hiking
Actions to Consider**

GOAL: GUNNISON COUNTY WILL PROVIDE A COMPREHENSIVE HIKING TRAILS SYSTEM (ON BOTH PUBLIC AND PRIVATE LANDS) THAT IS SENSITIVE TO THE NATURAL ENVIRONMENT ON THESE LANDS.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Identify all existing hiking trails, including public access	Evaluate all existing Hiking Trails Maps and develop one comprehensive Hiking Trails Map for public information purposes.	Gunnison County staff and appropriate private consultants and map providers shall develop a set of detailed Activity Maps that provide recreational opportunities in the County.	Gunnison County Staff
2. Develop a rating system that identifies the degree of difficulty of each trail	Evaluate all existing Hiking Trails Maps that currently have some type of difficulty rating system in use.	Gunnison County staff, with the assistance of qualified experts, shall develop and map a uniform rating system of trails in the County.	Gunnison County Staff
3. Implement a Comprehensive Trails Maintenance Program	Initiate a formal Hiking Trails Maintenance Program that includes capital improvements and funding mechanisms that enhance the hiking experience.	Volunteer users of and other interested individuals shall take an active role with the County in the maintenance/capital improvement plan.	Gunnison County Staff and USFS
4. Increase the utilization of the hiking trail program	Provide and maintain a formal Promotion Program of the County's existing hiking trails.	Gunnison County/Crested Butte Tourism Association's Marketing & Promotion Plan for the County.	Gunnison County/Crested Butte Tourism Association
5. Utilize the newly developed 2003 Activities Map and the Trails Master Plan as blueprints for the planning and allocation of future trails expansion and identify a funding mechanism to implement expansion plans.	New Residential and Commercial development shall be required to provide easements for public access to the adopted Trails Master Plan. The County shall also review the potential to expand the trails system to accommodate future demand.	Revision of all applicable regulations will be modified to include this requirement. This requirement will be included in sales contracts.	Gunnison County and Local Jurisdictions
6. Support the linkages of hiking trails between the County and local municipalities by enhancing and ensuring coordination and cooperation..	The planning, development and enhancement of the Hiking Trail System must be shared between the County and local municipalities to assure implementation of existing Master Plans.	Interaction and coordination between local and county officials and staff.	Gunnison County and Local Jurisdictions
7. Ensure that new development include a trails component consistent with the Trails Master Plan	Any subdivision shall require that easements be granted and recorded, where appropriate to accomplish the recommendations of the Trails Master Plan.	Revision to Subdivision Regulations.	Gunnison County Staff
8. Encourage current events to expand and allow linkages with existing and future hiking opportunities.	The County and other applicable organizations shall explore the establishment of a professional events coordinator to manage, promote, and expand festivals and events in the County.	Establishment of a full-time position, with a perpetual funding source.	Gunnison County Staff and Gunnison County/Crested Butte Tourism Association
9. Minimize conflicts between hiking and other recreational activities	Continue to support travel management policies that reduce potential conflicts between motorized and non-motorized recreational uses.	1. The County shall continue to participate and support the USFS Travel Management Program.	Gunnison County Staff, BLM and Forest Service
		2. The County shall pursue legal actions to protect easements where appropriate.	Gunnison County
		3. The County shall support and endorse the findings of the Gunnison Travel Management Group.	Gunnison County

**Recreational Focus Group - Hunting
Actions to Consider**

GOAL: SUPPORT THE LONG-TERM SUBSTAINABILITY OF HUNTING ACTIVITY IN GUNNISON COUNTY.			
Objective	Implementation Measures	Mechanism	Responsibility
1. To provide a quality hunting experience.	Manage game species to provide variety of sizes, racks, etc.	Through licenses, game species are managed to increase hunting experience.	Colorado Division of Wildlife.
2. To have healthy big/small game species populations.	Manage game species to provide variety of sizes, racks, etc.	Through licenses, game species are managed to increase hunting experience.	Colorado Division of Wildlife.
3. To minimize seasonal license/draw fluctuations to maintain or enhance returning hunter numbers.	Manage game species to provide variety of sizes, racks, etc.	Maintain consistent license/draw regulations from one year to the next.	Colorado Division of Wildlife.
4. To maintain or increase commercial operator guide opportunities to hunters.	Determine capacity for additional commercial operator guide opportunities on public lands.	Through capacity analysis, determine where available capacity exists and make available capacity to new or existing operator guides.	U.S. Forest Service and Bureau of Land Management.
5. To maintain or enhance hunter information.	Provide information centers for hunters.	Hunter hospitality visitor information centers.	Federal agencies, County & local governments, and all local chamber's and visitor centers.

Recreational Focus Group - Mountain Biking Actions to Consider

GOAL: ENHANCE, MAINTAIN, PROTECT, AND PROMOTE THE EXTRAORDINARY MOUNTAIN BIKING OPPORTUNITIES THAT EXIST IN GUNNISON COUNTY.			
Objective	Implementation Measure	Mechanism	Responsibility
1. Maintain and protect existing mountain biking opportunities in the County.	1. Support the efforts of the Gunnison County Trails Committee and the adopted Master Plan.	Recognize the Trails Master Plan as the implementation document to protect existing easements, trails and rights-of ways for the County.	Gunnison County and Trails Committee
	2. Coordinate and support on-going efforts of the USFS.	Assign the Long Range Planner as the representative to future travel management efforts.	Long Range Planning
	3. Support and expand local volunteer efforts.	The County shall consider a funding mechanism to assist on-going volunteer efforts to improve, maintain and expand the mountain biking system in the County.	Gunnison County
	4. Protect existing easements, rights of ways and access to both public and private trail easements.	Implement the Trails Master Plan as projects are reviewed and approved in the County.	Gunnison County
2. Facilitate the expansion of our mountain bike and cycling opportunities in appropriate locations.	1. Support the efforts of the Gunnison County Trails Committee and the adopted Master Plan.	Recognize the Trails Master Plan as the implementation document to protect existing easements, trails and rights-of ways for the County.	Gunnison County Trails Committee
	2. Support and expand local volunteer efforts.	The County shall consider a funding mechanism to assist on-going volunteer efforts to improve, maintain and expand the mountain biking system in the County.	Gunnison County Board of County Commissioners
	3. Encourage development that creates trails and discourages development that restricts trails and access.	New residential development shall be given incentives to create trails that expand and interconnect mountain bike trails in the County.	Gunnison County
	4. Prioritize the development of a trails network that connects CB and CB South, Crested Butte and Gunnison and Crested Butte and Irwin/Keblner Pass, and Crested Butte to Carbondale.	Recognize the Trails Master Plan as the implementation document to protect existing easements, trails and rights-of ways for the County. Furthermore, as funds become available, prioritize these trails for planning and development.	Gunnison County Board of County Commissioners
	5. Develop Mt. Crested Butte as a mountain bike destination for beginner and intermediate terrain.	Develop a working group that will be assigned the task of working with the USFS and Crested Butte Mountain Ski Area in planning, developing and marketing the use of the mountain as a destination for mountain biking.	Gunnison County, CBM, USFS

Recreational Focus Group - Mountain Biking Actions to Consider

Objective	Implementation Measure	Mechanism	Responsibility
3. Feature mountain biking in all tourism promotions.	1. Make mountain biking opportunities a part of all appropriate tourism promotional materials	Use all available resources to market existing opportunities through fulfillment pieces, literature and brochures, web site exposure and all other print and media advertising.	Tourism Association, Chamber of Commerce
	2. Create a mountain bike specific marketing program.	Consider a web link and market-specific advertising (magazines, web sites, etc.) to effectively promote mountain biking in the County.	Tourism Association, Chamber of Commerce
	3. Create and promote mountain bike events.	Strengthen the marketing and outreach of Fat Tire Bike Week, and increase the number and scope of mountain bike races and competition.	Tourism Association, Chamber of Commerce
	4. Enhance the Mountain Bike Hall of Fame with funding and support	The County should consider the Mountain Bike Hall of Fame as a recipient of available County non-profit assistance grants.	Gunnison County Board of County Commissioners
	5. Create a Gunnison-specific mountain bike promotion.	Use all promotional opportunities to increase the use of the Gunnison Area for mountain biking during the May to November season, including marketing, trails maps, etc.	Tourism Association, Chamber of Commerce
	6. Create and support an Events Director with responsibility for creation and coordination of countywide events..	Create a funding source for a full-time position that would manage, promote and expand mountain biking events to lesson the reliance on volunteers.	Tourism Association, Chamber of Commerce
4. Support the cycling opportunities in and around the City of Gunnison.	1. Create an alliance with other public agencies to aggressively create a trail network in and around the City of Gunnison.	Develop a working group that will be assigned the task or working the City of Gunnison, the BLM, Western State to expand the trail system around Gunnison, modeled after the Crested Butte Mountain Biking Association.	Gunnison County, BLM, Western State
	2. Create "Trails Commission" entity with specific and sole responsibility for Gunnison County trails.	Develop a working group that will be assigned the task or working the Gunnison County, the BLM, the USFS and other appropriate business and non-profits dedicated specifically to mountain biking in Gunnison County.	Gunnison County, BLM, USFS
	3. Encourage the BLM to expand and maintain Hartman's Rocks Recreation area into a "world class" destination for cyclists.	Develop a group, or a sub-group from other existing or future groups to study the feasibility and design for the expansion of Hartman's Rocks to include events, promotion and additional facilities that would take advantage of the facility.	Gunnison County, BLM, City of Gunnison
	4. Consider cycling and climbing specific commercial development in the Hartman's Rocks area.		
	5. Promote Gunnison area mountain bike riding specifically.	Use all promotional opportunities to increase the use of the Gunnison Area for mountain biking during the May to November season, including marketing, trails maps, etc.	Tourism Association, Chamber of Commerce

**Recreational Focus Group - Nordic Skiing
Actions to Consider**

GOAL: TO EXPAND NORDIC SKIING OPPORTUNITIES, RESOURCES AND EVENTS IN GUNNISON COUNTY FOR BOTH RESIDENTS AND TOURISTS.			
Objective	Implementation Measures	Mechanism	Responsibility
1. To maintain and protect the extraordinary nordic skiing opportunities in Gunnison County.	1. Support the Gunnison County Trail's Commission efforts.	Recognize the Trails Master Plan and the implementation document for trails planning.	USFS, Gunnison County
	2. Coordinate and support the USFS in terms of participating in the upcoming Forest Service Travel Management Plan and assist in funding access projects.	Assign Long Range Planning staff as the representative to the Landscape Working Group.	Gunnison County
	3. Support local Nordic Center through additional financial assistance.	Consider additional funding for the Nordic Center when budgetary constraints are lifted.	Gunnison County
	4. Protect and expand existing easements, rights of way and trail systems on both public and private land.	Implement trails identified in the Trails Master Plan as projects are approved in the County.	Gunnison County
2. Facilitate the expansion of nordic and backcountry opportunities in appropriate locations	1. Support the Gunnison County Trails Commission efforts.	Recognize the Trails Master Plan and the implementation document for trails planning.	USFS and Gunnison County
	2. Support and fund volunteer and Nordic Center efforts to expand trail networks.	Consider additional funding for the Nordic Center when budgetary constraints are lifted.	Gunnison County
	3. Support and fund expansion of Nordic Center guest services facilities.	Consider additional funding for the Nordic Center when budgetary constraints are lifted.	Gunnison County
	4. Prioritize the development of trail networks that connect Crested Butte, Crested Butte South and Mt. Crested Butte.	Consider funding prioritizing these trail connections as funding becomes available.	Gunnison County
3. Feature nordic skiing in tourism promotion.	1. Make Nordic Skiing opportunities a part of all appropriate tourism promotional material.	Develop literature and brochures, Web Site exposure and advertising that reflects the potential of nordic skiing opportunities.	Gunnison County/Crested Butte Tourism Association.
	2. Create a Nordic Skiing specific marketing program to promote events in both Crested Butte and Gunnison..	Create and support an Events Coordinator with responsibility for creation and coordination of county-wide events.	
4. Minimize conflicts between nordic and other recreational activities	Continue to support travel management policies that reduce potential conflicts between motorized and non-motorized recreational uses.	1. The County shall continue to participate and support the USFS Travel Management Program.	Gunnison County Staff, BLM and Forest Service
		2. The County shall pursue legal actions to protect easements where appropriate.	Gunnison County
		3. The County shall support and endorse the findings of the Gunnison Travel Management Group.	Gunnison County

**Recreational Focus Group - Rafting
Actions to Consider**

GOAL: TO EXPAND WHITE WATER RAFTING RESOURCES AND CONCURRENTLY FURTHER ENHANCE ITS ECONOMIC IMPACT FOR GUNNISON COUNTY, WITHOUT COMPROMISING THE ENVIRONMENT.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Enhanch access to raftable rivers.	1. Petition USFS to fund ramp on upper portion of Taylor River.	County staff and river users should consult with USFS staff to to understand the process, costs and benefits and pursue if appropriate.	USFS and Gunnison County staff
	2. Explore feasibility of utilizing private riverfront property as put-in or take-out site on the other rivers in addition to the Gunnison and Taylor Rivers.	Utilize river users' (I.e., local outfitters, resources and expertise) and Gunnison County staff to identify, negoitiat and assist property owners who are willing to grant additional access, both inside and outside the subdivision approval process.	USFS and Gunnison County staff
2. Evaluate increasing commercial rafting days without overloading the river.	If appropriate, petition USFS for additional days.	After an analysis of the potential costs and benefits of expanding user days, consider following appropriate procedures to expand allotments.	Gunnison County, River User's, USFS
3. Prevent/reduce drops in utilization due to external factors, e.g., fires, etc.	1. Ensure that conditions, as they actually exist (not conceptions that are sometimes erroneously conveyed by negative publicity, e.g., forest fires) are made known to the general public.	Provide/maintain local liaison with Curecanti National Park Service, the United States Forest Service and the Bureau of Land Management Staff and the media to ensure accuracy of information.	Gunnison County/Crested Butte Tourism Association.
	2. Establish and maintain an emergency fund to assist in fire fighting and supression.	Consider developing a pool of funds that can be applied to fighting and preventing fires before they become an issue that impacts tourism.	Gunnison County/Crested Butte Tourism Association, Gunnison County and Municipalities

**Recreational Focus Group - Rock Climbing
Actions to Consider**

GOAL: GUNNISON COUNTY WILL PROVIDE AND PROMOTE SAFE ROCK/ICE CLIMBING OPPORTUNITIES FOR ITS RESIDENTS AND VISITORS.			
Objective	Implementation Measures	Mechanism	Responsibility
1. identify all existing rock/ice climbing areas, including public access. Also, identification of inappropriate areas for climbing.	1. Evaluation of all existing Rock/Ice climbing Areas and develop one comprehensive Rock/Ice Climbing Activity Map.	Gunnison County staff has developed a set of detailed Activities Maps that provide Rock/Ice Climbing Areas.	Gunnison County Staff, Bureau of Land Management, Local Guides, National Park Service and USFS.
	2. Assessment of climbing stability of all appropriate areas within the county.	Gunnison County will have rock samples from climbing areas tested in regards to stability and safety and market and promote these areas accordingly.	Gunnison County and Consultant
2. Increase the utilization of the rock/Ice climbing areas.	Provide and maintain a formal Promotion Program of the County's existing rock climbing areas.	Gunnison County Tourism Association's Marketing & Promotion Plan for the County.	Gunnison County/Crested Butte Tourism Association
3. Develop a Bouldering Park.	The County shall conduct a Bouldering Park needs assessment to determine existing and future demand.	Needs assessment conducted by the County.	Gunnison County Staff and Qualified Consultant
4. Provide funding for the development of rock climbing.	Review end results of all applicable needs assessments.	Gunnison County/Crested Butte Tourism Association will review avenues to generate appropriate funding requirements for future development.	Gunnison County Staff, U.S. Forest Service, Gunnison County/Crested Butte County Tourism Association.

Recreational Focus Group - Shooting Actions to Consider

GOAL: TO PROVIDE AND ENHANCE SAFE SHOOTING AND TARGET RANGE RECREATION OPPORTUNITIES WHILE PRESERVING THE ENVIRONMENT.			
Objective	Implementation Measures	Mechanism	Responsibility
1. Increase the number of designated shooting and target ranges for the general public.	Designate specific areas for shooting and target ranges on appropriate private and public lands.	In cooperation with the United States Forest Service and thused for future Colorado Department of Wildlife, identify criteria to be used for future siting of ranges.	Gunnison County, USFS, CDOW, BLM
2. Provide safe ranges for shooters which are isolated from the non-shooting public and wildlife.	1. Locate shooting ranges away from human use (trails, roads, housing, etc.).		
	2. Design shooting ranges using natural geographic features (hillsides, canyons, etc.).		
	3. Build indoor shooting ranges for year-around recreation and environmental education.		
	4. Provide specific shooting ranges for children(Pee Wee Gun Club).		
3. Inform the public about safe and responsible shooting.	Provide environmental education information to children (area schools, special events and hunter safety) and adults (hunter safety, hunter hospitality, special events, guns and sportsman shows, etc.).	Continue to utilize CDOW resources during county events (Cattlemen's Days, etc) to sponsor hunter education opportunities.	Gunnison County, CDOW
4. Maintain, promote and increase the number of special shooting events.	Designate specific safety areas for special events.		

**HOUSING FOCUS GROUP
GENERAL STATEMENTS**

GOAL: GUNNISON COUNTY RECOGNIZES THAT ALL COUNTY RESIDENTS SHOULD HAVE ACCESS TO SAFE, HABITABLE, AFFORDABLE HOUSING NEAR JOBS AND TRANSPORTATION, AND SERVED BY NECESSARY INFRASTRUCTURE. IMPLEMENTATION MECHANISMS SHALL PROVIDE FOR THE FULL SPECTRUM OF HOUSING NEEDS IN A TIMELY FASHION.			
General Concepts	General Policies	Mechanism	Responsibility
1. The Focus Group urges the County Commissioners to complete Intergovernmental Agreements with the Town of Crested Butte and Mt. Crested Butte adopting their updated and current Three Mile Plans. The County should encourage town-like densities near central infrastructure, services and access to public transportation.	As part of the Comprehensive Plan process, the County should explore and select alternative development scenarios that would incorporate updated, current, approved and adopted Three Mile Plans of Gunnison, Crested Butte and Mt. Crested Butte, consistent with the recommendations of the Three Mile Planning Focus Group. Consideration should be given to formal IGAs or hard zoning for these areas.	Community Viz Land Use Alternative Modeling Process and Implementation of Three Mile Plans	Long Range Planning, Planning Commission and Board of County Commissioners
2. The Group wants to see the housing problem solved in a cooperative fashion between the Towns and the County, and does not want to have to import workers from other counties due to the lack of housing in Gunnison County.	The issue of affordable housing transcends defined political boundaries, and should not have to be addressed by a single political entity. Cooperation and participation by and between all three municipalities, Gunnison County, and neighboring counties when appropriate, will be necessary to avoid long commutes and economic leakages experienced by many resort and western slope communities. Continued regional participation with the Housing Authority and local and regional grant opportunities should be explored.	Establish a Regional Housing Task Force that would be composed of members from Gunnison County, City of Gunnison, Town of Crested Butte and Mt. Crested Butte to encourage regional cooperation and make recommendations regarding future funding opportunities.	Long Range Planning, Gunnison County Housing Authority, local planning staff
3. If currently available affordable housing is eliminated through development or redevelopment, some form of replacement housing should be included within the development.	It is inevitable that existing affordable housing units (multifamily units, trailer parks, etc.) will be eliminated or reduced as redevelopment occurs in the county over time. The county, as well as the municipalities, should develop "targets" that would serve to facilitate the replacement of some (or all) of the affordable units eliminated by redevelopment to ensure that the affordable housing inventory is not unduly reduced by development activity.	Adopt a policy that would require some level of replacement housing when projects remove "affordable" housing from the market.	Long Range Planning, Gunnison County Housing Authority, Planning Commission and Board of County Commissioners
4. The Group urges the County to establish an "Affordable Housing Fund" and other funds through creative revenue generating strategies, designed to insure appropriate financing for infrastructure improvements to meet the demands of growth without placing undue or unwelcome burdens on taxpayers. These funds should also be used to facilitate participation in public/private partnerships and government projects that are compatible with the Mission Statement.	The efforts of the County and municipalities to meet affordable housing demands should not rely solely on federal programs and funding. Locally driven funding sources must be established if the program is to continue. The County shall explore, without limitation, creative funding approaches including cash-in-lieu as a component of an Inclusionary zoning policy, square footage assessments for homes over the LUR cap, establishment of Housing Land Trusts to help offset land costs, and other affordable housing and infrastructure funding strategies currently implemented in other localities.	Adopt a section in the LUR that specifically addresses Inclusionary Zoning, mitigation requirements, Establish a Housing Land Trust as a separate 501 (3) c to "land bank" appropriate lands & Conduct a Comprehensive Impact Fee Analysis to Address Affordable Housing, Transportation, Infrastructure and Open Space.	Long Range Planning, Planning Commission, Board of County Commissioners, County Attorney, Housing Authority

Housing Focus Group Actions to Consider

GOAL: GUNNISON COUNTY RECOGNIZES THAT ALL COUNTY RESIDENTS SHOULD HAVE ACCESS TO SAFE, HABITABLE, AFFORDABLE HOUSING NEAR JOBS AND TRANSPORTATION, AND SERVED BY NECESSARY IMPLEMENTATION MECHANISMS SHALL PROVIDE FOR THE FULL SPECTRUM OF HOUSING NEEDS IN A TIMELY FASHION .

Tools	Implementation Measures	Mechanism	Responsibility
1. Enforceable Minimum Building, Health, Safety and Occupancy Standards	The County and municipalities should require that adequate infrastructure is either planned and funded or in place prior to project approval.	Consider IGA's with all municipalities that would encourage cooperation between municipalities and the county to participate in master utility planning and construction projects for areas suitable for affordable housing.	Board of County Commissioners, City/Town Councils, Planning, Engineering and Housing Staff
2. Easy-To-Understand, Streamlined Regulations to Clarify Development Standards	1. The County should consider implementation of Inclusionary Zoning which would require a specific percentage of new subdivided lots or units, initial price and appreciation capped, and managed by the County or other appropriate local entity. Cash-in-lieu, buy downs, and all other alternatives should also be considered. Where feasible, mitigation shall occur in the same region as the project and future affordable housing projects shall be shared equitably between up-valley and down-valley, consistent with the findings of on-going needs assessment studies.	Adopt a section in the LUR that specifically addresses Inclusionary Zoning, mitigation requirements, Establish a Housing Land Trust as a separate 501 (3) c to "land bank" appropriate lands for future public, private or public/private projects.	Long Range Planning, Planning Commission, Board of County Commissioners, County Attorney, Housing Authority
	2. Commercial job generation mitigation should be considered, but not without an analysis of the impacts on economic development efforts.	Analysis should be a component of on-going LUR amendments and Future Needs Assessment Efforts.	Planning Commission, Board of County Commissioners, Outside Consultant
	3. Residential construction job generation mitigation should be considered, but not without an analysis on the impacts on economic development.		
3. Incentives to Encourage Private Entities to Provide or Restore What's Needed	The County should consider revising the LUR to include an "incentive-based" development section. This section would allow projects that provide affordable housing above the level of any Inclusionary zoning requirement to benefit from a streamlined review process, density bonuses, reduction of applicable fees, and flexible design standards. This program could also be tailored to projects providing access to public lands and waterways, additional open space easements, protection of important viewsheds, or maintaining and improving wildlife habitat.	LUR Revision to Develop an Affordable Housing Incentive Program	Long Range Planning, Planning Commission, Board of County Commissioners, County Attorney, Housing Authority
4. Public/Private/User Partnerships to Provide or Restore What Is Needed	1. The County should consider integrating a Low Income Housing Tax Credit Program (LIHTC) through the Colorado Housing and Finance Authority that would allow the transfer or sale of low income include housing tax credits by developers for the rehabilitation and construction of low-income rental units.	Communication with members of the real estate, property management and construction communities	Formal policy statement and subsequent work session with Key Industry Members
	2. The County , with the cooperation with local lending institutions and state and federal resources, should explore options for low-interest loans and/or grants to help offset the costs of construction or fees associated with public/private projects.	Formal Policy Adoption	Board of County Commissioners, Long Range Planning, County Administration
	3. The County should evaluate, on a project by project basis, the potential for donating publicly owned land (even if obtained through mitigation or outright purchase) in public/private partnerships if it can be determined that the involvement of the private developer could or would be more efficient or otherwise save time and money, or can produce more units by establishing a partnership. The establishment of a Housing Land Trust should also be explored and structured to allow multiple funding sources and methods for land acquisition.		
5. Government Projects to Meet Needs that the Private Sector Does Not Meet	1. The County should conduct a supplemental Housing Needs Assessment including an annual basis of the components of the housing market (price of land/housing unit, size, income/loan qualifications, etc. that are being met by the private sector as compared to local wage/income data. This information should be used to ensure that public sector projects do not have an unfair advantage over the private sector. This data should also utilize the "target" ratios of both units and income derived from on-going and in-place affordable housing regulations implemented by the County and area municipalities.	Formal Action by the Board of County Commissioners and Allocation of Funding	Planning Commission, Housing Authority, Outside Consultant
	2. The County and local municipalities should consider establishing local special authorities and districts, and explore other strategies aimed at developing and funding infrastructure.	Establish a a Regional Housing Task Force that would be composed of members from Gunnison County, City of Gunnison, Town of Crested Butte and Mt. Crested Butte to encourage regional cooperation and make recommendations regarding future funding opportunities.	Long Range Planning, Gunnison County Housing Authority, local planning staff
	3. The County and local municipalities should explore options, including Downtown Development Authorities, that would allow the use of tax increment financing, enterprise financing and other financing options aimed at funding affordable housing.		

ECONOMIC DEVELOPMENT - ACTIONS TO CONSIDER

Initiative #1 – Expand Bandwidth Options and Attract Telecommuters

GOAL: Achieve economic diversity through helping high tech firms and tech personnel to locate in the Gunnison / Crested Butte / Mt Crested Butte areas.

Objective 1: Help telecommuters by understanding their problems and working to eliminate ‘barriers to their success’ – such as a lack of appropriate broadband.

ACTION Steps:

- Survey residents and second home-owners about the problems and opportunities of telecommuting from Crested Butte.
- Working with Qwest to inform them of some misunderstandings they have about the viability of DSL in our areas.
- Since one solution does not fit all users, create a variety of price-points at which people can connect to broadband.

Objective 2: Bring more bandwidth and higher quality bandwidth to this area.

ACTION Steps:

- Discuss the economic values involved in high speed Internet to obtain assistance in a variety of areas crucial to developing our local infrastructure (such as “antenna placement”). Groups to date include local ranchers, local office holders and town staff, the CB South homeowners association, RMBL, GCMRD, CB South Metropolitan District and CBMR.
- Work with bandwidth providers - acting as a liaison between providers. One tangible result of this initiative is an imminent announcement (by Internet Colorado) of higher quality bandwidth at substantially lower cost than ever been locally available.
- Work to create a special facility designed to the needs of stock, options and commodities traders as a “proof of concept” preparatory to creation of a much larger facility housing more such traders.

Objective 3: Persuade high tech firms to locate here as our infrastructure becomes ready.

ACTION Steps:

- Work with county resources such as GCEDC, the County Commissioners and County staff to promote Gunnison as a “high tech friendly” area.

- Request that the County fund a high level ‘tech-aware’, executive-level part-time consultant capable of directing our high tech economic development efforts as well as acting as a resource for high tech firms who may wish to explore coming here.
- Catalog our assets and develop appropriate collateral materials telling our story.
- Request that the County promote high tech conferences & meetings
- Integrate Western State’s Computer Sciences department into our economic development efforts

Initiative #2 – Organize Economic Development Effort

GOAL: Focus and organize all valley economic development efforts under one umbrella organization.

Objective 1: Coordinate and organize the various “economic development” efforts in the valley.

ACTION Steps:

- Through the valley-wide “managers’ meetings,” the Commissioners should take the lead in developing a Gunnison Valley Economic Development Board to:

- 1) To be base-funded on a per capita basis by all participating towns, cities, county and institutions, with line items in their budgets; and
- 2) With each participating town, city, county and institution having a position on the Board.

The base funding will be used to hire an Executive Director and other staff as needed, for a centrally located and visible office space, and other infrastructure as needed. The E.D. will be hired by the Board and report to the Board.

Project funding for specific ED projects will be raised independently of base funding, from the private and public sector as is deemed appropriate on a project-by-project basis, by the ED Director and Board.

All entities seeking public funding to organize for some purpose related to economic development will be directed to this ED Board, for integration into the larger picture. The towns, cities, county and institutions will provide no ED-related funding outside of their line-item investments in this ED Board, unless specifically requested by the ED Board and Director to support some ED project that clearly belongs in the public sector.

Objective 2: Develop one or more viable business park sites.

ACTION Steps:

- Abandon the current plans for a Business Park and have the coordinated ED group, outlined in Objective 1 above, re-visit the proposal with the following considerations:

- 1) Develop a comprehensive set of criteria for the types of business we would like to attract to Gunnison County.
- 2) Find and acquire one or more sites suitable for and attractive to different types of new business ventures – manufacturing, storage, professional, et cetera.
- 3) Develop utility and transportation plans for business park site(s).

Initiative #3 – Regain Economic Stability of Western State

GOAL: Assist Western State College in achieving optimal operation.

Given present facilities, an optimal student body would be 2,800 students. That would enable the gradual restoration of the faculty to around 120 FTE. The college has had as many as 3,300 students, but that was seriously overcrowded in all aspects. Current enrollment is around 2,400.

Western State College is a state institution, receiving its mission and a portion (currently around 25%) of its funding from the state level; because of this, there may be only limited ways in which the county government can assist the college, directly or indirectly, in achieving its optimal operation. However, financing

for state institutions of higher education shows a pattern of decline, with the institutions increasingly more “state-assisted” than “state-supported,” and the college is exploring alternatives for funding.

Objective 1: Maintain close and constant contact with relevant college officials – admissions, academic affairs, student affairs, conference services, extended studies.

ACTION Steps:

- Create a County Office for State and Federal Coordination. Eighty-five percent of the County is under federal administration, including the land on which the principal resort employer and most of the coal mines are based; the college and several other local resources like the big game are under state administration. The County needs a person consciously and constantly assessing advantages, opportunities and challenges for the county and its residents in the larger policies and decisions that affect our lives but are essentially beyond our direct control. The duties of this office would include lobbying for county interests at the state and federal levels. Coordination with the college would be a priority for this office.

Objective 2: Allocate county resources, as is possible and desirable, to assist in the recruitment and retention of students for the college.

ACTION Steps:

- Continue the program whereby the county underwrites the college bringing high-school counselors to the campus.
- Seek cooperation among the college and the City of Gunnison in creating and underwriting a student advocate/ombudsman office, to be housed at the college, with two principal duties:
 - 1) To set up community events and programs that will help “bond” students with the larger community.
 - 2) To aid individual students in dealing with the police, finding legal representation, and resolving other personal problems that might otherwise drive them from the college.
- Offer tax breaks and other incentives where possible in encouraging the development of local businesses and services that would make the valley communities more “college-friendly.”

Initiative #4 - Expand the Linkage between Economic Development and Educational Resources

Gunnison County has a long history of formal and informal educational organizations that add to the diversity of our economy. The two oldest formal educational institutions are Western State College founded in 1911 and Rocky Mountain

Biological Lab founded in 1928. A newer educational institution is the Crested Butte Academy, established in 1993. There are numerous cultural and recreational organizations which host a variety of educational opportunities throughout the year. A few examples of these informal educational opportunities include the Wildflower Festival, Dansummer, Pioneer Museum, Crested Butte Mountain Heritage Museum, the new Science and Technology Center and the Adaptive Sports Center. We recommend the educational component of the area be recognized as a viable contributor to the county’s economic stability.

GOAL: Support the growth and enhancement of educational opportunities.

ACTION Steps:

- Conduct a comprehensive inventory and assessment of the existing educational entities. The assessment should include the following organization information:
 - Average marketing budget
 - Average operational budget
 - Average wages
 - Average number of employees
 - Estimated dollars generated in the county through educational opportunities.

Results from this assessment will establish a base line of data related to the economic impact of the educational entities.
- Establish a structure for collaboration in efforts for the following:

Marketing
Public relations
Events calendar
Shared offices
Collaborative grant writing
Facilities construction

Collaboration will eliminate duplication of efforts. It will enable our entire educational community to compete with other state and national educational destinations for resources.

- Make financial, environmental, and social policy decisions that protect and promote the elements in the county that contribute to the delivery of quality educational opportunities.

Initiative #5 – Year around Tourism Opportunities

GOAL #1: Make Gunnison County an Arts and Cultural Destination.

Objective 1: Build a World Class Arts Center in Gunnison County.

ACTION Steps:

- Gunnison County should take the lead in identifying site(s) for expanded arts facilities.
- Gunnison County and Towns of Crested Butte and Mt. Crested Butte should fund a feasibility study for increased art facilities.

- A Task Force should be formed to identify partners in the County, such as recreation, education and others, who would work together to make this facility a reality.

Objective 2: Develop a Cultural Tourism Program in Gunnison County.

- Gunnison County should recognize the value local arts organizations bring to the economy and provide support.
- Gunnison County should reactivate the Cultural Tourism Committee.

Goal #2: Create conference facilities in Crested Butte and Mt. Crested Butte.

Objective 1: The County should assist in the implementation of an agreement between Crested Butte Mountain and the Town of Mt. Crested Butte, which provides for the creation of an 8,000 square foot facility in Mt. Crested Butte.

- Gunnison County should be “at the table” when the new owners of Crested Butte Mountain come on board. The Commissioners should work to build a positive relationship with the new owners while impressing on them the importance to the community on moving forward on this issue.

Objective 2: Determine the size and scope of a conference facility that would accommodate the needs of the north end

of the valley. This may require revising the Crested Butte Mountain/Mt. Crested Butte agreement, which envisioned an 8,000 square foot facility.

- Gunnison County and the Towns of Crested Butte and Mt. Crested Butte should fund a feasibility study to determine the size and scope of conference facilities in Crested Butte and Mt. Crested Butte as well as the local partners to collaborate on the project.

Initiative #6 - Winter Tourism – Expand And Diversify Non-Alpine-Skiing Winter Recreation Opportunities

Objective 1: Support, Organize, Improve, Expand and Publicize Nordic Skiing and Related Opportunities to Stimulate Tourism.

ACTION Steps:

- Create a user-friendly, one-stop shopping web site on which a prospective or current visitor can find information, or links to information, on all aspects of a Gunnison County winter vacation (e.g.: lodging, events calendar, restaurants, shopping, equipment rental, transportation, nordic-skiing (groomed trails and off-trail opportunities), organized nordic skiing groups, back country (“randonee”) skiing opportunities, nordic, telemark and randonee’ skiing lessons, guide services, back-country huts, “sherpa” services (jobs for Western

and high school students?), winter fishing opportunities, festivals, other winter programs (e.g. avalanche training), “Three Perfect Days in CB”, contact information for groups and organizations, brochures, photos, guidebooks, etc., etc.). Similar proposal for a one-stop-shopping 800 number.

Gunnison County-based web designers / managers should be given an opportunity to compete for design and management of the web site.

- Establish a free or low-cost bus route between towns and one or more nordic / back-country trailheads.

Numerous Benefits:

- Develop, and advertise in targeted Colorado resorts and on the Front Range, a “THREE PERFECT DAYS IN CRESTED BUTTE” program similar to the one which exists for Aspen (and some 40-50 other towns and cities in the world-see Three Perfect Days web site)
- Ongoing effort (“continuous improvement”) to identify, with stakeholders, what events and activities currently exist and to explore what can be done to enhance, organize, coordinate and promote existing events and activities in order to Attract Visitors and Bring Them Back. The following are only a few examples:
 - Consider if we have sufficient nordic skiing and related opportunities for visitors of various age groups and ability levels.

- Are there organized nordic and snowshoeing groups which a visitor may join?

- Is trail access, maintenance and signage adequate?

- County to take additional steps to effect the development of trail systems in important corridors (e.g.: CB - CB South, CB South-Gunnison, and Kebler Pass Trail)

- Are lessons readily available to visitors?

- Consider short volunteer-guided tours such as those provided by Guest Service volunteers at CBM.

- Are sufficient, qualified commercial guides available? What obstacles do the commercial guides face? What suggestions do they have? Do the Forest Service procedures / restrictions re licensing of guides for the national forests and wilderness areas unduly restrict that business in our area?

- Events, well organized and promoted, are an effective way of bringing visitors to the County. Explore potential for organizing nordic skiing or other events in addition to those which already exist. Vie to host various regional and national nordic and other winter sports events in the County.
- Encourage Expansion of a Back-Country Hut Network in Order to Establish Gunnison County as a Hut-to-Hut destination. Support construction of one or more

additional huts in the County in close enough proximity to existing huts to enable hut-to-hut skiing.

- Diversify recreational opportunities through support of construction of facility in town center in Mt. Crested butte (e.g. aquatic center or ice skating rink).

Initiative #7 – Expand Mountain Biking

GOAL: Within the entire Gunnison Valley, expand the numbers of initial and repeat “tourist days” specifically for Mountain Biking.

Objective 1: Market the area as a Mountain Bike destination.

ACTION Steps:

- Tourism Association / County to fund Mt. Bike specific web site. Link from both Chambers of Commerce, and any lodging sites.
- Tourism Association / County to advertise the Valley as a Mt. Bike destination in Mt. Bike magazines, Outdoor, etc.
- Tourism Association / County to fund Mt. Biking maps and other promotional materials in a glossy tri-fold format. Distribute to all local lodging and relevant retail.
- Use the synergies of the Whitewater Park.

Objective 2: Make sure the experience lives up to the marketing.

ACTION Steps:

- Approved use (PUD) of specific sites adjacent to Hartman’s Rocks to encourage the construction of a Mt. Bike lodge. Also possible at North end of valley – location undetermined. Could also be combined with other economic incentives.
- County to help with support of additional U.S. Forest Service and BLM permits to encourage additional guide operators.
- County to take additional steps to affect the development of trail systems to link CB and CBS as well as Gunnison and Hartman’s as well as other important corridors. (i.e. fund trails commission at higher level)
- County to encourage development of additional camping facilities near popular trailheads.

Objective 3: Promote Mt. Bike events in the County.

ACTION Steps:

- County challenge grants to encourage events to choose this valley.

- Create an event coordinator at the Tourism Association who can help with scheduling, venue permission, and general advice to race directors.

Initiative #8 Summer Tourism – Expand Hiking and Related Activities

Objective 1: Support, Improve, Expand and Publicize Hiking and Related Opportunities to Stimulate Tourism

ACTION Steps:

- Establish a free or low-cost bus route between Mt. Crested Butte and the West Maroon trailhead with intermediate stops at other trailheads (East Maroon, Rustler’s Gulch, Schofield Pass).
- Develop, and advertise in targeted Colorado resorts and on the Front Range, a “THREE PERFECT DAYS IN CRESTED BUTTE” and a “THREE PERFECT DAYS IN GUNNISON” program similar to the one which exists for Aspen (and some 40-50 other towns and cities in the world-see Three Perfect Days web site).
- Ongoing effort (“continuous improvement”) to identify, with stakeholders, what events and activities currently exist and to explore what can be done to enhance, organize, coordinate and promote existing events and activities in order to Attract Visitors and Bring Them Back. The following are only a few examples:

- Consider if we have sufficient hiking and related opportunities for various age groups and ability levels. Are trail access, maintenance and signage adequate?
- Consider short volunteer-guided tours such as those provided by Guest Service volunteers in the winter at CBM.
- CBM/Outfitter/Educator partnerships – ride lift up, hike down (or hike around the peak and ride down); picnic tables are up there; this similar to the CBMR/WSC/HCCA program a few years back
- RMBL, Western and Academy science programs for visitors
- Note that in addition to the high-country hikes which can be done from June thru fall, there are interesting hikes which can be done at lower altitudes (e.g. in the Curacanti) as early as late March and as late as October
- Are sufficient, qualified commercial guides available? What obstacles do the commercial guides face? What suggestions do they have? Do the Forest Service procedures / restrictions re licensing of guides for the national forests and wilderness areas unduly restrict that business in our area?
- Events, well organized and promoted, are an effective way of bringing visitors to the County. Explore potential for organizing events in addition to those which already exist.
- Encourage Expansion of a Back-Country Hut Network in Order to Establish Gunnison County as a Hut-to-Hut

destination. Support construction of one or more additional huts in the County in close enough proximity to existing huts to enable hut-to-hut hiking.

- Diversify recreational opportunities through the support of construction of a facility in the town center of Mt. Crested Butte.

**GUNNISON COUNTY
COMPREHENSIVE PLAN
Crested Butte/Gunnison Corridor**

**Appendix D
Focus Group Opinions on Snodgrass**

Focus Group Opinions on Snodgrass Development

The Board of County Commissioners requested that all Focus Groups attempt to come to some form of consensus regarding the potential expansion of skiing onto Snodgrass Mountain. With the recognition that this task is somewhat difficult based on no current proposal, the following represents the group's opinion on potential expansion. The Transportation and Housing Focus Groups did not provide an opinion.

I. Agriculture and Open Space Focus Group

Recognize the impacts of development on RMBL and the environmental impacts including the water quality in the East River drainage by discouraging development in Snodgrass.

II. Environmental Focus Group

The Environmental Focus Group was asked to provide an opinion on the potential of ski area expansion onto Snodgrass Mountain. We considered the following potential environmental impacts, which were identified in environmental assessments of previous proposals:

- Use of East River water for snowmaking and sewage treatment
 - Impacts to aquatic species due to low water levels
 - Impacts on stream ecology
 - Impacts to wetlands
- Impacts on-site due to increased human activity
 - Impacts to sensitive species, i.e. tiger salamander
 - Impacts to habitat and migration corridors of resident fauna
- Impacts on terrain, watershed, and geology
 - Increased landslide potential due to increased hydration of unstable soils (Mancos shale) from snowmaking and compaction (causes changes in snowmelt rate)
 - Increased erosion (impact on water quality)
 - Increased avalanche danger, including on Gothic Road
- Impacts to RMBL
 - Loss of research sites
 - Increase in traffic and air pollution
 - More development of in holdings along Gothic Road and upper East River
- Impacts to vegetation:
 - Clear cutting ski runs, including old growth
 - Impacts to wildflowers from construction, compaction and weeds

- Impacts on ranching
 - Changes to vegetation: effect on forage for grazing
 - Increased traffic and human activity

- Impacts on intangible/aesthetic qualities
 - Degradation of viewshed
 - Loss of open space
 - Increased noise from avalanche control, other machinery
 - Increased intensity of all-season human activity in surrounding valleys and wilderness areas
 - More development in Washington Gulch

After extensive discussion, the Environmental Focus Group reached consensus that, strictly based on environmental factors, expansion onto Snodgrass would have overall and inevitable negative impacts to the environment. Recognizing that a development proposal might appear in the future, we urge the appropriate authorities to enforce the strictest restrictions and environmental mitigation measures on any development that might occur.

Furthermore, RMBL must be considered to be sacrosanct and its activities must absolutely be protected from being adversely impacted at all costs.

We further urge that **all** impacts, both on and off-site, must be considered in any permitting process, including County 1041, Federal EIS, etc.

Note: Ian Billick recused himself from our Snodgrass discussion. We were sorry to lose his expertise and RMBL perspective.

III. Recreation and Tourism Focus Group

There is still debate regarding the need for expansion onto Snodgrass within the community, The Focus Group supported expansion, with five in favor, one dissenting vote, and one abstaining vote.. The findings of both the majority of the focus group and one dissenting opinion regarding expansion are included below:

SUPPORTING OPINION

Objective

The expansion of Snodgrass shall be planned and implemented with the intent of protecting sensitive environmental attributes, provide a vision for the overall Crested Butte Ski Area, protect and enhance the overall economic stability of the Upper East River Valley and allow for the Ski Area remain competitive with similar destination resorts. (Note: A dissenting opinion regarding the expansion of ski/snowboard facilities onto Snodgrass Mountain is attached to this matrix).

Implementation Measures

- A. Future plans for improvements; redevelopment or expansion of ski facilities shall be addressed and presented to the community in the form of an overall master plan.**

Mechanism

1. Prior to any construction, a Master Plan shall be produced and presented to the community that describes in detail plans and proposals for the existing Base Village, North Village, Snodgrass and Mt. Crested Butte. The Master Plan will include detailed impact analysis of traffic, water use and availability associated with snowmaking and wildlife impacts.
2. The Master Plan shall be produced with a level of detail that allows for the community and appropriate review agencies to clearly understand the architectural and urban design intent of improvements to insure that the scale, scope and size does not compromise the existing attributes of Crested Butte and Mt. Crested Butte.
3. Improvements to the existing facilities shall occur prior to or concurrent with expansion onto Snodgrass, and a full conceptual phasing plan shall accompany the above cited Master Plan.

- B. Future development of Snodgrass shall not compromise existing educational and research activities in and around the Town site of Gothic (RMBL).**

Mechanism

1. Vehicular access to any expansion concepts onto Snodgrass shall be limited to a single entrance or portal, which will be located at the eastern base of Snodgrass Mountain (i.e., The North Village).
2. Any lift descending into Washington Gulch shall end well within public land and well above the valley floor to prevent a new, unintended "base area".
3. The integrity and viability of the Rocky Mountain Biological Lab will be protected in any possible configuration of development for Snodgrass Mountain.

DISSENTING OPINION

Recreation Group Purpose

The Recreation Focus Group has had as its primary purpose the analysis of recreational activities in the Gunnison Basin with the intent of creating a long-term plan for addressing the needs and goals of residents and visitors. Significant time and energy have been spent considering these issues from the perspective of recreation based tourism development. This consideration was mandated in the Colorado State legislation that prompted the County's long term planning process.

Alpine Skiing as Primary Visitor Recreation

Alpine Skiing on Mt. Crested Butte, provided by Crested Butte Mountain Resort, has long been an economic driver for Gunnison County and a primary recreation activity for visitors and residents. With approximately 350,000 – 375,000 skier days in recent years, alpine skiing is clearly a dominant recreational activity and deserves real consideration and planning to create a successful and sustainable tourism based community.

Crested Butte Mountain Resorts Proposed Expansion onto Snodgrass Mountain

There is currently no existing proposal for the development of Snodgrass Mountain. Crested Butte Mountain Resort and proponents of ski area expansion onto Snodgrass have not yet presented a plan that would allow the community to evaluate the impacts (economic, environmental or otherwise) of this development. To date, CBMR and other proponents have only discussed the need for more intermediate terrain in order to better market Crested Butte as a skiing destination.

Recreation Focus Group Response to CBMR Proposed Expansion

Despite not having a plan to respond to, the majority of the Recreation Focus Group has agreed to conditionally endorsed ski area expansion onto Snodgrass Mountain. Although the majority opinion obviously carries significant weight, a strong dissenting opinion has been expressed. This is a summary of that opinion.

Primary Reasons for Opposition to Snodgrass Expansion

1. Economic Sustainability
2. Environmental Sustainability
3. Social Sustainability
4. Absence of a specific Long Term Development Plan

Economic Sustainability

1. No compelling data exists that the capital investment required to develop new intermediate terrain will generate the additional skier days necessary to create a reasonable return on investment.
 - a. The ski industry is not projected to experience substantial growth.
 - i. In fact, the last decade has seen a 1.6% decline in skier days.
 - ii. The NSAA projects that “without a plan, the nation’s ski areas can expect to lose 27% of their 51.6 million skier visits over the next 15 years.” (Michael Berry, Denver Post, June 18, 2000)
 - b. There doesn’t appear to be a correlation between increased skier days and expanded terrain.
 - i. Twelve Colorado ski areas have expanded their skiable terrain in the last decade. Eight of the resorts recorded fewer skier visits in 2001-02 than they did in 1996-97. (According to data from the NSAA and CSCUASA).

- ii. “If you build it, they won’t come.” (Pat O’Connell, CEO of Aspen Ski Corp., stating that big, capital-intensive ski area expansions are bad ski business economics).
- 2. Assuming capital resources are finite, the investment required to develop new terrain will by definition reduce the resources available for investments in the existing core ski area operations.
 - a. The diversion of capital towards new development and away from existing (and approved) projects will weaken the core product. Those projects include:
 - i. Intermediate Terrain and Lifts
 - 1. CB-5 and associated trails.
 - 2. Replace t-bar and extend.
 - 3. SQ 3, 4, and 6 trails.
 - 4. Silver Queen Road widening.
 - ii. Gold Link Area
 - 1. Create a beginner/learning area.
 - 2. Two surface lifts.
 - 3. Day Lodge.
 - 4. Gondola from Gold Link to Keystone.
 - 5. Transit Terminal.
 - 6. Nordic Trail System.
 - iii. Keystone Area
 - 1. Restaurant, ice rink and amphitheater at top of lift.
 - 2. Realignment of Teocalli Lift.
 - 3. Gondola chairs on Keystone lift for summer and night access.
 - iv. Extreme Terrain
 - 1. Upgrade North Face lift to a t-bar.
 - 2. Teocalli Bowl egress lift.
 - 3. Banana ingress improvements.
 - 4. Phoenix Bowl ingress and egress improvements.
 - 5. New terrain: Peak, Hall of Fame, Teocalli Bowl, Third Bowl.
 - v. Facilities and Infrastructure
 - 1. Snowmaking reservoir and snowmaking lines from East River.
 - 2. Expand Snowmaking.
 - 3. Relocate Patrol HQ to top of Silver Queen.
 - 4. Install restrooms at top of Silver Queen, East River and Painterboy Lifts.
 - 5. New Access road from vehicle maintenance facility to top of Gold Link.
 - 6. Sewage lines to Twister Warming House and Keystone Restaurant.
 - vi. Summer
 - 1. Improve and expand hiking and biking trails.

3. The only acknowledged source of revenue and possible profit to be gained from the capital investment in new intermediate terrain is real estate development, a fundamentally unsustainable activity.
4. Real Estate development and its associated ongoing costs (to be distinguished from capital investment) would further drain resources from the existing core product (alpine skiing) and its development.
5. Many of the arguments in support of ski area expansion are focused on addressing current economic conditions.
 - a. Snodgrass expansion will not affect current economic conditions.
 - i. The USFS approval process is measured in years, not months. Therefore, significant economic activity (except perhaps for real estate speculation, which benefits only a few) would be many years away, at best.
 - b. The current economic climate (influenced most by the broad recession being felt throughout the US) is likely to be long changed by the time the impacts of Snodgrass are felt. *Making decisions to fuel growth today will multiply the negative effects of the inevitable growth of tomorrow.*

Environmental Sustainability

1. Impacts of skiing operations.
 - a. Adding intermediate terrain to a south-facing slope will have dramatic impacts on the environment and local ecosystem. Including:
 - i. The impacts to habitat and migration corridors.
 - ii. The impacts to wetlands.
 - iii. The impacts to sensitive species.
 - iv. The irreparable loss of extraordinary wildflower displays.
 - v. Increased noise from snowmaking and avalanche control.
 - vi. Increased light pollution.
 - vii. The myriad impacts created by the intense need for water/snowmaking.
 1. Especially the impacts to the ecology of the East River.
 2. Water is an extraordinarily precious resource deserving of the strongest protections and care. Snowmaking on a south facing slope that doesn't historically hold snow is a poor allocation of the water resource.
2. Impacts of development.
 - a. The development of Snodgrass (including lifts, "base area" commercial development and residential development will have additional environmental impacts, including:
 - i. Loss of historic research sites from RMBL.
 - ii. An increase in air and traffic pollution.
 - iii. The impacts of tree cutting (including old growth).
 - iv. The impacts on grazing.
 - v. The impacts on viewsheds.
 - vi. The loss of valuable open space.

- vii. The myriad of impacts from increased development in Washington Gulch and along Gothic Road.
3. Geology
- a. Perhaps the most easily identified and most damning aspect of the Snodgrass development is the Geologic condition of the mountain, in particular the south facing (i.e. intermediate terrain) slopes. In a 1995 report, the Resource Consultants and Engineers released a report the states (among other things) that “potential instabilities can take the form of – slope creep, shallow debris flows, smaller secondary slides, slow deep seated movements, settlements” and “the south face of Snodgrass Mountain has the highest risk for all of these potential instability problems and the planned developments will increase the potential for future failures.”

Social Sustainability

1. Value of healthy relationship between the ski area owners and the community.
 - a. The health of our community is inextricably linked with the health of alpine skiing and the recreational opportunities provided by the ski area permit holder.
 - b. The health of our ski area operation is equally dependant on the health of our community and the strength and character of its residents. CBMR relies on us for employees and the ski areas customers are in near constant contact with the communities other businesses and institutions.
 - c. CBMR further relies on the character of our community as a primary marketing tool.
 - i. This is not Vail.com
 - ii. CBMR brochures have touted:
 1. “Crested Butte. The way skiing used to be before things started getting our of hand.”
 2. “... its no wonder Crested Butte feels like such a small town – it is a small town.”
2. Impact of broken agreements and unfulfilled promises.
 - a. This valuable relationship is strained and could be damaged irrevocably if CBMR, or future owners, continue to renege on existing understandings and agreements.
 - b. In particular, the ski area owners must fulfill their obligations that resulted in the 1995 withdrawal of the Snodgrass application and the subsequent EA/approvals for improvements on CB Mountain.
 - c. The current economic climate has resulted in a renewed community interest in the short-term success of ski operations on Mt. Crested Butte. The divisive Snodgrass expansion issue seems to squander the opportunity presented by difficult times. CBMR and the community have a framework for improvements to the recreational experience for alpine skiing. This framework should be implemented long before consideration of ski area expansion.
 - d. Snodgrass and the existing ski area terrain are on public lands.
 - i. CBMR and almost all Colorado ski resorts provide a product that is dependent on public lands. CBMR operates on Crested Butte

Mountain and would operate on Snodgrass Mountain, only by permit issued by the USFS.

- ii. This makes CBMR and other ski area owner's de facto stewards of our public lands. They are required to provide a public benefit. In a letter dated April 25, 1995, Bob Storch wrote to CBMR and Edward Callaway that the USFS is "directed by law to provide goods and services (which includes downhill skiing opportunities) to the American public in a manner that is environmentally and socially acceptable and in a manner which best serves the public interest."
- iii. This makes CBMR and other ski area owners different from many American businesses. Specifically, it means that these owners have a responsibility to public interests and that the public has a vested interest – ownership, really -- in their operations and impacts.
- iv. By not taking steps towards implementing approved actions on the existing ski area, the current ski area ownership has demonstrated a contempt for the public and the community that makes public sentiment justifiably skeptical about their current proposals and justifications.

No Existing Plan

1. No long-term development should be approved or substantively agreed to without specific plans.
 - a. Short Term Plans
 - i. How many lifts will there be? Where will they be?
 - ii. How will current operations be funded?
 - iii. How will currently approved upgrades be funded?
 - iv. When will construction begin?
 - v. How will CBMR negotiate government approval processes?
 1. Specifically the USFS?
 2. How long will approval take?
 - vi. When will these investments show return?
 1. For CBMR.
 2. For the community.
 - b. Long Term Plans
 - i. What is the long-term commitment to funding skiing operations?
 - ii. What is the long-term commitment to funding marketing and promotion?
 - iii. What is the long-term commitment to supporting (economically and otherwise) the community?
 - iv. How will CBMR achieve sustainable profitability?
 1. Especially in regard to debt load relative to Snodgrass and its development.

Summary of Dissenting Opinion

The Gunnison County Recreation Focus Group should not endorse ski area expansion onto Snodgrass Mountain. Expansion will not drive community wide economic development through increased tourism recreation. There is currently no compelling information that either skier visits or profitability will increase as a result of expansion. The potential long-term harm and lack of short-term gain suggest that the community and the owners of the Crested Butte Ski area should focus on sustainable long-term growth. That growth should come from strengthening our existing core product and marketing it appropriately, not via real estate development. Expansion onto Snodgrass will squander limited resources (e.g. capital, water, view sheds) without substantially improving the recreational opportunities provided to our visitors and residents.

IV. Three Mile Planning Focus Group

Until a proposal is made, the 3MP focus group is unable to make any recommendation about development on Snodgrass Mountain. If a Snodgrass Mountain ski area development is approved, this three mile plan will need to be revisited, to accommodate issues associated with the expanded ski area.

V. Economic Development Focus Group

The Focus Group spent a considerable amount of time discussing the potential for ski expansion onto Snodgrass Mountain. The process included presentations by representatives of the current ownership as well as members of the community opposed to expansion. The following text is the precise wording of what has become to be referred to as “The Snodgrass Compromise Plan”.

Snodgrass Compromise Plan Gunnison County Economic Development Focus Group

While we have been concerned with the overall economic climate of all areas within Gunnison County, we have also been specifically tasked with looking into possible development of new alpine skiing facilities on Snodgrass Mountain.

Therefore, as one part of our activities for the past six months, we have looked into the economic ramifications of developing such new “intermediate” alpine terrain on Snodgrass Mountain.

We the members of the Economic Development Focus Group have developed the following Snodgrass Compromise Plan, and we support the possibility of ski area expansion of alpine skiing onto Snodgrass Mountain under a proposal that incorporates all of these points.

Point 1: The Upper East River Valley is one of the most beautiful and captivating landscapes in the country and its protection is ultimately linked to the economic viability of the area. Respect for this point must be the over-arching concept as development proposals are conceived.

Point 2: In any possible configuration of development for Snodgrass Mountain, the integrity and viability of RMBL will be protected. We declare all effort should be exercised to avoid jeopardizing the future of this internationally renowned educational and scientific institution. RMBL will be consulted to define impacts to their operation, extent of their study sites and other protections needed. We also recommend that the County initiate a planning process that will result in:

- reduction of summer automobile traffic through the Gothic corridor;
- permanent continuation of the current winter closure of Gothic Road to snowmobile and other motorized travel to all but landowners in the Gothic corridor.

Point 3: Snodgrass will have one and only one entrance that skiers will be able to use to enter and exit the Snodgrass Mountain Ski Area. This entrance (a.k.a. “portal”) will be located at the southern base of Snodgrass Mountain (a.k.a. - North Village).

Point 4: The proposed Snodgrass lift descending into Washington Gulch will end well within public land and well above the valley floor thus helping to prevent a new, unintended “base area”. We recommend that the County Government and other conservation organizations create a high priority on the conservation of Washington Gulch land beyond the existing sub-division at Meridian Lake.

Point 5: A key component of this “Compromise Plan” is that there will not be any north facing lifts (such as the proposed The Glory Hole Lift”). The Glory Hole Lift, which does not provide additional intermediate terrain and violates our desire to protect RMBL and the East River Valley, will be deleted as part of any Snodgrass proposal.

Point 6: As will be reiterated within the “Branding Study”, our collective economic future is entwined with many of the unique attributes of this area. For Crested Butte to remain unique, future development should not mimic other ski area development patterns that are out of scale, out of context or those which compromise existing community lifestyles as well as local physical and natural attributes.

Point 7: We agree with representatives of the ski area and the Town of Mt. Crested Butte that our economic future is entwined with transformation of our alpine skiing facilities into the “first twenty-first century mountain village”. The use of alternative building materials and energy sources including the application of passive and active solar design, indigenous architecture and innovative approaches for public space development, shall be a cornerstone of future planning, development and operations.

Point 8: The stability and sustainability of existing commercial interests and of Elk Avenue in particular, within the Town of Crested Butte are crucial to the overall economic dynamic between the Towns of Crested Butte and Mt. Crested Butte. All future development /redevelopment of the existing Ski Area Base Village, the future North Village and Snodgrass Mountain must recognize the critical importance of this delicate economic interrelationship.

Point 9: Crested Butte Resort and surrounding areas are a core economic asset of our county. Future development and redevelopment shall incorporate year-round amenities to strengthen the year-round ability of Crested Butte Mountain resort, the Town of Mt. Crested Butte and the Town of Crested Butte to attract visitors to our area.

Point 10: Increased population due to Snodgrass development as well as increased ski area usage may create new demands for revised transportation to the Town of Mt Crested Butte. We cannot address an issue of that scope within this plan except to state two core principles:

- a) Transportation planning will be based on alternatives to automobiles.
- b) Any new road around the eastern side of Crested Butte Mountain - into and through the Brush Creek area - will not be permitted.

Point 11: Since we acknowledge that the North Village falls under the purview of Mt. Crested Butte, we wish to notify the Town of Mt Crested Butte that the Economic Development Focus group has concerns that the 1,750 units approved in the North Village may be excessive.

Point 12: We note that both Snodgrass Mountain and Crested Butte Mountain are on federal lands. We also note that management of transportation and other "off-site mitigation" issues will fall to a variety of governmental entities. Therefore we believe it is in everyone's interest to have a master plan that incorporates interests and authorities at the County and Federal levels in addition to the Town of Mt CB level. Thus while we (again) acknowledge that the "Town Center" and "North Village" falls under the purview of the Town of Mt. Crested Butte, we nonetheless recommend that a comprehensive **Master Plan** be developed in concert with the Town of Mt. Crested Butte. We also recommend that this **Master Plan** include both Snodgrass Mountain and Crested Butte Mountain.

Lastly, we recommend that a "phasing schedule" be developed as part of that **Master Plan** that clearly indicates the timing and integration of development of the Base Village, Convention Center, North Village and Snodgrass.

The Phasing Plan and Master Plan shall insure that when real estate sales are substantially complete, what remain is a viable ski resort and local economy.

Point 13: Gunnison County shall initiate a 1041 review process, regardless of the costs associated with the particular phase under review, of any proposed ski area expansion onto Snodgrass Mountain, as was done in 1995.

**GUNNISON COUNTY
COMPREHENSIVE PLAN
Crested Butte/Gunnison Corridor**

**Appendix E
Three Mile Focus Group – Commercial
Development Findings**

Three Mile Planning Area Focus Group Commercial Development Findings

The information presented in the first four tables below was generated by the Planning and Community Development Department of the Town of Crested Butte and indicates the following:

- a. There are about 478,000 sq. ft. of existing commercial space in Crested Butte in 2003.
- b. Existing zoning allows an additional 309,900 sq. ft. of commercial space to be added on vacant lots within Crested Butte. The total commercial floor area would then be about 788,000 sq. ft. if all currently vacant commercial land were built to the maximum floor area ratio. While it is unlikely that each vacant lot will be built out to the maximum, other downtown commercial lots are far from built out to the maximum and could be added to, so the additional 309,900 sq. ft. is a reasonable amount.
- c. When built out, there could be about 1,330 dwelling units in Crested Butte.
- d. Using the current ratio of dwelling units to commercial space, if the commercial space was built out, it would support about 1,533 dwelling units. $[(930 * 787900) / 478,000 = 1532.9]$
- e. Crested Butte has more square feet of commercial space per dwelling unit than many other resort communities. (The information presented in Table 4 indicates that Steamboat Springs has considerably more commercial space per dwelling unit than does Crested Butte. It should be noted that when providing this information, the City Planner in Steamboat Springs expressed concern about the large amount of commercial development in that community.)

Summary data for Crested Butte are shown in Tables A1, A2, A3 and A4. Similar information was generated by the City of Gunnison Planning Department and is found in Tables A5, A6, and A7.

Table A1
Commercial space by Sector
Crested Butte
January 2003

Business Sectors	# Businesses		Square Feet
	#counted/total#	#FTEs	
Construction/Trades	29/34	96	43,752
Education - For Profit	3	4	4,628
Finance/Insurance/Real Estate	35	108	48,737
Manufacturing	5/6	10	3,602
Personal Services	12	23	20,909
Professional Services	68/73	111	38,814
Rec./Attractions/Amus./Ski Area	4/5	8	6,544
Restaurant/Bar	30	216	65,525
Retail	57	169	90,921
Services	30	66	34,161
Utilities	1	1	253
Wholesale Trade	1	1	140
Non-Profit	17/22	33	27,372
Vacant Commercial Spaces	15		28,231
Sub-total	307	813	413,589
Lodging/Hotel	11	23	64,210
Sub-Total	11	836	477,799
Average			
Education - Non-Profit	4	71	26,944
Government	5	36	28,154
TOTAL		942	532,897

Source: Crested Butte Planning and Community Development Department.

Table A2
Potential Additional Vacant Commercial Space
Crested Butte
February, 2003

	Lots	Lot Size	total land Area	Max FAR	Sq. Ft. Allowed
C	26	3125	81250	1.55	125,938
B1	13	3125	40625	1.55	62,969
B2	35.5	3125	110938	0.64	71,000
B3	2	3125	6250	0.5	3,125
T	15	3125	46875	1	46,875
Total					309,906

Source: Crested Butte Planning and Community Development Department.

Table A3
Potential Residential Build Out
Crested Butte
February 2003

	Number Res Units
SFR (R1, R1B,R1C,R1D,R1E)	180
Duplexes (R2)	23
MFR (R4)	10
ACC Dwellings (15% R1 & R2)	30
Res units in Comm. Bldgs.	73
Mobile Homes	0
B&Bs	0
Paradise Park	85
Sub-total	401
Existing Units 2000	930
Total Residential @ Build out	1,331

Source: Crested Butte Planning and Community Development Department.

Notes:

- *The Verzuh Ranch Annexation is included in SFR, Duplexes and Acc. Dwellings.*
- *Paradise Park was added after the projections were made.*

Table A4
Comparison of Commercial Space to
Number of dwelling units in resort communities
January 2003

	Square Feet of Commercial Buildings	Number Residential Units	Sq. Ft. Commercial Per Res. Unit
Crested Butte	471,883	930	507
Aspen	1,408,804	4,906	287
Ketchum	1,300,000	3,265	398
Snowmass Village	205,078	3,605	57
South Lake Tahoe	1,110,000	14,066	79
Steamboat Springs	4,762,718	6,777	703
Telluride	454,415	1,233	369
Truckee	1,375,000	10,250	134

Source: Crested Butte Planning and Community Development Department.

Table A5
City of Gunnison Zoning Districts

Zoning Districts	Acreage/Square Footage	Percentage
Residential Zoning (R-1, R-1M, R-2, R-2M, R-3)	1,401 acres / 61,027,560 S.F.	68.5%
Commercial Zoning (C)	239 acres / 11,674,080 S.F.	12%
Industrial Zoning (I)	70 acres / 3,049,200 S.F. (minus airport)	3%
Central Business District Zoning (CBD)	53 acres / 2,308,680 S.F.	3%
Professional Business District Zoning (B-1)	10 acres / 435,600 S.F.	.5%
Western State College Zoning (WSC)	268 acres / 11,674,080 S.F.	13%
Total	2,041 acres / 90169200 S.F.	100%

Source: City of Gunnison Community Development Department

Table A6
Potential Residential Build-Out Gunnison

Housing Type	Number of Residential Units
Single-Family Residential	1,040
Duplex Residential	212
Multi-Family Residential	682
Mobile Homes	323
Bed and Breakfast	2
Total Existing Number of Units in 2000	2,259
Total S.F. Zoned Residential	61,027,560 S.F.

Source: City of Gunnison Community Development Department

Table A7
Comparison of Commercial Space to
Number of Dwelling Units in College Towns
April 2003

College Towns	Square Feet of Commercial Land	Number of Residential Units	Sq. Ft. Commercial Land Per Res. Unit
Gunnison	11,674,080	2,276	5,129
Boulder	56,323,080	40,797	1,380
Durango	33,366,960	5,819	5,734
Fort Collins	104,848,920	47,766	219
Grand Junction	87,337,800	18,872	4,628

Source: City of Gunnison Community Development Department.
 (Based on square footage of land in the commercial zones of each town)

GUNNISON COUNTY COMPREHENSIVE PLAN Crested Butte/Gunnison Corridor

Appendix F Data and Policy Resources

The following documents can be found on the CD version of the Crested Butte/Gunnison Corridor Comprehensive Plan.

- Winter Tourism and Land Development in Gunnison, Colorado, Adam Orens and Andrew Seidl, Colorado State University Cooperative Extension, August 2004.
- Land Use Alternatives Community Viz Model, Dave Michaelson, Gunnison County Long Range Planning, 2004.
- Development Impact Analysis: Gunnison-Crested Butte Corridor Comprehensive Plan, Land Use Alternatives, RPI Consulting Inc., Durango, CO, November 2004.



Economic Development Report

Colorado State University
Cooperative Extension

Department of Agricultural and Resource Economics, Fort Collins, CO 80523-1172

August 2004-EDR 04-10

Tourism directly accounts for 1/3 of the Gunnison County economy and 40% of the job base

Gunnison's public open space and private working landscapes contribute to the quality of winter tourism experience

Wholesale conversion of local ranch lands to tourism infrastructure and second homes may reduce winter tourism by as much as 40%

The impact of such a change could reach \$14 million and 350 jobs per year

Winter Tourism and Land Development in Gunnison, Colorado

Adam Orens and Andrew Seidl¹

Introduction

The quality of the natural resource base is an important economic driver in Rocky Mountain communities. First miners, then ranchers and now recreationists are attracted by the native resource endowments and raw beauty of the mountain environment. Over the past century, the Rocky Mountains have attracted new residents and visitors at an auspicious rate. In part due to the uniqueness of the Rocky Mountain environment, millions of acres of western lands are managed by the federal government. As a result, the remaining private land, mostly located in the valleys, must accommodate practically all human activity in the region, including commercial, residential, and agricultural land uses. Community economic health is dependent upon decisions made by both public and private land managers. Neither federal public lands management decisions nor individual private land use decisions necessarily take into account the community or county level implications of their actions. However, county and municipal leaders are often faced with evaluating what land use decisions are most likely to allow the locality to reach its economic development and quality of life objectives.

Like much of the Rocky Mountain region, the vast proportion of private lands in Gunnison County, Colorado is managed as low intensity cattle ranches. Cattle ranches are managed by ranchers in order to generate economic returns to beef cattle production. However, this low intensity land use of the Gunnison River Valley may simultaneously contribute to water quality, fishing quality, flood control, wildlife habitat, floral and faunal diversity, and the rural lifestyle in the county. Ranchers may be thought to jointly produce these important goods and services along with beef, but they do not typically receive compensation or other

¹Research Assistant and Associate Professor, Department of Agricultural and Resource Economics, Colorado State University, Fort Collins CO 80523-1172. Seidl is the contact author: andrew.seidl@colostate.edu, 970-491-7071.

direct incentives to continue or nurture their provision. Increasingly, ranchers in Gunnison County face strong financial incentives to subdivide and develop their vast acreages into higher density uses to serve new residents, second home and tourism development (i.e. condominiums, all-inclusive resorts, residential subdivisions, etc.). Their land is becoming more valuable as Gunnison County is becoming more known as a vacation destination for world-class skiing, hiking, camping, and other recreational activities.

Current Gunnison County landowners and leaders face a decision regarding the potentially irreversible intensification of private land use in the county. At the crux of the issue is whether the private decision to convert agricultural lands into higher intensity land uses and built infrastructure is in the best interests of the county at large. Whether more tourism services at the loss of working farms and ranches and a more open landscape would result in more or less economic development and an improved or deteriorated quality of life in Gunnison County remains a central and open question.

The purpose of this study is to measure the economic benefit of ranch open space to winter tourism. Ranching and ranch lands clearly and directly contribute to demand for Gunnison County vacations in the summer, but it is somewhat less clear what contribution the county's working landscapes provide for winter ski tourists. Winter tourists do not often directly use private farm and ranch lands. But private lands may provide important winter habitat for wildlife that tourists value for passive use (viewing) or existence value, may contribute to the overall atmosphere in the Gunnison Valley, and may provide a desirable viewscape that is attractive (adds value) to the winter tourism experience. Information on the role of private working landscapes to the winter tourism industry will be useful as to whether preserving ranch lands in Gunnison County is in the best interest of businesses, residents, and local government. This study hopes to reveal the value that tourists place, directly or indirectly, on ranch open space, not the total economic value or the value to Gunnison County residents of working landscapes. Although important, the measurement of these values is beyond the scope of this research and our calculations must be considered conservative (or partial) estimates of the value of ranchland to Gunnison County.

In order to reach our goal, this study incorporates two methodological categories of economic valuation; revealed and stated preferences. First, visitors reveal their preferences for winter tourism in Gunnison County through expenditure behavior observed in actual visits and the travel costs associated with these visits. In addition, visitors to Gunnison County are asked to state their preferences and intention to pay to vacation in Gunnison County contingent on changes in the quality and quantity of extant ranch landscape. These two methods, known as the travel cost and the contingent behavior methods, are popular methods in economic valuation and have been used previously to value ranch open space to Colorado tourists (Rosenberger & Loomis, 1994).

Study Site

Gunnison County is relatively remote. It is located 200 miles southwest of Denver and 180 miles west of Colorado Springs, along an old artery highway, route 50. Gunnison County is large (3,239 square miles) and 85% of county lands are publicly held. Gunnison's public lands are managed by the Bureau of Land Management (355,350 acres), US Forest Service (1,220,035 acres), and the National Park Service (40,000 acres). This land is mostly mountainous, and is managed to preserve its ecological and picturesque qualities. The remaining 15% of land in Gunnison County is privately held and is located in the Gunnison River valley (Gunnison County Chamber of Commerce, 2004). This land is managed mostly as working farms and ranches, which naturally serve to protect the scenic and ecological diversity of the region.

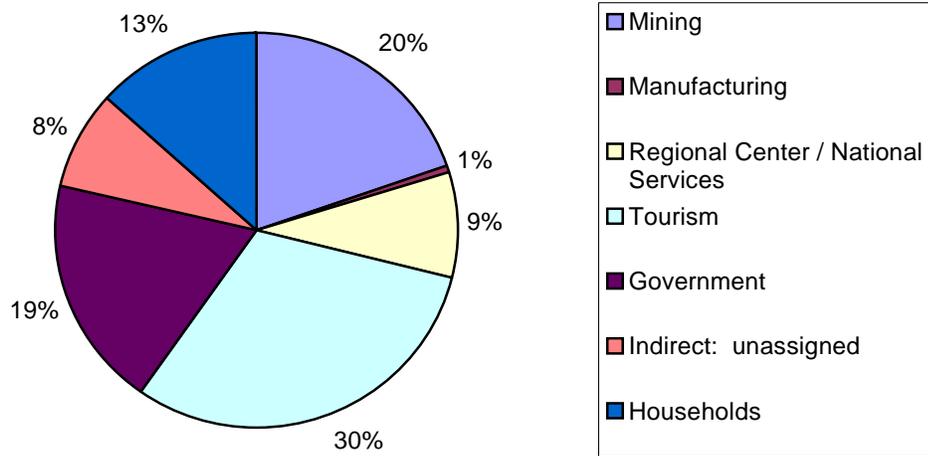
Characteristic of rural areas in the Intermountain West, tourism is now the most important industry in Gunnison County, Colorado, accounting for nearly 31% (\$65 million) of the base industry income (Figures 1 & 2). In 2001, 3,580 jobs were classified as tourism-related, a 40% share of all jobs in base industry groups. Mining, the traditional economic driver, has become the second most important base industry, accounting for nearly 20% of county income (Demography Section, Colorado Division of Local Assistance, 2004). Each winter, the ski resort area of Crested Butte, located in Mt. Crested Butte, records well over 300,000 skier days, a 10% share of Colorado destination resort skier days (Colorado Ski Country USA, 2004). Gunnison County is home to Blue Mesa Reservoir, Colorado's largest body of water and Curecanti National Recreation Area, which accounted for 322,693 visitor days in 2000. Black Canyon of the Gunnison National Park is a few miles away in neighboring Montrose County and had 80,820 visitor days in 2000 (National Park Service, 2004). In addition, Gunnison National Forest offers miles of scenic hiking trails and camping opportunities. Gunnison County is fairly brimming with outdoor recreation opportunities.

With tourism accounting for more jobs and more revenue than any other sector, it is surprising that Gunnison County has not developed like other tourist economies in Colorado, namely Summit and Eagle counties, along the Interstate 70 Corridor. Gunnison County is not along a major national artery like Summit and Eagle counties, and it has not experienced the high volume weekend visitation by Front Range Coloradoans felt by many of the state's principal ski resorts. As a result, Gunnison County may occupy a unique niche market among destination tourists. Gunnison County currently appeals to a visitor who is not interested in crowds and ultra-modern, high-rise resorts of the Interstate 70 corridor and who is more interested in experiencing natural beauty, world-class skiing, and rural charm.

Data Collection Methods

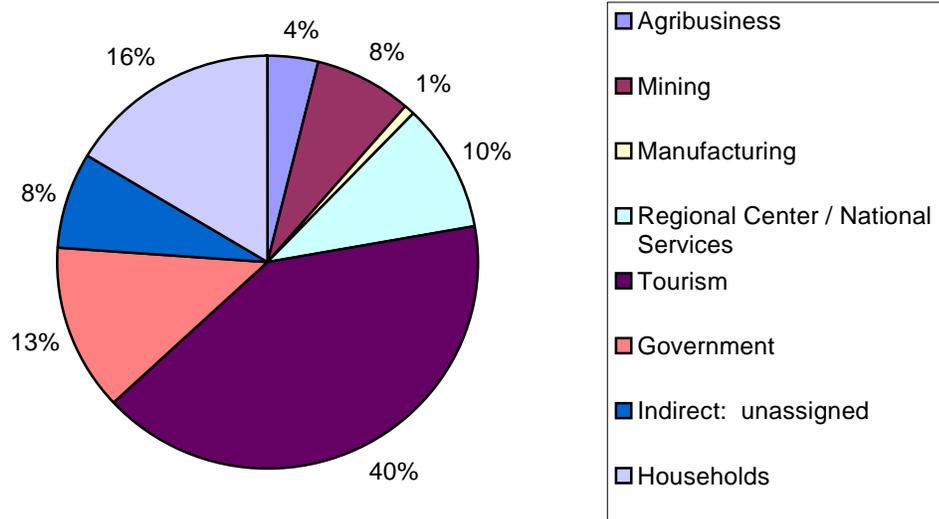
All data were collected via written surveys (Appendix 1). The final survey consisted of four sections: 1) Features of Gunnison County that may attract visitors; 2) Actual participation in outdoor recreation activities, trip expenditures and travel group characteristics; 3) Predicted response to potential changes in the Gunnison County landscape; And 4) demographic information. The survey was based upon previous studies conducted by Rosenberger and Walsh in Steamboat Springs, Colorado, and Richardson and Loomis in Rocky Mountain National Park. The survey was substantially refined and customized to local conditions through several iterations of e-mail correspondence and three person-to-person meetings with a local advising group. The advising group consisted of city and county elected officials, Colorado State University cooperative extension personnel, local land trust personnel, Colorado Division of Wildlife employees, local ranchers, and local business owners.

Figure 1: Gunnison County Base Industry Income (2001)



Source: Colorado Department of Local Affairs

Figure 2: Gunnison County Base Industry Employment(2001)



Source: Colorado Department of Local Affairs

Surveys were completed in and around the towns of Gunnison, Crested Butte, and Mount Crested Butte, Colorado. The overwhelming majority of surveys were completed on the premises of the Crested Butte Mountain Resort located in Mt. Crested Butte, CO. The surveys were handed out at the base of the mountain at various locations that included: the Hall of Fame Bar and Grill, the Avalanche Bar and Grill, the deck of the Gothic Cafeteria, Crested Butte Mountain Adventures (snowmobile outfitter), the Children's Ski and Snowboard School area, and on the Crested Butte public bus. Other locations included various restaurants in Crested Butte and selected hotels in Gunnison.

The surveys were conducted by personal interview by Colorado State University graduate students and Western State College undergraduate students between March 9, 2003 and March 15, 2003. Surveyors were instructed to approach males and females equally and to vary the respondent's age when practical. The sample was designed to represent adults on vacation. Local residents and minors under the age of eighteen were excluded from the survey, though several "locals" appear to have evaded our exclusion efforts. The survey can be classified as a stratified random sample—it represents a random group, from all socioeconomic classes and it excludes Gunnison County residents.

Respondent's willingness to pay for Gunnison County vacations contingent on rising travel costs was then computed. Respondents were asked whether they would still vacation in Gunnison County if their travel costs increased by a specified amount of money. The intervals were as follows: \$25, \$50, \$100, \$250, \$400, \$550, \$700, \$850, and \$1,000. The bid amounts were randomized throughout the entire survey population; there was an equal chance of receiving each bid amount. Respondent's willingness to visit Gunnison County contingent on higher percentages of developed ranch land was also obtained by asking whether the respondent would still visit, knowing that there was less ranch open space. Visitors were asked if they would still visit if 25%, 50%, 75%, or all ranch lands were converted to higher density residential and commercial development and by how many days they would change their visit.

There are two components of this study; a valuation component and an impact component. Data from the valuation of ranch open space are used to estimate the direct economic effects of open space development. The impact component estimates how those direct economic effects will affect other sectors of the Gunnison County economy.

In the valuation component of the study, revealed and stated preference methods are used to determine if winter tourists value open space even if they do not directly use it. Respondents reveal their travel costs that were incurred while visiting Gunnison County. We then ask respondents how they would change their visits if the amount of open space changed, and how they would change their visits if travel costs rose according to the aforementioned bid amounts. We use the dollar amounts from the revealed preference (travel cost) section to quantify the potential gain/losses associated with the visitation data obtained from the stated preference section. This allows for an estimation of the potential direct economic effects of a loss in skier days as a result of increased ranch open space development.

The impact component entails estimating how the change in tourist visitation will affect other areas of the Gunnison County economy. An output loss to a substantial export sector, in this case tourism, will likely have significant effects on support industries. For example, if Gunnison County loses tourists, the lodging industry will suffer direct losses. Due to the anticipated direct losses in the lodging industry, support industries, like maintenance and repair service providers, lose business. This is known as an indirect effect. In addition, local workers in the lodging industry will likely work fewer hours and as a result have less income to spend in the local economy. These are known as the induced effects. The

combination of the direct, indirect, and induced effects represent the total effect on the Gunnison County economy of a shock to the tourism sector. This impact analysis is completed for both output/sales and employment impacts.

Results

Respondent Characteristics and Survey Response Rate

There were 551 survey attempts and a total of 337 completed surveys—a response rate of 61.2%. Of the 214 refusals, most people cited that they were too busy with their family/friends to take the survey. Table 1 shows that the ratio of men to women is nearly equal. The average age of 39.6 years is slightly younger than average age of 49 for the general population of the United States (US Census Bureau, 2004). This is expected since most respondents are skiers and snowboarders. The average group size is 8.3, which is large, and indicates the presence of more than just family groups. Several large church and secular groups were present during the survey period. The median size group was four, indicative of family units. The data were limited to people who chose Gunnison County as their sole destination to ensure that the reported travel costs were incurred on site. There is no reason to believe that the sample is unrepresentative of the winter tourist in Gunnison County.

There are two intriguing demographic facts about the sample: A high education level and a commensurately high annual household income level. A large majority (74.6%) of respondents completed a four-year college degree or higher, which is substantially higher than the general population (23.9%) (US Census Bureau, 2004). Annual household income levels are typically linked to education level. Here, an astounding 51.7% of respondents are in the top two household income brackets in the survey, earning over \$100,000 annually.

Factors Influencing the Gunnison County Vacation Decision

Section 1 of the survey asks respondents what it is about Gunnison County that led them to decide to vacation here. Respondents were asked to rate a list of natural and human attributes using a five point Lickert scale where: 1= Irrelevant (very unimportant), 2= Unimportant, 3= Neither important nor unimportant, 4= Important, 5= Very Important. Table 2 compares the responses of those surveyed from Section 1. Attributes in the natural and tourism infrastructure categories are the most important features of Gunnison County that attract winter visitors with mean scores 4.13 and 4.20, respectively. The most important features of the natural attribute category are snow quality (4.56) and mountain views (4.62). Affordable lodging (4.37) and general affordability (4.42) contribute significantly to the draw of Gunnison County in the tourism infrastructure category. Social/cultural elements that are important to drawing visitors are solitude/lack of crowds (4.18) and friendly people (4.54). Farm and ranch attributes have a mean score collectively of 3.51. A little over half the respondents (51.2%) deemed farm and ranch attributes to be important to their choice of Gunnison County as their vacation destination.

Table 1. Demographic Information

Gender	N= 334	
Male		54.5%
Female		45.5%
Group Size	N= 335	
Mean		8.33
Median		4
Standard Error		0.692
Minimum		1
Maximum		92
Age	N= 334	
Mean		39.56
Median		41
Standard Error		0.653
Minimum		18
Maximum		79
Work Status	N= 333	
Retired		3.6%
Not Retired		96.4%
Highest Education Level	N= 331	
Graduate School		32.6%
Four Year College		42.0%
Junior College		10.9%
High School		14.5%
Junior High		0.0%
Do you work outside the home?	N= 333	
Yes		85.0%
No		15.0%
Do you vacation mostly on weekends/holidays?	N= 331	
Yes		77.6%
No		22.4%
Household Income (\$1000s)	N= 321	
>150		29.6%
100-149		22.1%
90-99		7.5%
80-89		6.5%
70-79		6.2%
60-69		6.5%
50-59		4.4%
40-49		5.0%
30-39		4.0%
20-29		3.1%
19-09		2.5%
<9		2.5%

The survey shows that the overwhelming majority of respondents consider natural beauty as important to their vacation decision. All the mean scores in the natural category are 3.80 or higher. Tourism infrastructure is also important, but it is the aspects of the affordability of a Gunnison County vacation that gain the highest marks in this category. Although Farm/Ranch attributes have the lowest overall

mean scores (3.51), a majority of respondents believe green pastures (51.7%) and pastoral landscapes (62.2%) as important factors in their decision to choose Gunnison County as their vacation destination. Only a small proportion of respondents (16.7%) thought farm/ranch attributes to be unimportant in their decision to vacation in Gunnison County. A statistical test was conducted which established that all mean responses were statistically greater than the indifferent response at 95% confidence, except Western State College.

Table 2. Importance of natural and human attributes in the choice of Gunnison County as a vacation destination in March 2003.

Natural and Human Attributes	N	Mean	Standard Error	Important	Neutral	Unimportant
Natural	333	4.13	0.05	78.7%	15.7%	5.7%
Snow Quality	337	4.56	0.03	97.3%	1.5%	1.2%
Rivers, Lakes, Wetlands	332	3.80	0.06	63.9%	26.2%	9.9%
Abundant Wildlife	332	3.94	0.06	71.4%	20.8%	7.8%
Viewing Alpine Tundra	329	3.80	0.06	65.3%	23.4%	11.2%
Mountain Views	337	4.62	0.03	95.5%	4.2%	0.3%
Viewing Forested Landscapes	333	4.21	0.05	81.1%	14.7%	4.2%
Open Vistas	334	4.00	0.05	71.9%	21.9%	6.3%
Valley Views	333	4.14	0.04	83.2%	12.6%	4.2%
Wildlife Viewing	332	4.10	0.05	78.3%	15.7%	6.0%
Social/Cultural	333	3.80	0.05	63.5%	25.2%	11.4%
Friendly People	336	4.54	0.04	92.3%	6.3%	1.5%
Solitude or lack of crowds	334	4.18	0.05	80.5%	15.6%	3.9%
Rural Lifestyle	334	3.73	0.05	61.7%	28.7%	9.6%
Historic Buildings	331	3.63	0.06	56.2%	32.9%	10.9%
Western State College	331	2.94	0.07	26.6%	42.3%	31.1%
Farm/Ranch	330	3.51	0.06	51.2%	32.1%	16.7%
Green Pastures	327	3.49	0.06	51.7%	30.9%	17.4%
Pastoral Landscapes	331	3.74	0.06	62.2%	26.3%	11.5%
Working Farms & Ranches	333	3.31	0.06	39.6%	39.0%	21.3%
Tourism Infrastructure	335	4.20	0.05	79.8%	16.8%	3.4%
High Quality Restaurants	332	4.00	0.05	70.2%	25.3%	4.5%
High Quality Lodging	334	3.99	0.05	71.0%	25.1%	3.9%
Affordable Lodging	337	4.37	0.04	87.5%	9.5%	3.0%
General Affordability	337	4.42	0.04	90.5%	7.4%	2.1%

Question: Please rate the importance of the following natural and human attributes in your decision to visit Gunnison County, Colorado during the year. Rated on a 5-point scale where 5= very important, 3=neither important nor unimportant, and 1=very unimportant.

Activity Participation

Table 3 shows the participation rate of traditional activities enjoyed in Gunnison County. Alpine skiing (which includes snowboarding) has the highest participation rate (91.7%), expected since the survey was given at and around a ski resort during high ski season. Other activities with high participation rates include sightseeing/photography (41.8%), driving for pleasure (29.3%), hiking/walking (23.7%), and wildlife viewing (20.7%), all of which are dependent on the scenic beauty of the area whether on public or private land.

Table 3. Participation rate by activity during a Gunnison County vacation, March 2003.

Activity	Participation Percentage	Number of Participants (N=337)
Alpine Skiing	91.7%	309
Sightseeing/Photography	41.8%	141
Driving for Pleasure	29.3%	99
Hiking/Walking	23.7%	80
Wildlife Viewing	20.7%	70
Snowmobiling	18.3%	62
Visiting Historic Sites	11.8%	40
XC Skiing	10.3%	35
Snowshoeing	9.7%	33
Fishing	8.6%	29
Picnicking	6.8%	23
Other	4.7%	16
Visiting Blue Mesa	4.7%	16
Alpine Tundra/Flower Viewing	4.7%	16
Bird watching	4.4%	15
Camping	3.8%	13
Bicycling/Mt. Biking	3.8%	13
Backpacking	3.8%	13
Visiting Black Canyon	3.2%	11
Horseback Riding	2.3%	8
Mountain/Rock Canyon	2.3%	8
Big Game Hunting	1.7%	6

Question: Please check the primary activities you participated in *during this most recent trip* to Gunnison County, Colorado (check all that apply).

Trip Expenditures

Respondents were asked to report how much money they spent in Gunnison County (Table 4), and how much they spent in total to visit Gunnison County (Table 5). These travel costs will be used to estimate the value of developing land in Gunnison County and also to consider how much Gunnison County might gain or lose from allowing private farms and ranches to subdivide their land.

Some 93% of respondents provided total expenditure information, generating a mean expenditure of approximately \$1550, but a substantially lower median of \$1250. Responses in this section ranged from \$20 for the person just stopping through, to \$7,950 for the extremely high-end visitor. A sum of just under \$500,000 was spent in Gunnison County by our sample of 313 respondents. A majority (59%) of those surveyed spent a mean of \$825 on lodging in Gunnison County; this means that most Gunnison County visitors are destination tourists. A large proportion (80%) of people surveyed spent money on ski passes during their time in Gunnison County with a mean response of \$340. Answers ranged from \$39 for the single, one-day user, to \$2000 for the family that stayed for the week. Many visitors (81%) visited restaurants and bars while in Gunnison County, spending a mean amount of \$313. Responses in this category ranged from \$10 to \$1500.

Table 4. Respondents' Trip Expenditures in Gunnison County, Colorado, March 2003.

Expense	N	Mean	Median	Standard Error	Minimum	Maximum
Total	313	1546.62	1250.0	70.96	20	7950
Other	33	969.70	500.0	261.17	20	6000
Hotel/Motel	195	810.75	550.0	54.87	3	4800
Airline Tickets	2	425.00	425.0	75.00	350	500
Ski Passes	269	340.53	300.0	16.60	39	2000
Restaurant/Bars	274	313.35	200.0	16.38	10	1500
Rental Car	3	283.33	200.0	109.29	150	500
Camping	2	237.50	237.5	162.50	75	400
Supplies/Equip. Rental	188	218.81	195.0	12.88	20	1000
Outfitter	16	191.75	175.0	34.08	1	500
Retail/Gifts	149	167.58	100.0	16.59	6	2000
Grocery Stores	217	139.65	100.0	8.29	4	700
Guide/Horseback	4	89.00	77.5	41.17	1	200
Hunting/Fishing License	14	86.43	50.0	32.25	5	450
Gasoline/Auto-Related	176	67.98	50.0	4.94	10	500
Park Entrance Fees	35	38.57	20.0	13.93	5	500

Question: Please record the dollar you personally spent to visit Gunnison County, Colorado on your most recent trip (amount spent in Gunnison County only)

Table 5. Summary of Respondents' Total Trip Expenditures, March 2003

Expense	N	Mean	Median	Standard Error	Minimum	Maximum
Total	313	1984.91	1600	90.13	20	10550
Other	33	987.27	500	262.35	20	6000
Airline Tickets	102	880.85	600	67.23	20	3000
Hotel/Motel	198	825.33	600	54.27	3	4800
Ski Passes	269	346.03	300	16.50	30	2000
Rental Car	50	341.20	300	31.36	75	1000
Restaurant/Bars	274	333.61	250	16.95	10	1700
Supplies/Equip. Rental	187	221.94	200	13.64	20	1350
Outfitter	18	198.17	175	28.31	50	500
Camping	3	190.00	150	111.51	20	400
Retail/Gifts	154	182.88	100	20.18	10	2050
Grocery Stores	217	145.69	100	8.24	4	700
Gasoline/Auto-Related	208	120.66	100	5.96	10	500
Guide/Horseback	3	118.33	80	40.86	75	200
Hunting/Fishing License	16	87.31	50	28.19	5	450
Park Entrance Fees	36	44.86	20	14.76	5	500

Question: Please record the dollar amount you personally spent to visit Gunnison County, Colorado on your most recent trip. (total vacation expenditures)

The key difference between Tables 4 and 5 is that Table 5 includes all pertinent travel expenditure information, from the respondent's doorstep to the lift line, whereas Table 4 only includes expenditures within Gunnison County. Table 5 provides a better representation of total revealed preference for winter tourism in Gunnison County, while Table 4 is better used to estimate county level economic impact of tourism expenditures. Total travel expenditures had a mean amount of just under \$2,000. The median

amount spent for a Gunnison County vacation was \$1,600, and answers ranged from \$20 to \$10,550. A majority (61%) of respondents spent a mean amount of \$121 on gasoline and other auto-related expenses. Responses ranged from \$10 to \$500. Approximately one-third (30%) of respondents chose airlines as their preferred mode of travel, spending a mean of \$880 and a median of \$600 on airline tickets, implying Gunnison County attracts people from just across county lines to people from across oceans.

Other important components to travel cost data include travel time, travel distance, and time spent at destination (Table 6). The opportunity cost of time spent vacationing in Gunnison County is computed using these components. The mean time spent in Gunnison County is 5.47 days. The median and mode are both 5 days and answers showed little variation (standard error = 0.18). This statistic will prove useful in the discussion of visit changes contingent on land development. The mean one-way travel time to Gunnison County is 11.8 hours in transit. The median transit time is 12 hours, and the mode is 14 hours. Answers ranged from 1 to 60 hours in transit. The mean one-way travel distance to Gunnison County is 1085.5 miles. The median travel distance is 950 miles and the mode is 1000 miles. The standard error is 44.5—meaning that approximately 66% of visitors to Gunnison County comes from within 1000-1200 miles away. Answers ranged from 55 miles to 9000 miles. The mean response for the distance to the next best recreation area if Gunnison County were not available is 508.9 miles; the average person travels an additional 500 miles to recreate in Gunnison County when compared to the mean travel distance. The median response is 300 miles and the mode is 100 miles (standard error = 32.4).

Table 6. Other travel cost components

Travel Component	N	Mean	Median	Standard Error	Min	Max
Time Spent in Gunnison County (Days)	334	5.47	5	0.18	1	40
One-Way Travel Time (Hrs.)	337	11.80	12	0.37	1	60
One-Way Travel Distance (Mi.)	330	1085.50	950	44.51	55	9000
Distance to Next Best Recreation Area (Mi.)	252	508.91	300	32.36	2	4000

Contingent Behavior

Respondents were asked to state how their Gunnison County vacation consumption behavior would change contingent on rising travel costs. The expected trend of responses is that higher travel costs correspond with fewer vacationers visiting Gunnison County. So we would expect to see a low percentage of people coming to Gunnison County at the \$1000 bid amount, and a high percentage of people coming to Gunnison County at the \$25 amount. Actual results strayed from expectations somewhat (Table 7).

At the highest bid level 43% of those polled said they would still vacation in Gunnison County if the travel cost rose by \$1000, while most people (57%) said they would not come to Gunnison County. At the \$850 bid level even fewer (37.5%) respondents would still come to Gunnison County while a similar majority (57.5%) would not come. A few respondents (5%) did not answer this question on surveys with the \$850 bid amount. At the \$700 bid amount the responses were very similar to the \$850 bid. The \$550 bid amount marks the turn to higher affirmative responses and responses follow according to expectations. Some 68% of respondents would still vacation in Gunnison County if travel costs increased by \$550, while 32% would not. The rest of the bid amounts follow in this manner: the lower the bid amount, the higher the percentage of affirmative responses. A reason for such a high affirmative

response rate for high bid amounts can be found in the demographics section; an inordinately high annual household income.

Table 7. Vacation consumption behavior contingent on rising travel costs

Bid Amount (\$)	Yes (%)	No (%)	No Response (%)
1000	43.24%	56.76%	0.00%
850	37.50%	57.50%	5.00%
700	36.11%	58.33%	5.56%
550	68.42%	31.58%	0.00%
400	52.63%	44.74%	2.63%
250	78.38%	21.62%	0.00%
100	94.74%	5.26%	0.00%
50	89.74%	10.26%	0.00%
25	97.06%	2.94%	0.00%

Question: As you know, some costs of travel have been increasing. If the travel cost of this most recent visit to Gunnison County had been \$_____ * higher, would you have made this visit? * = Bid amount.

Effect of Ranchland Open Space on Visitation

Table 8 shows that visitors are significantly split on whether changes in all ranch land to higher density development would affect their visitation patterns to Gunnison County. When asked if all Gunnison farms and ranches were converted to higher density development (condos, resorts, etc.) would affect future visits, more than half (58.4%) say they would decrease their visits to Gunnison County. Nearly 4 out of 10 (39.5%) say the development would have no impact on their visitation, and a small minority (2.1%) would be attracted to such changes.

Table 8. Effect of commercial and residential development of ranch land on tourist visitation March 2003.

<i>If ranch land were converted I would...</i>	N=332
...decrease my visits to Gunnison County	58.4%
...not change my visits to Gunnison County	39.5%
... increase my visits to Gunnison County	2.1%

Question: If ALL Gunnison farms and ranches were converted to higher density development would you A) *increase* B) *decrease* or C) *not change* your visits to Gunnison County

The nearly 60% of respondents who chose to decrease their visits said they would do so by a mean of 4.97 days. This figure, when compared to the average length of stay in Gunnison County (5.47 days) is startling and ostensibly equivalent. Essentially, nearly 60% of respondents would not come to Gunnison County if all farm and ranch lands were developed.

Table 9 shows a sensitivity test to ranch land conversion. Respondents were asked at what percentage of farm and ranch land conversion would you begin to change your visits to Gunnison County. A majority (54.3%) chose the most sensitive option (25%). A large proportion (42.9%) chose the middle option (50%). This results in the overwhelming majority (97.2%) indicating that their choice of Gunnison County for their winter recreation experience is highly sensitive to its current, relatively undeveloped and open, rural and agricultural characteristics.

Table 9. Respondents' sensitivity to ranch land conversion.

At what percentage conversion of rangeland would you begin to change your visits?	N=184
25% Developed	54.3%
50% Developed	42.9%
75% Developed	2.7%

Question: Please estimate at what percentage of ranch land conversion you would begin to change your visits to Gunnison County.

Econometric Model

In model estimation, a probit model was chosen and several potentially defensible functional forms were used including linear, log-linear, log-cost, and quadratic cost, all with random effects error components to account for the panel nature of the data. Regressions were also conducted using a standard binary probit model with the aforementioned functional forms. The chosen model is as follows:

$$V_{ijk} = \beta_{0i} + \beta_1(TC_{ik}) + \beta_2(EQ_{ij}) + \beta_3(AGE_i) + \beta_4(SEX_i) + \beta_5(RET_i) + \beta_6(Y_i) + \beta_7(ED_i) + \beta_8(CR_i) + \varepsilon_{ijk},$$

where V_{ijk} is the visit/no visit decision for group i with j being either ranch open space as it currently is, or with no ranch open space, and k representing higher travel costs corresponding to the appropriate bid amount. TC is the total observed travel costs including such expenses as lodging, lift tickets, food and drink, etc. EQ is a dummy variable with 0 representing present environmental quality and 1 representing the conversion of all ranch open space to higher density development. AGE is the age of the respondent and SEX is a dummy variable with 1=male and 0=female. RET is a dummy variable with 1=retired and 0=not retired. Y is household income and is a categorical variable with 12 income categories. ED is education level and is also categorical with 1= Junior High or less and 5=Graduate or Professional School. CR is a dummy variable with 1= a Colorado resident and 0=an out-of-state tourist. ε_{ijk} is the error term and is assumed to be an independent identically distributed random variable with mean zero and variance σ_μ^2 .

The linear binary probit model was chosen as the best fit, as it performs the strongest when tested for explanatory power. The McFadden R-squared of 0.17 shows that this regression explains just under 20% of variation in the dependent variable (V) (Table 10).

Travel costs (TC) are significant at the 0.90 confidence level and are negatively related to the probability of vacationing in Gunnison County, consistent with expectations. Several treatments were given to this variable during estimation including the addition of the opportunity cost of vacation time to the overall travel cost. This additional cost component was not significant in the model, possibly since a large portion of respondents had paid vacations (73%).

Environmental quality (EQ) is significant at the 0.99 confidence level and is also negatively related to the likelihood of visiting Gunnison County. The large coefficient relative to the other explanatory variables indicates that consumers of Gunnison County vacations are sensitive to environment quality changes. The negative relationship indicates that if 100% of ranch open space is developed tourists are less likely to vacation in Gunnison County.

Table 10. Regression Results

Variable	Coefficient	Std. Error	Z-stat
TC	-0.0001	0.000	-1.71
EQ	-1.3013	0.114	-11.43
SEX	0.0146	0.115	0.13
AGE	-0.0018	0.006	-0.28
RET	-0.0175	0.435	-0.04
ED	-0.0403	0.065	-0.62
Y	0.0136	0.012	1.11
CR	-0.1085	0.254	-0.43
Constant	1.2424	0.289	4.30
Log-Likelihood	-334.5006		
McFadden R-Squared	0.1719		

From a policy perspective it is important to realize and measure the possible benefits and costs of different land uses, especially when policy alternatives for land use may have an impact on the largest industry in the region, tourism. As shown by the results above, probability of visitation is sensitive to environmental quality, namely the presence of ranch open space. While it is certainly true of summer tourists to mountain communities (Rosenberger & Walsh, 1997), the regression results point out that it is also true of winter tourists.

Visitors typically arrive in Gunnison, the County Seat and location of the regional airport, and proceed to drive or shuttle 30-40 minutes to Crested Butte or Mt. Crested Butte. Along the way, winter visitors are exposed to the views and landscapes of ranch open space. Visitors who arrive in Denver and continue to Crested Butte by car are exposed to Colorado open space on the five-hour drive (in good weather) from Denver International Airport. Other areas of winter tourist exposure to open space occur while skiing on Crested Butte Mountain. Skiers, snowshoers, and snowmobile enthusiasts enjoy breathtaking views of sparsely developed valley floors from mountaintop perches. Winter tourists have direct exposure to ranch open space, and it shows in the large coefficient of EQ in the regression results.

Economic Impact Analysis: Methods

While the econometric results are quite substantial in their own right, a decline in tourism in an economy that relies heavily upon it as an export will likely have impacts that spillover into other sectors of the economy. To estimate how a shock to one sector of a regional economy will ripple through other sectors of the economy, an input-output analysis is an appropriate tool (Schindler, Israilevich, & Hewings, 1997). Although input-output models do have limitations including the use of fixed coefficient production functions that assume no substitution between different production factors (Gazel & Schwer, 1997), this method of economic impact analysis is capable of tracing the “ripples” of a shock to one sector of a regional economy, the service sector in this scenario, to other sectors of the economy including real estate, banking, and wholesale trade. Regional input-output models have been used to evaluate the impacts of recreational land use as an export (Bergstrom, Cordell, Watson, & Ashley, 1990), but few studies have evaluated the impacts of ranch open space to indirect or passive users (ski tourists).

These “ripples” are known as the indirect effects of a shock to one sector of the economy on another sector. If Gunnison County suffers substantial losses in skier days during a winter tourist season, there

will be direct losses to several sectors of the regional economy. The direct losses to these industries lead to indirect losses in local industries that produce inputs for them. There now is less income induced economic activity from households since there are decreases in household income and spending. These induced effects are reflected in a decline in local goods and services purchased by Gunnison County residents whose household income is decreasing as a result of the overall decrease in economic activity in the region. The combined direct, indirect, and induced effects are the total economic impact of a shock to the service industry in Gunnison County.

A few studies have used the confidence interval approach where, due to the stochastic nature of spending estimates, a 95% confidence interval is formed around the exogenous input shock. This allows for a similar confidence interval around final demand (Weiler, Loomis, Richardson, & Shwiff, 2002). These confidence intervals can increase the information content of IO analyses and their contribution toward making optimal resource allocation decisions (English, 2000). The input estimates use the endpoints of the confidence interval as the upper and lower bounds, which give output estimates in the form of a range of likely local economic effects (Weiler et al., 2002).

Output multipliers are used to measure total sales in an economy per dollar of export sales. Exports in this study are defined as income entering the county from outside sources. A visitor from outside Gunnison County purchasing merchandise or services while on vacation is considered an export. Employment effects are also measured with a similar technique, with employment multipliers measuring total jobs per dollar of export sales. Estimation was conducted using IMPLAN, a popular input-output analysis tool.

Economic Impacts: Results

The survey provides information about visitor expenditures by sector as well as information about the length of their visit to Gunnison County. The survey also provides information about the predicted change in visitation due to a change in the amount of ranch open space. From this information, a percentage change in visitor days was calculated. Total visitor days to Gunnison County in the winter are proxied through skier-days information obtained from Crested Butte Mountain Resort. The percent change in skier days predicted by the survey is then projected on the total skier days from the county for the 2002-2003 winter tourist season to obtain an estimate of predicted total skier days lost for the entire winter season. The shock to skier days as a result of open space conversion causes a parallel loss in overall visitor spending.

Our survey indicates that the decline in open space will lead to a 42% decrease in skier days to Crested Butte Mountain Resort. It was assumed that a 42% decrease leads to a loss 42% in export sales in the six sectors that are directly affected by a visitation loss. Skier days would decrease from a level of 342,416 to 197,913, a loss of 144,503 total skier days.

Average spending per skier day are found in the following categories: Eating and Drinking Establishments (\$3.67), Food Stores (\$5.95), Amusement and Recreation Services (\$40.99) (includes ski lift tickets, snowmobile outfitters, etc.), Gas/Service Stations (\$2.55), Hotels and Lodging (\$15.35), and Miscellaneous Retail Merchandise (\$4.00). Confidence intervals were constructed around each spending category to obtain the upper and lower bounds of spending information (Table 11). This is done due to the stochastic nature of the spending estimates. The spending range was multiplied by total Crested Butte skier days to obtain the baseline spending scenario. The spending range was also multiplied by the total skier days in the hypothetical development scenario to obtain the estimated income loss as a result

of a loss in skier days. Since visitation drives the overall demand in these sectors, a decrease in skier days will impact both output and jobs.

Indirect effects will occur in industries that supply or provide services to the six industries experiencing direct effects, for example, maintenance and repair, real estate, and business consulting services. A rural county as isolated as Gunnison County will likely have many indirect effects occurring outside the county since many factor inputs are imported. Induced impacts on households and business that directly provide services to households, like doctors, are reflected through a decrease in spending and income. The combination of direct, indirect, and induced effects produce the total impact on the local economy.

The output multipliers for most of the directly affected industries range between 1.2 and 1.4, which indicates that \$200,000-\$400,000 in additional income is lost in Gunnison County for each million dollars of direct export sales. Indirect multipliers range from 0.05 in Food Stores, which receive few supplies locally, to 0.22 in Hotels and Lodging Places that have more local suppliers. Induced effects multipliers are higher in Food Stores (0.20) since they have better paid and unionized employees than in a low paying sector like Eating and Drinking Establishments (0.13). The combination of these two multipliers gives the total regional multiplier.

The estimated visitation loss would likely cause losses to income in export sectors of the Gunnison County economy. Since the spending estimates had 95% confidence intervals applied to them, they represent the highest and lowest predicted spending activity due to the exogenous shock in visitation. Incorporating these bounds into the IMPLAN model can create output impacts with the same 95% confidence interval (Table 11).

Confidence intervals around baseline spending scenario and the open space development scenario are shown in Figure 3. The confidence interval for the baseline spending scenario has a maximum of \$30.3 million and a minimum of \$19.3 million. Hypothetical spending losses gathered from the survey results were entered into the IMPLAN model. The losses were estimated at between \$11.4 and \$17.9 million with 95% confidence, so the results of the losses are spending levels of between \$7.9 and \$12.4 million after direct, indirect, and induced effects are taken into account. The employment shock that will result from the open space development is estimated to be between 270 and 430 jobs at 95% confidence. The purpose of confidence interval construction is to see if this visitation shock will provide statistically discernable results between the two scenarios. Since the confidence intervals do not overlap, the results are statistically distinct.

Table 12 shows the output impact of a total loss of ranch open space in Gunnison County when evaluated as the difference of spending between the mean baseline level and the mean development level. The loss in skier days causes a total direct loss to Gunnison County of nearly \$10.5 million. When the direct effects are combined with the indirect and induced effects, the estimated total loss to Gunnison County as a result of developing all ranch open space is approximately \$14.6 million.

Figure 3: Estimated annual output impact of hypothetical ranch open space development; 95% confidence interval (figures in \$1,000,000s)



Table 12 shows the top twelve affected sectors, which accounts for approximately 87% of the total predicted impact. The largest direct and total impact is anticipated in the Amusement and Recreation services sector, while the second and third greatest direct and total impacts occur in the Hotels and Lodging places sector and the Food stores sector, respectively. Together these three sectors absorb 63% of overall estimated losses in Gunnison County.

These losses in overall output lead to losses in employment, as jobs in Gunnison County are dependent on export income. The total impact is estimated to be a loss of approximately 349 jobs, or approximately 3.1% of Gunnison County total employment base.

Table 13 details the range of employment impacts on the 12 industrial sectors most affected by the hypothetical reduction in ranch open space, accounting for some 92% of the total expected employment impacts. About 84% of the direct employment impacts and 72% of the expected total employment losses are expected in three sectors: Amusement and Recreation Services, Hotels and Lodging, and Miscellaneous Retail (Table 13).

These output and employment effects come uniquely from an overall decrease in skier days. A loss in overall visitation has broad output spillover effects that can be as large as 40% of the original direct impact (Table 6). Estimated spillover employment impacts are 21% of the direct employment loss (Table 7). These effects are quite large in Gunnison County since tourism accounts for 40% of employment and 30% of income in all base industry groups.



Table 11. Spending and Confidence Interval Information

	<i>Gas Stations</i>	<i>Lift Tickets</i>	<i>Outfitter</i>	<i>Equipment Rentals</i>	<i>Amusement Services^</i>	<i>Lodging</i>	<i>Restaurants</i>	<i>Food Stores</i>	<i>Retail</i>	<i>Total</i>
Mean (\$)	2.55	14.45	0.33	26.20		15.35	3.67	5.95	4.00	72.51
Standard Error	0.3385	0.8459	0.1173	4.1607		1.3057	0.2516	0.4835	0.6251	
Confidence Level (95.0%)	0.6664	1.6652	0.2310	8.1907		2.5703	0.4954	0.9518	1.2306	
Upper Bound (\$)	3.22	16.12	0.56	34.39		17.92	4.17	6.91	5.23	
Lower Bound (\$)	1.88	12.79	0.10	18.01		12.78	3.17	5.00	2.77	
Mean* Baseline SD (\$)	873,119	4,948,868	114,053	8,972,059	14,034,981	5,255,615	1,256,685	2,039,015	1,368,555	24,827,969
Upper Bound *Baseline SD (\$)	1,101,310	5,519,070	193,136	11,776,682	17,488,889	6,135,732	1,426,307	2,364,916	1,789,931	30,307,085
Lower Bound *Baseline SD (\$)	644,928	4,378,666	34,970	6,167,437	10,581,072	4,375,498	1,087,063	1,713,114	947,179	19,348,853
Width (\$)	456,383	1,140,405	158,166	5,609,246	6,907,816	1,760,235	339,244	651,802	842,752	10,958,233
Mean* Devpt SD (\$)	504,655	2,860,400	65,922	5,185,768	8,112,089	3,037,697	726,352	1,178,532	791,012	14,350,337
Upper Bound *Devpt SD (\$)	636,547	3,189,972	111,631	6,806,814	10,108,416	3,546,397	824,392	1,366,900	1,034,563	17,517,216
Lower Bound *Devpmt SD (\$)	372,762	2,530,828	20,212	3,564,722	6,115,762	2,528,997	628,312	990,164	547,460	11,183,458
Width (\$)	263,785	659,143	91,418	3,242,092	3,992,654	1,017,399	196,080	376,736	487,103	6,333,757
Mean loss (\$)	368,464	2,088,468	48,131	3,786,292	5,922,891	2,217,918	530,333	860,483	577,543	10,477,632
Upper loss (\$)	464,763	2,329,099	81,505	4,969,869	7,380,472	2,589,336	601,915	998,016	755,367	12,789,870
Lower loss (\$)	272,165	1,847,837	14,758	2,602,715	4,465,310	1,846,500	458,751	722,950	399,718	8,165,394

^ Amusement Services spending is the sum of lift tickets, outfitter, and equipment rentals spending.

Table 12. Estimated annual output impact of hypothetical ranch open space development (Evaluated at Mean of Confidence Interval)

Industry	Direct	Indirect	Induced	Total
<i>Total</i>	-10,477,632	-1,820,025	-2,345,236	-14,642,893
Amusement and Recreation Services	-5,922,891	0	-33,063	-5,955,954
Hotels and Lodging Places	-2,217,918	-36,824	-39,380	-2,294,123
Food Stores	-860,483	-1,017	-83,638	-945,138
Eating & Drinking	-530,333	-20,821	-177,693	-728,846
Miscellaneous Retail	-577,543	-3,432	-121,228	-702,203
Real Estate	0	-298,244	-191,678	-489,923
Automotive Dealers & Service Stations	-368,464	-8,088	-99,174	-475,726
Banking	0	-158,249	-156,575	-314,825
Owner-occupied Dwellings	0	0	-303,698	-303,698
Doctors and Dentists	0	0	-212,093	-212,093
Maintenance and Repair Other Facilities	0	-153,139	-34,539	-187,678
Electric Services	0	-90,013	-73,655	-163,667

Table 13. Estimated annual employment impact of hypothetical ranch open space development (Evaluated at Mean of Confidence Interval)

Industry	Direct	Indirect	Induced	Total
<i>Total</i>	-288	-22.5	-38.3	-348.8
Amusement and Recreation Services	-173.5	0	-1	-174.4
Hotels and Lodging Places	-45.1	-0.7	-0.8	-46.6
Miscellaneous Retail	-23.8	-0.1	-5	-28.9
Food Stores	-23.6	0	-2.3	-25.9
Eating & Drinking	-16.6	-0.7	-5.6	-22.9
Automotive Dealers & Service Stations	-5.4	-0.1	-1.4	-7
Doctors and Dentists	0	0	-3.3	-3.3
Maintenance and Repair Other Facilities	0	-2.6	-0.6	-3.2
Accounting- Auditing and Bookkeeping	0	-2.2	-0.5	-2.7
Real Estate	0	-1.5	-1	-2.5
Laundry- Cleaning and Shoe Repair	0	-1	-0.7	-1.7
General Merchandise Stores	0	0	-1.6	-1.6

Conclusion

The purpose of this study is to investigate whether winter tourists value ranch open space even if they do not directly use it for recreation. That is, we investigate whether the private land market for tourism infrastructure fails with regard to the contributions of open working landscapes to the winter tourism experience. Moreover, in a county dominated by public lands, we attempt to reveal whether private working lands complement or are substitutes for public lands in the eyes of visitors. The econometric results show that winter tourists do value private ranch lands, even in the presence of substantial public open space, and that they would decrease their visitation were all ranch open space converted to residential and commercial tourism infrastructure. This decrease in visitation is shown to have

substantial and potentially serious impacts that span across the much of the Gunnison County local economy. Our estimates indicate that this effect is on the order of \$14.5 million and 350 jobs per year.

It is important for a rural area with a wealth of natural amenities, like Gunnison County, to understand the potential economic and ecological tradeoffs between preservation and development when evaluating how to address community objectives with regard to economic development and welfare. In many cases, the tradeoff in question is not “jobs OR the environment,” rather it is “jobs AND the environment.” The natural landscape is a major factor that draws both residents and visitors, and therefore exports, to Gunnison County, and it is imperative to discover how to find an amicable solution among the potentially competing land uses. Economic information such as is provided in this study can help to inform local decision making regarding the potential implications of their public and private land use decisions and development strategies.

It should be clarified that this analysis reflects the anticipated changes in visitation to Gunnison County due to a change in open space given the current profile of visitors. The analysis does not take into account potential influences on winter tourism visitation to the county such as weather, income change, population change, or the effects of potential changes in substitute sites, for example. As such, this analysis should not be considered a cost-benefit analysis of economic development alternatives. It can be expected, perhaps, that appealing to a different cadre of ski tourists might mitigate these effects were the built tourism infrastructure to be increased. However, whether or not this is true is beyond the scope of this analysis.

Acknowledgements

Without implication the authors would like to thank the Colorado Conservation Trust for their financial support, our local steering committee (consisting of local governmental personnel, local and trust and environmental agency personnel, federal agency personnel, Gunnison County cooperative extension personnel and concerned citizens), the students and faculty of Western State College who shared their time and expertise with us and some of whom conducted surveys, and the businesses of Crested Butte, Mount Crested Butte and Gunnison which graciously allowed us to conduct surveys on their premises. This study would not have been possible without their insights and tacit support. Colorado State University Cooperative Extension and the Department of Agricultural and Resource Economics provided personnel support for this work.

Bibliography

- Adamowicz, W., Louviere, J., & Williams, M., (1994). Combining revealed and stated preference methods for valuing environmental amenities. *Journal of Environmental Economics and Management*, 26(3), 271-292.
- Adamowicz, W., Swait, J., & Boxall, P., (1997). Perceptions versus objective measures of environmental quality in combined revealed and stated preference models of environmental valuation. *Journal of Environmental Economics and Management*, 32(1), 65-84.
- Bergstrom, J., Cordell, H., Watson, A., & Ashley, G., (1990). Economic impacts of state parks on state economies in the South. *Southern Journal of Agricultural Economics*, 22(1): 69-77.
- Bockstael, N., Strand, I., & Hanemann, W., (1987). Time and the recreational demand model. *American Journal of Agricultural Economics*, 69(2), 293-302.
- Cameron, T. (1992). Combining contingent valuation and travel cost data for the valuation of nonmarket goods. *Land Economics*, 68(3), 302-317.
-

- Chapman, D., Hanemann, W., & Kanninen, B., (1996). *Non-market valuation using contingent behavior: Model specification using consistency tests*. Paper presented at the 1996 Workshop of the Association of Environmental and Resource Economists, Lake Tahoe, CA.
- Colorado Demography Section, Colorado Department of Local Affairs, 2001 base industry summary. <http://www.dola.colorado.gov/demog/economy/leifa2.cfm>.
- Colorado Ski Country USA. Colorado skier visits 2002-2003. <http://www.media-coloradoski.com/>.
- English, D., (2000). Calculating confidence intervals for regional economic impacts of recreation by bootstrapping visitor expenditures. *Journal of Regional Science*, 40(3), 523-539.
- Freeman, A., (2003). *The measurement of environmental and resource values: theory and methods*. Washington, D.C.: Resources for the Future.
- Gazel, R., & Schwer, R., (1997). Beyond rock and roll: the economic impact of the Grateful Dead on a local economy. *Journal of Cultural Economics*, 21(1), 41-55.
- Greene, W., (1995). *LIMDEP version 7.0 user's manual*. Bellport, NY: Econometric Software, Inc.
- Gunnison County Chamber of Commerce. Gunnison county community information. <http://www.gunnison-co.com/main/comminfo.htm>.
- Hamel, C., Herrmann, M., Lee, S., Criddle, K., & Geier, H., (2002). Linking sportfishing attributes, participation decisions, and regional economic impacts in Lower and Central Cook Inlet, Alaska. *Annals of Regional Science*, 36(2), 247-264.
- Huang, J., Haab, T., & Whitehead, J. (1997). Willingness to pay for quality improvements, should revealed and stated preference data be combined? *Journal of Environmental Economics and Management*, 34(3), 240-255.
- IMPLAN Social Accounting and Impact Analysis Software*. (1996). Stillwater, MN: IMPLAN Group.
- Loomis, J., (1997). Panel estimators to combine revealed and stated dichotomous choice data. *Journal of Agricultural and Resource Economics*, 22(2), 233-245.
- McKean, J., Johnson, D., & Walsh, R., (1995). Valuing time in travel cost demand analysis: an empirical investigation. *Land Economics*, 71(1), 96-105.
- Robison, M., (1997). Community input-output models for rural area analysis with an example from central Idaho. *Annals of Regional Science*, 31(3), 325-351.
- Rosenberger, R., & Walsh, R., (1997). Nonmarket value of western valley ranchland using contingent valuation. *Journal of Agricultural and Resource Economics*, 22(2), 296-309.
- Rosenberger, R., & Loomis, J., (1999). The value of ranch open space to tourists: combining observed and contingent behavior data. *Growth and Change*, 30(3), 366-383.
- Rosenthal, D. (1987). The necessity of substitute prices in recreation demand analyses. *American Journal of Agricultural Economics*, 69(4), 828-837.
- Schindler, G., Israilevich, P., & Hewings, G., (1997). Regional economic performance: an integrated approach. *Regional Studies*, 31(2), 131-137.
- United States Census Bureau. American factfinder: age and sex 2000. <http://factfinder.census.gov>.
- United States National Park Service. Fiscal year visitor days report. <http://www2.nature.nps.gov/npstats/FYVisitorDays.cfm>.
- Weiler, S., Loomis, J., Richardson, R., & Shwiff, S., (2002). Driving regional economic models with a statistical model: hypothesis testing for economic impact analysis. *Review of Regional Studies*, 32(1), 97-111.
- Weiler, S., & Seidl, A., (2004). What's in a name? Extracting econometric drivers to assess the impact of National Park designation. *Journal of Regional Science*, 44(2): 245-262.
-

Your visit to Gunnison County, Colorado What do you think?



**Colorado
State**
University

Knowledge to Go Places



Introduction

Colorado State University is conducting a survey of Gunnison County tourism. You have been selected from among visitors to Gunnison County to provide information about your trip and what you are looking for in recreational visits to Gunnison County. It should take you 20-30 minutes to complete this survey. The information you provide will help Gunnison County in its comprehensive planning process.

While your participation in this survey research is of great importance to us, we would like to ensure you that your participation is voluntary, your contact information will not be collected (you will not be contacted or receive anything in the mail as a result of your participation), your responses will be held in strict confidence and reported only in aggregated form. There are no known risks or direct personal benefits to your participation in this survey. It is not possible to identify all potential risks in research procedures, but the researcher has taken reasonable safeguards to minimize any known and potential, but unknown, risks. The Colorado Governmental Immunity Act determines and may limit Colorado State University's legal responsibility if an injury happens because of this study. Claims against the University must be filed within 180 days of the injury. Questions about participants' rights may be directed to Celia S. Walker at (970) 491-1563.

If you have any questions or comments on this Gunnison County Private Land Use & Tourism Quality research project, please contact Dr. Andrew Seidl, Department of Agricultural and Resource Economics, Colorado State University, Ft. Collins, CO, 80523-1172. T: 970-491-7071; F: 970-491-2067; E: Andrew.Seidl@colostate.edu. This research is partially funded by the Colorado Conservation Trust and Colorado State University Cooperative Extension. Thank you for your participation in this research.

I. Please rate the importance of the following natural and human attributes in your decision to visit Gunnison County, Colorado during the year.

Please circle one number for each item

Importance for your visit to Gunnison County, Colorado

	Very Important	Important	Neither important nor unimportant	Unimportant	Irrelevant (Very unimportant)
Snow quality	5	4	3	2	1
Rivers, lakes & wetlands	5	4	3	2	1
Green pastures/irrigated lands	5	4	3	2	1
Abundant wildlife	5	4	3	2	1
Viewing alpine tundra/flowers	5	4	3	2	1
Mountain views	5	4	3	2	1
Viewing forested landscapes	5	4	3	2	1
Open vistas	5	4	3	2	1
Pastoral landscapes (fields, cattle & horses)	5	4	3	2	1
Valley views	5	4	3	2	1
Wildlife viewing	5	4	3	2	1
Friendly people	5	4	3	2	1
Solitude or lack of crowds	5	4	3	2	1
Rural lifestyle	5	4	3	2	1
Working ranches & farms	5	4	3	2	1
Historic buildings	5	4	3	2	1
Western State College	5	4	3	2	1
High quality restaurants	5	4	3	2	1
High quality lodging	5	4	3	2	1
Affordable lodging	5	4	3	2	1
General affordability	5	4	3	2	1
Other (specify) _____	5	4	3	2	1

II. Tell us about your most recent trip to Gunnison County, Colorado.

Please check the primary activities you participated in *during this most recent trip* to Gunnison County, Colorado (check all that apply).

- | | | |
|--|---|---|
| <input type="checkbox"/> Horseback riding | <input type="checkbox"/> Visiting historic sites | <input type="checkbox"/> Snowmobiling |
| <input type="checkbox"/> Hiking/walking | <input type="checkbox"/> Bicycling/Mt. Biking | <input type="checkbox"/> Snowshoeing |
| <input type="checkbox"/> Picnicking | <input type="checkbox"/> Driving for pleasure | <input type="checkbox"/> Fishing |
| <input type="checkbox"/> Sightseeing/photography | <input type="checkbox"/> Birdwatching | <input type="checkbox"/> Visiting Black Canyon |
| <input type="checkbox"/> Wildlife viewing | <input type="checkbox"/> Alpine tundra/flower viewing | |
| <input type="checkbox"/> Camping | <input type="checkbox"/> Backpacking | <input type="checkbox"/> Mountain/rock climbing |
| <input type="checkbox"/> Cross country skiing | <input type="checkbox"/> Alpine skiing | <input type="checkbox"/> Big game hunting |
| <input type="checkbox"/> Visiting Blue Mesa Res. | <input type="checkbox"/> Other, please describe _____ | |

Are there activities that you would like to enjoy in Gunnison County, but were unable to?

Yes No

If yes, please specify _____



3) Trip expenditures

Please record the dollar amount you personally spent to visit Gunnison County (for example, Crested Butte, Sapinero/Blue Mesa, Powderhorn, Gunnison, Somerset), Colorado on your most recent trip for:

Trip Expense	Amount Purchased in Gunnison County	Total Amount Spent
Gasoline/related automobile costs	\$	\$
Park entrance fees	\$	\$
Hunting/fishing license fees	\$	\$
Ski passes	\$	\$
Guide/horseback riding fees	\$	\$
Outfitter fees	\$	\$
Hotel/motel	\$	\$
Camping	\$	\$
Food/drink: restaurants & bars	\$	\$
Food/drink: grocery stores	\$	\$
Supplies/equipment rental	\$	\$
Other retail purchases/gifts	\$	\$
Airline ticket	\$	\$
Rental car	\$	\$
Other _____	\$	\$

4) As you know, some of the costs of travel have been increasing. If the travel cost of this most recent visit to Gunnison County had been \$_____ higher, would you have made this visit?
Please, check one: _____ Yes _____ No

5) Was this most recent visit from home to Gunnison County (check only one):
5a) _____ the sole destination (you came directly to Gunnison County and then back home)?
5b) _____ the primary purpose (but not the sole purpose of your trip from home)?
5c) _____ one of many equally important reasons or destinations for your trip from home?
5d) _____ just an incidental or spur of the moment stop on a trip taken for other purposes or to other destinations?

If you checked 5c or 5d, did the trip from home to Gunnison County also involve visiting family or friends? _____ Yes _____ No

6) Did you plan this visit to Gunnison County (check only one):
_____ 6 or more months in advance of the trip? _____ 1-6 months in advance of the trip?
_____ 1-4 weeks in advance of the trip? _____ less than 1 week in advance of the trip?

7) What was the amount of time you spent in Gunnison County on this trip?
_____ # of hours or _____ # of days

8) What was the one-way travel time of your trip from home to Gunnison County?
_____ # of minutes _____ # of hours.

9) What was the one-way travel distance from home to Gunnison County?
_____ # of one way miles.

10) What is the distance from your home to the next best recreation area you would go to if you could not go to Gunnison County? _____ # of one way miles.

11) Including yourself, how many people were in your group that traveled on this most recent trip?



_____ # of people in your group.

- 12) How many trips did you take to Gunnison County in the last 12 months (including this trip?) _____ # of trips.
- 13) If you visited Gunnison County **in the past 12 months** prior to this most recent visit, please check the primary activities you participated in (check all that apply).
- | | | |
|-------------------------------|------------------------------------|------------------------------|
| _____ Horseback riding | _____ Visiting historic sites | _____ Snowmobiling |
| _____ Hiking/walking | _____ Bicycling/Mt. Biking | _____ Snowshoeing |
| _____ Picnicking | _____ Driving for pleasure | _____ Fishing |
| _____ Sightseeing/photography | _____ Birdwatching | _____ Visiting Black Canyon |
| _____ Wildlife viewing | _____ Alpine tundra/flower viewing | |
| _____ Camping | _____ Backpacking | _____ Mountain/rock climbing |
| _____ Cross country skiing | _____ Alpine skiing | _____ Big game hunting |
| _____ Visiting Blue Mesa Res. | _____ Other, please describe _____ | |
- 14) As you may know, Colorado experienced a severe drought and wildfires in the summer of 2002. Did the drought and fires *A) increase, B) decrease, or C) have no effect* on your visit? (circle one). If A) or B), please estimate by how many days you changed your visit. _____ days.

III. How would your visitation change with changes in land use?

About $\frac{3}{4}$ of Gunnison County, including most of the mountainous areas, are found on public land. Gunnison's private lands are mostly managed as ranches and farms and make up much of the county's lower lying hills, river corridors, and valleys. A traditional way of life, ranches and farms also provide open space, winter wildlife habitat, hunting and fishing guides and outfitters, and contribute to biological diversity, among other things. When ranches and farms are converted (subdivided) for higher density commercial or residential development, these traditional contributions of private lands are diminished.

- 1) If ALL Gunnison farms and ranches were converted to higher density development would you
A) *increase* B) *decrease* or C) *not change* your visits to Gunnison County (Circle one).
- 2) If you circled A) or B), please estimate by how many days you would change your visit. _____ days.
- 3) If you circled A) or B), please estimate at what percentage of private land conversion you would begin to change your visits to Gunnison County? (circle one)
 1. 25% of private land converted.
 2. 50% of private land converted.
 3. 75% of private land converted.

IV. Please tell us something about yourself.

These last few questions will help us in evaluating how well our sample represents visitors. Your answers will be kept strictly confidential and will only be used for the analysis of this study. You will not be identified in any way.

- 1) Are you? Male Female
- 2) What is your age? Years
- 3) Are you retired? Yes No
- 4) What is your home zip code?
- 5) Your highest level of formal education completed. (Please circle one)
 - a) *Jr High or less*
 - b) *High School*
 - c) *Jr College or Technical School*
 - d) *4 yr College*
 - e) *Graduate or Professional School*
- 6) Do you work outside of the home? Yes No
- 7) When you recreate, do you almost always go on weekends, holidays, vacations or other non-work days?

Yes No
- 8) How many weeks of paid vacation do you receive each year? weeks
- 9) How many members are in your household? people
- 10) How many of these people contribute to paying household expenses people
- 11) Including these people, what was your approximate household income from all sources (before taxes) last year?

<input type="checkbox"/> less than \$10,000	<input type="checkbox"/> \$40,000-\$49,999	<input type="checkbox"/> \$80,000-\$89,999
<input type="checkbox"/> \$10,000-\$19,999	<input type="checkbox"/> \$50,000-\$59,999	<input type="checkbox"/> \$90,000-\$99,999
<input type="checkbox"/> \$20,000-\$29,999	<input type="checkbox"/> \$60,000-\$69,999	<input type="checkbox"/> \$100,000-\$149,999
<input type="checkbox"/> \$30,000-\$39,999	<input type="checkbox"/> \$70,000-\$79,999	<input type="checkbox"/> over \$150,000

Thank you for completing the survey!

Land Use Alternatives

Purpose

This appendix to the Crested Butte/Gunnison Corridor Comprehensive Plan addresses the work related to the development of several land use alternatives that have been developed based on the 2002 Community Survey (Appendix A), concrete suggestions from specific focus groups, and specific recommendations from members of the public. The section details the methodology used by staff in generating the alternatives, and three distinct alternatives that are the subject of a soon to be completed Cost of Community Services Study being conducted on the County's behalf the Rural Planning Institute in Durango, Colorado.

Available Geographic Information System (GIS) Data

As part of the County's Comprehensive Plan effort, staff has developed one of the richest geographic, social and economic data sets in the United States. The data included within the alternative land use model was collected and assembled based largely on the results of the Community Survey conducted on 2002, as well as specific data that was collected as part of the work of several Focus Groups. The data was divided into three specific areas, as summarized below:

Environmental Values

The environmental data set included slope constraints, geologic hazards (mudflow, rock fall, etc) floodplain, riparian areas, septic limitations, shallow ground water, critical wildlife habitat, endangered species, wetlands and view shed data.

Economic Values

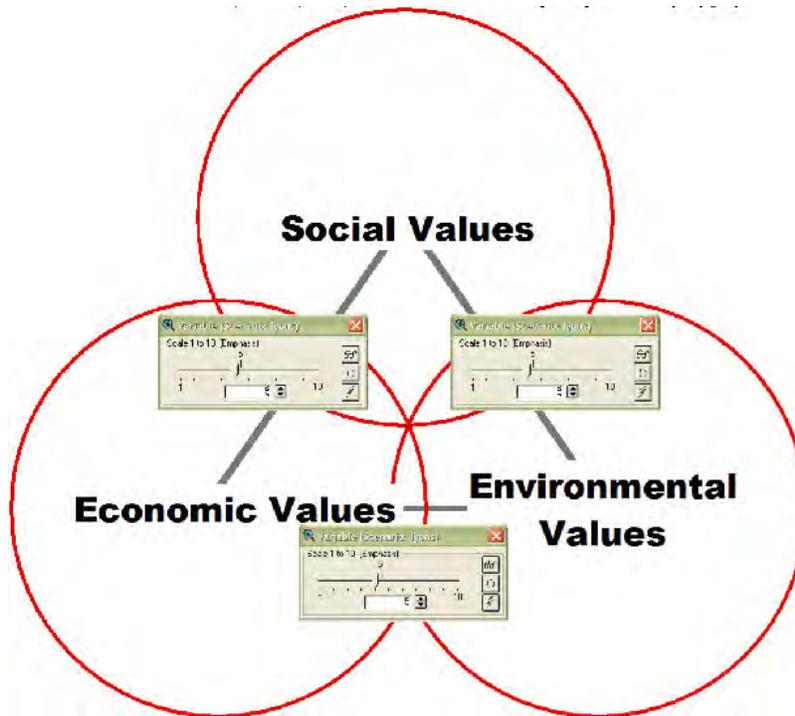
The economic value data set included proximity to paved roads, schools, police protection, fire protection, water and sewer systems, waste disposal, parks and electrical services.

Social Values

Social values included access to public open spaces, public facilities and proximity to existing and future transit.

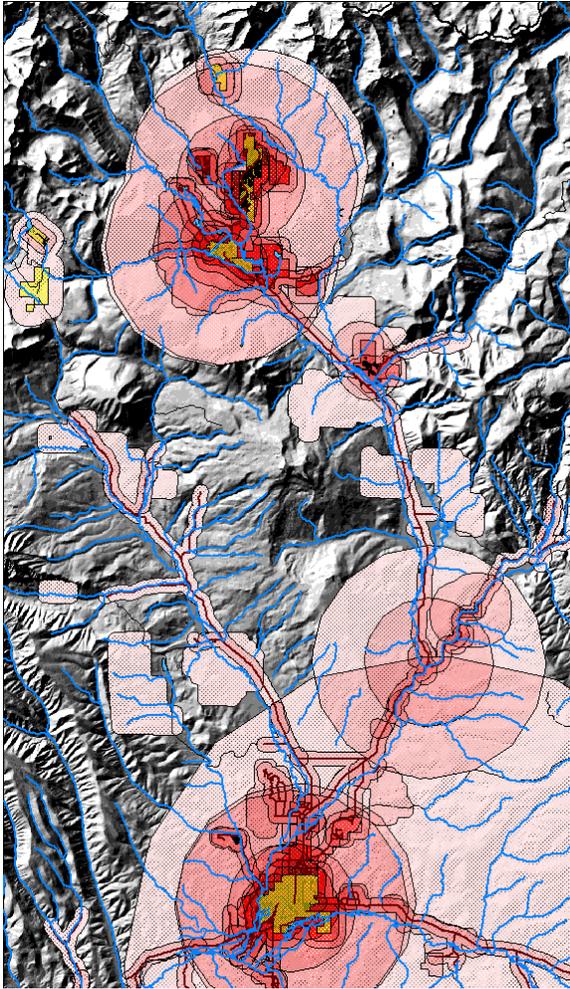
Figure VIII-1 is graphic depiction of the interaction between these three value sets.

Figure VII-1
Interaction Between Value Sets



As an example of how this data is processed, Figure VIII-2 shows an un-weighted display of the data sets associated with the economic value information. The map depicts areas in the County where these values overlap. For example, areas in red have the most overlap, and those in white or pink have the least overlap.

Figure VIII-2
Sample Data Output of Economic Values Dataset



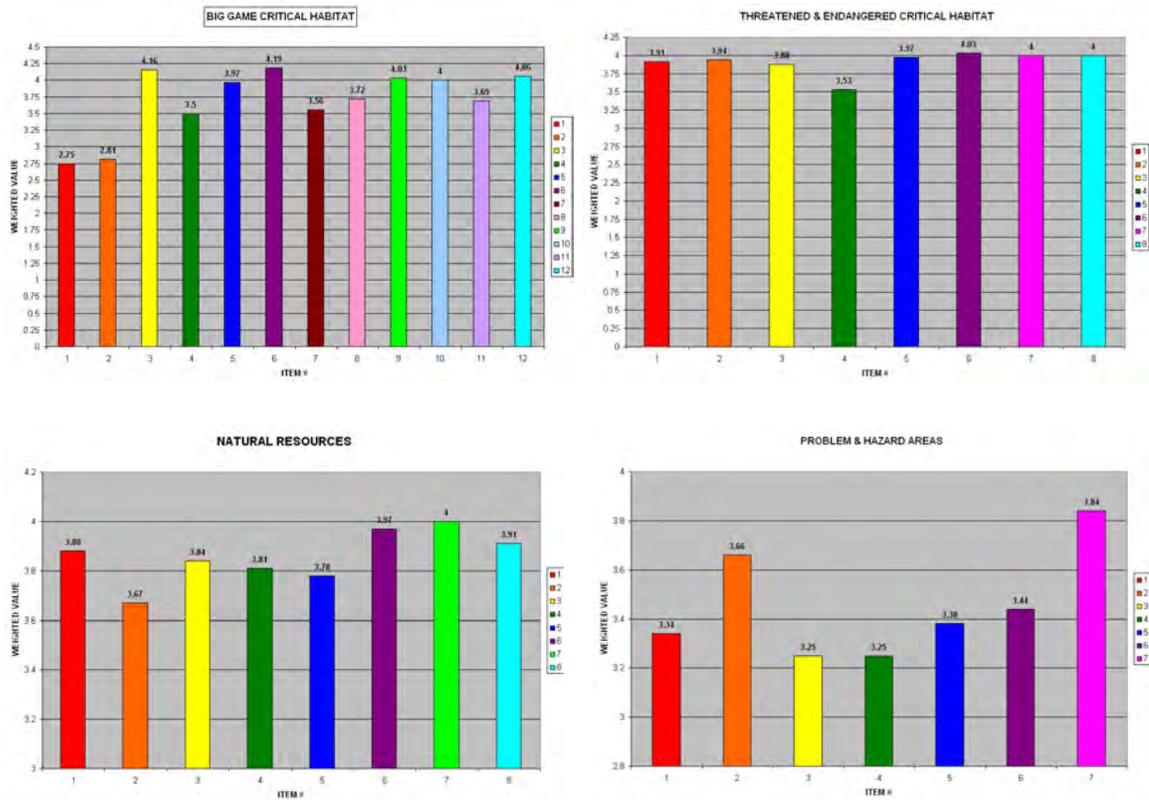
economictab.dbf	
Type	Weight/5
Proimity to Paved Roads	1.00
Proimity to Schools	1.00
Proimity to Police Protectio	1.00
Proimity to Fire Protection	1.00
Proximity to Sewer Services	1.00
Proimity to Water Systems	1.00
Proximity to Waste Disposal	1.00
Proximity to Parks	1.00
Proximity to Electrical Serv	1.00

This technique (known as unioning) was conducted for all three datasets to allow for the community to understand how these opportunities and constraints fit within the landscape without any implicit prioritizing of the data by planning staff.

Community-Based Values

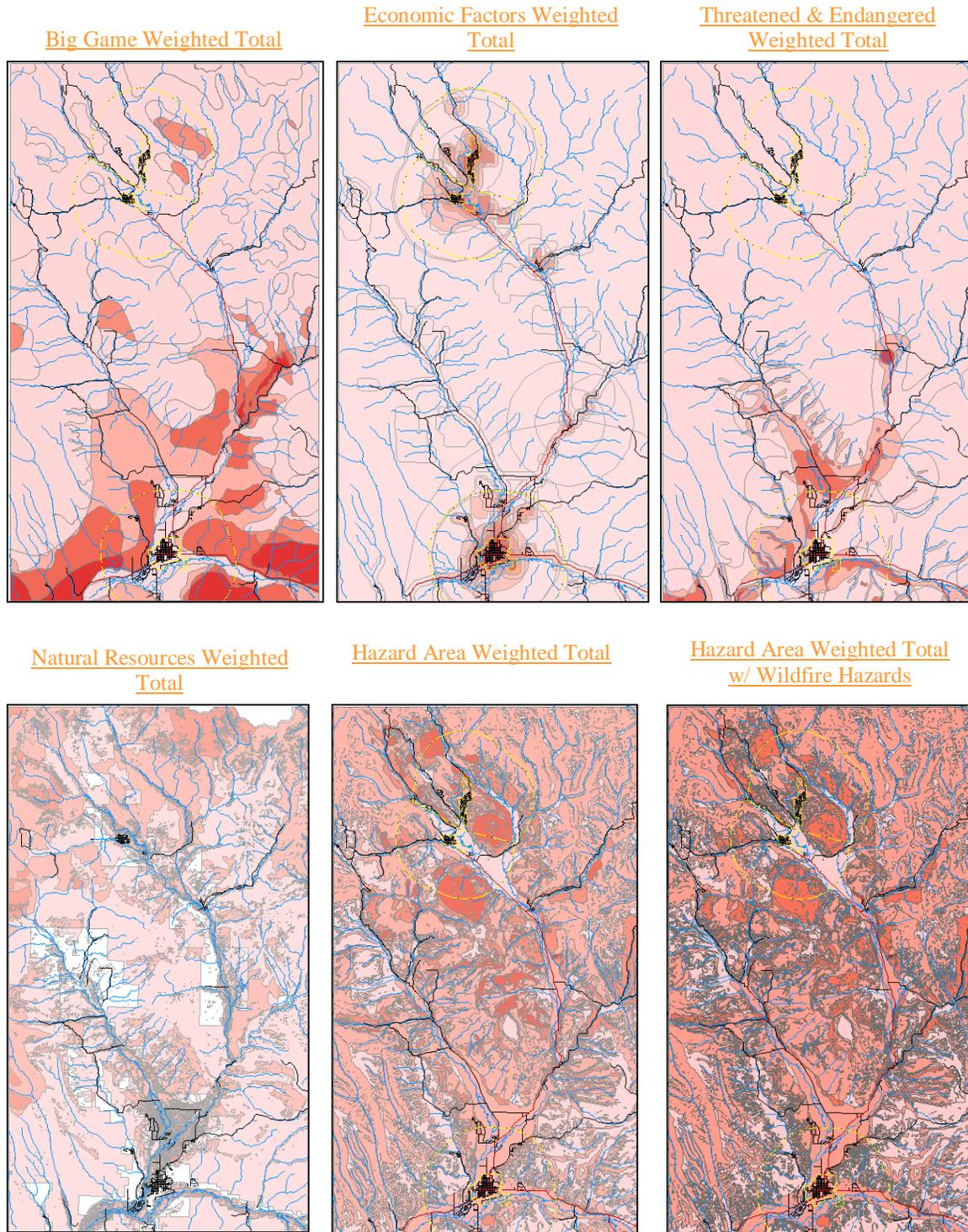
In March of 2004 all of the focus groups came together to accomplish three (3) tasks: review and comment the work of all the groups; complete a survey to allow for weighting of the three value sets; and develop land use alternatives based on the prior year's work. A sample of the surveys completed by the group is shown on Figure VIII-3.

Figure VIII-4
Weighting Tables for Selected Environmental Data



Once the weighted data was inputted into the model, the software allows for not only weighting each specific value type, but inter-relating the weights assigned to each broad value type. An example of the output using this approach is shown on Figure VIII-5.

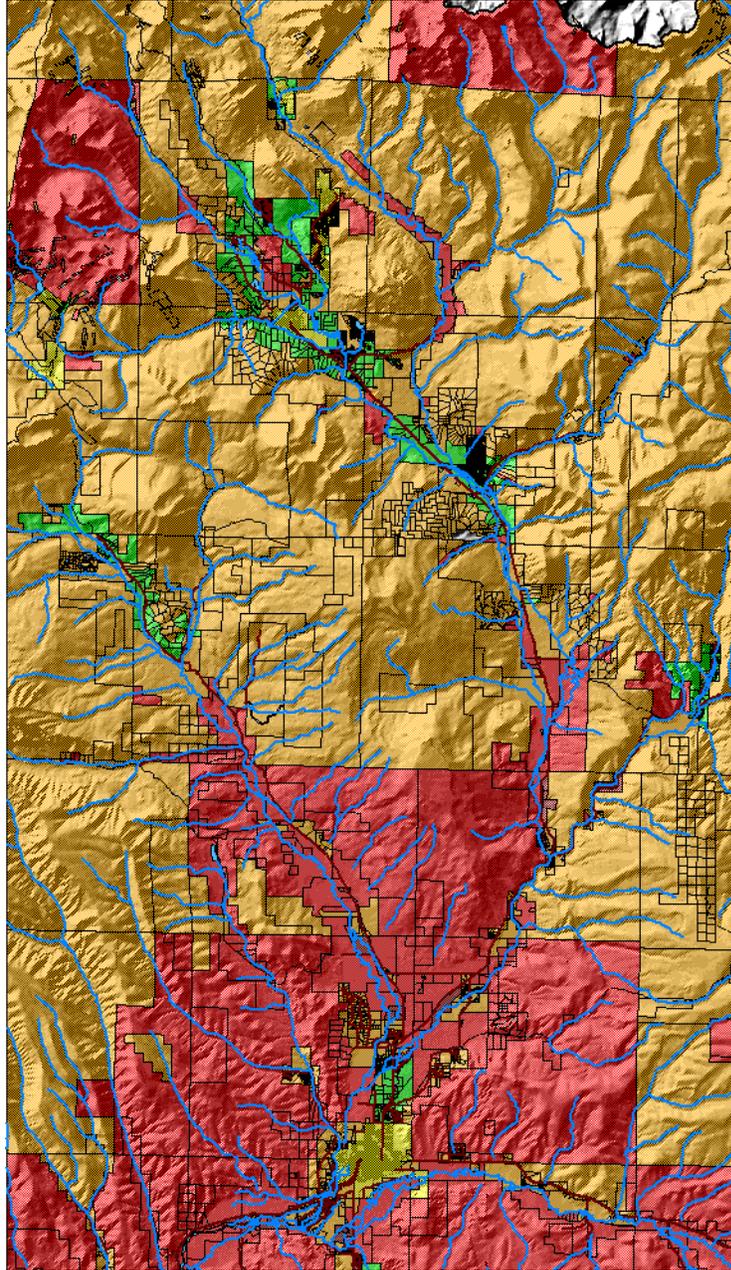
Figure VIII-5
Weighted Model Output Results for Selected Data Sets



As an example of the capabilities of the model, Figure VIII-6 represents a parcel by parcel development suitability map based solely on the weighted survey results compiled from the focus group survey results.

Green areas meet all of the objectives (economic, social and environmental), yellow areas meet two, and red areas meet either 0 or 1 of the objectives based on the public values expressed within the survey. As shown, a rather tight urban growth boundary is expressed using this methodology.

Figure VIII-6
Weighted Development Suitability Map



GROWTH CHALLENGE GAME

The next task undertaken by the Focus Groups was an exercise designed to allow for the translating of all the goals and objectives to be transferred on the landscape. All of the members were randomly assigned into groups of 8 to 10 people, and were given the task of siting 4,000 units within the corridor, based on a trend extrapolation of expected population growth by the year 2025. A great deal of data was given to each group, including expected population assumptions and historic land consumption, as shown on Figure VIII-7.

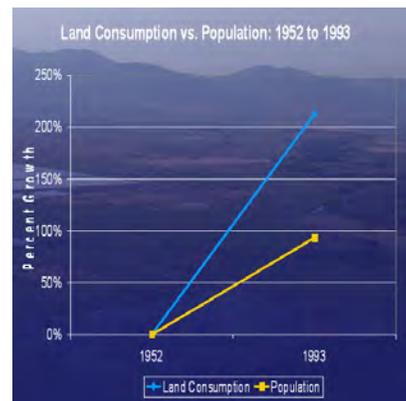
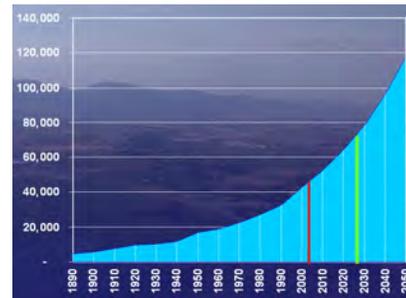
**Figure VIII-7
Growth Rate Assumptions**

Gunnison County Comprehensive Plan GIS Analysis Components & Criteria

Gunnison County 20 Year
Historic Growth Rate -
3.11%

17000 New People by 2025

Population growth vs. land
consumption growth (i.e.
DENSITY!)



The specific rules given to each group are summarized below:

1. Introduction

The Growth Challenge is an opportunity for you, a person interested in the future of Gunnison County, to create a growth scenario that places the future population of the County. Your growth scenario and other's will be used to inform the Future Land Use Map intended to be included in the Comprehensive Plan. There are several questions to ask yourself as you prepare your growth scenario including:



*Where should new residential growth be located?
What should be the density of future residential growth?*

The growth Gunnison will experience in the next 25 years includes almost 17,000 new residents. You will be placing, on a map, game pieces that represent resident land uses with density options. The residential game pieces may be traded to create more compact or less compact developments.

2. Game Pieces

Residential Pieces

129 Residential Stickers. Density is determined by sticker color.

Each sticker is approximately 160 acres

Neon Green = 4.5 units of 35 acre lots on a 160 ac grid (90 stickers)

Dark Green sticker = 23 units of 1 du/ 9 ac. (26 stickers)

Orange Sticker = 160 units of 1 ac lots on 160 ac. (10 stickers)

Orange/Blue Sticker = 480. units at 3 per acre on 160 ac. (3 stickers)

Residential Stickers may be traded with other residential stickers as long as the total number of units does not vary. Any residential combination is possible as long as the trade-in value (number of units) meets or exceeds the value (number of units) of the stickers returned to the team by the facilitator. For Example:

1 Town Density Chip is equivalent to 107 35s.

3. Rules/Process

Players must place all growth pieces on the 'Game Board' prior to the conclusion of the game.

Place all stickers with protective backing on the base map (don't remove backing).

No stickers may overlap one another.

Discuss as a team and REACH CONSENSUS of sticker placement prior to placing stickers permanently to the base map.

Stickers placed on the map will increase the existing density in an area and will not remove the existing density, although the form of the density may change.

4. Evaluation of Growth Scenarios

Quality growth is a priority for County residents and government. Teams will be rewarded for exceptional effort to create plans which follow principles of good planning.

Conservation Ethic: The public sector, private sector and the individual should cooperate to protect and conserve, water, air, critical lands, important agricultural lands, and historical resources.

Housing Opportunity: Housing choices and housing affordability are quality of life priorities and state and local governments should cooperate with the private sector to encourage both.

Efficient Infrastructure Development: State and local governments and the private sector should cooperate to encourage development that promotes efficient use of infrastructure and water and energy resources.

Quality Growth Sticker Award Criteria:

Compact Growth Sticker (gold star) – By placing development near our current city limits we keep infrastructure costs low, which keeps taxes low and also preserves our natural environment.

Residential stickers may be traded with other residential stickers as long as total amount of units does not vary. Any residential combination is possible as long as the trade-in value (number of units) of the stickers returned to the team by the facilitator.

Additional Pieces

Quality growth award stickers – explained below.



Compact Growth Criteria:

Place a minimum of 80% of all stickers within 3 mile zone around city limits. All development placed outside of current city limits must have a pattern and distribution that is compact.

Environmental Quality Sticker (green star) – The placement of our growth in areas that have low or no sensitive lands will ensure a quality natural environment now and into the future.

Criteria:

Place NO dots within areas that have significant constraints.

To assist the group in understanding what different densities look like, the following graphic, shown as Figure VIII-8 was prepared based on photos taken in the Gunnison Valley. The game piece described as “BAU” represents “Business As Usual”, with is a density of one unit per seven acres, which is the average density in unincorporated Gunnison County.

To further assist the group, an additional graphic, shown as Figure VIII-9 was prepared to explain both the game board and how much land would be consumed based on differing densities. The game boards were 36” x 48” single sheets of the entire corridor with existing land uses and significant environmental constraints. The grid was based on 160 acres for the placement of each dot.

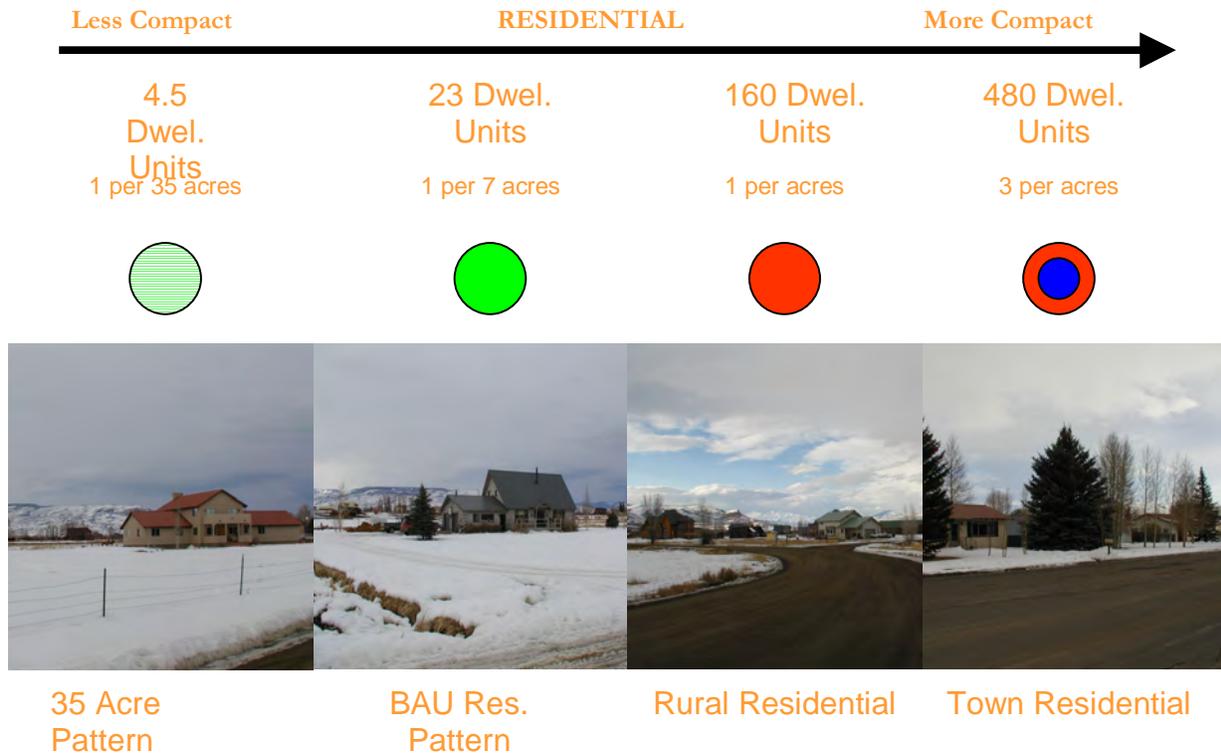
The results are shown on Figures VIII-10. The land use model has the ability to assess the impacts of each alternative in detail in terms of meeting the community values expressed within data contained within the environmental, economic and social value sets. In addition, a wide range of spatial criteria can be understood as shown on Figure VIII-11.

Cost of Community Services Study

As a part of the grant the County received from the Colorado Conservation Trust (Trust), the Trust required that a Cost of Community Services Study be conducted for the land use alternatives. This study calculates an existing level of service for a wide range of services including fire and police protection, road maintenance, social services, etc, and then the costs associated with serving each land use alternative. This type of study, coupled with the vast amount of environmental, social and economic data included within the County’s database, will allow a full understanding of the impacts of future development patterns. The Cost of Services Study is included within Volume II.

**Figure VIII-8
Density Chips**

Gunnison County Comprehensive Plan
GIS Analysis Components & Criteria
GROWTH CHALLENGE GAME



**Figure VIII-9
Land Consumption Relationship between Densities**

Gunnison County Comprehensive Plan
GIS Analysis Components & Criteria

GROWTH CHALLENGE GAME



160 acre (1/4 mile) becomes the game grid
Reflects the largest scale 'game board' that can be plotted onto a 36 x 48" sheet
1" = 1 mile, thus 160 acre grid is 1/2" square

If All Development
4042 du was of a type:



35 Acre Pattern

899 Chips
1 du / 35 ac.
(143,000 ac)
[223 sq miles]



BAU Res. Pattern

173 Chips
1 du / 7 ac.
(27,680 ac)



Rural Residential

25 Chips
1 du / ac.
(4000 ac.)



Town Residential

8.3 Chips
3 du / ac.
(1328 ac.)
[2 sq. miles]

Chip Set Reflects
Existing Res. Mix:

90 Chips
(14400 ac.)

26 Chips
(4160 ac.)

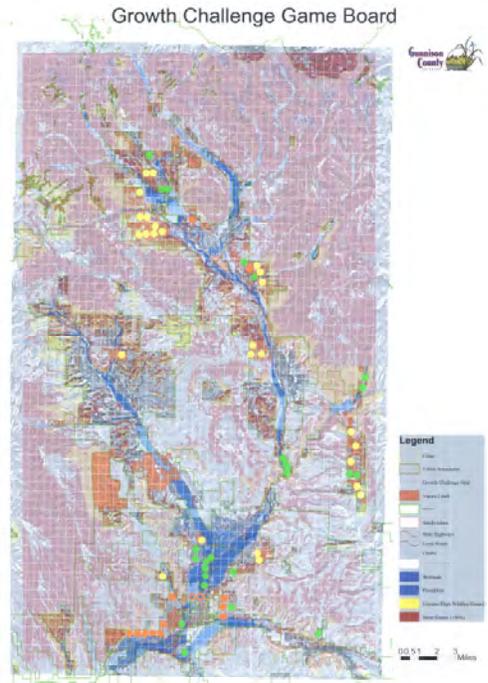
10 Chips
(1600 ac.)

3 Chips
(1328 ac.)
21,488 ac.

34 sq miles new rural
development
(Outside City Limits).
Only 6 sq. miles are
presently within city
limits.

**Figure VIII-10
Game Board Results**

Gunnison County Comprehensive Plan
GROWTH CHALLENGE GAME
Summary of Findings



Game #1 - Results

Game #2 - Results



Game #3 - Results



Game #4 - Results



Game #5 - Results



Game #6 - Results



Game #7 - Results



Figure VIII-11
Sample Data Comparison between Alternatives
(Land Consumption and Total Dwelling Units)

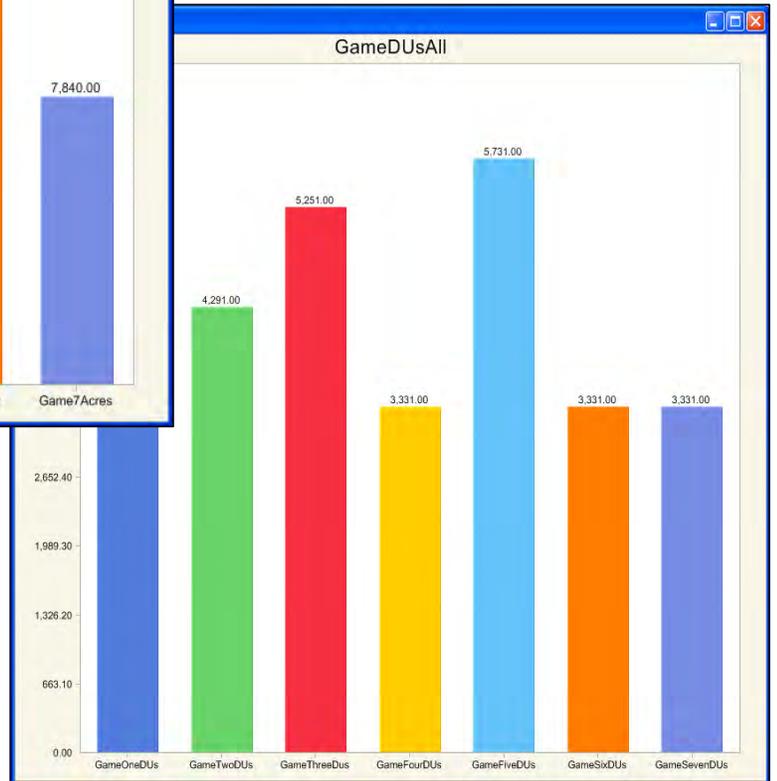
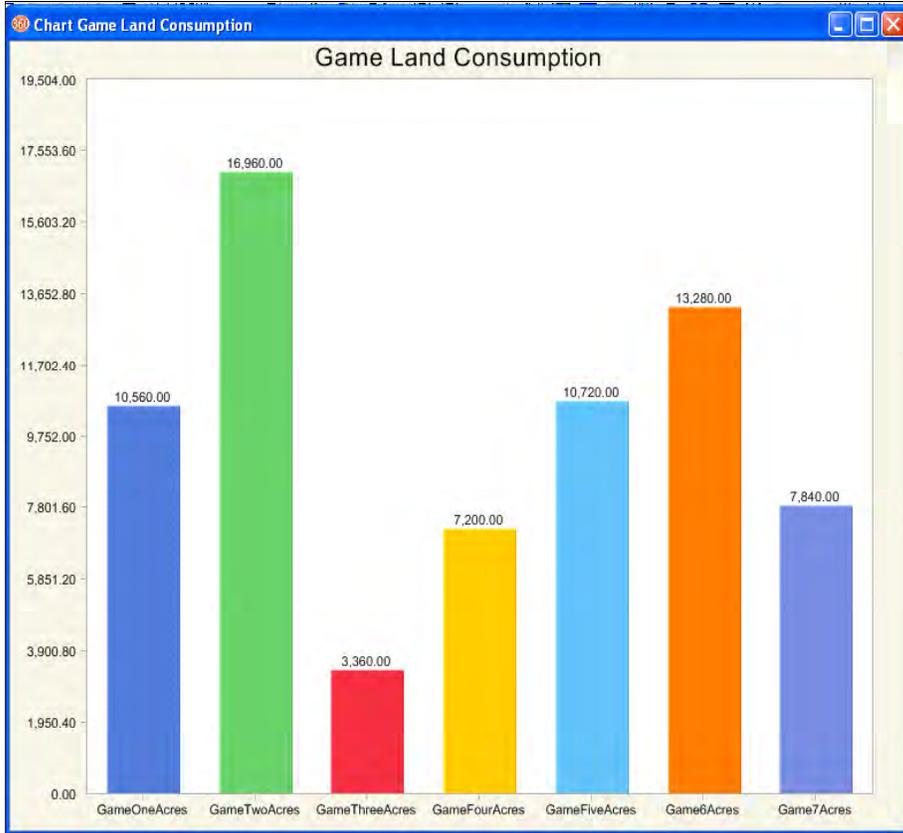


Figure VIII-12
Medium Density Alternative

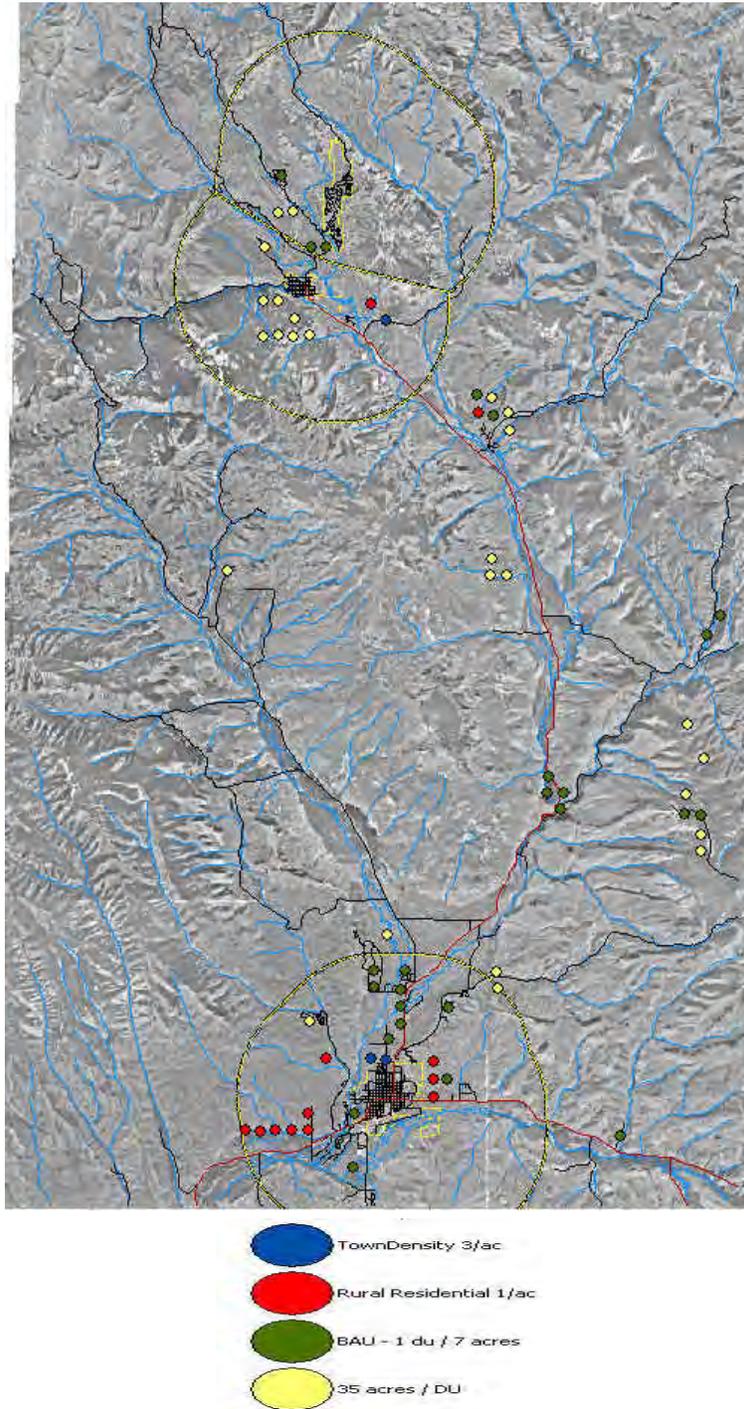
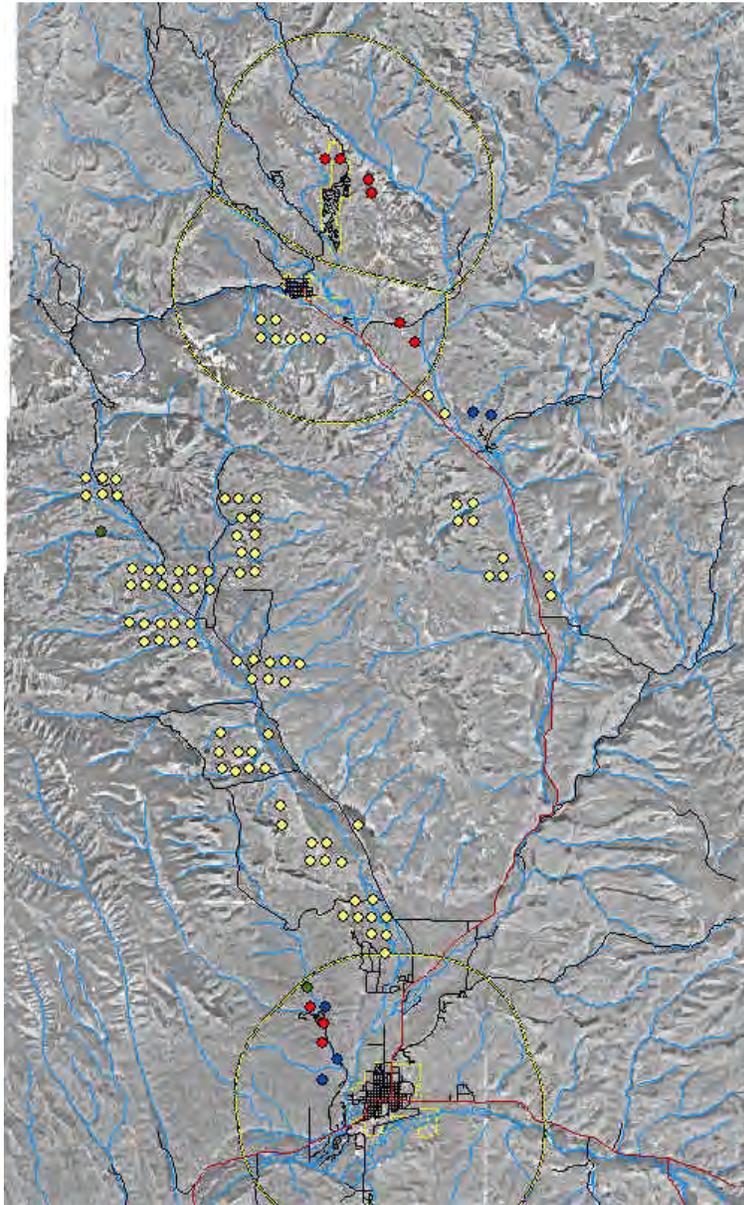
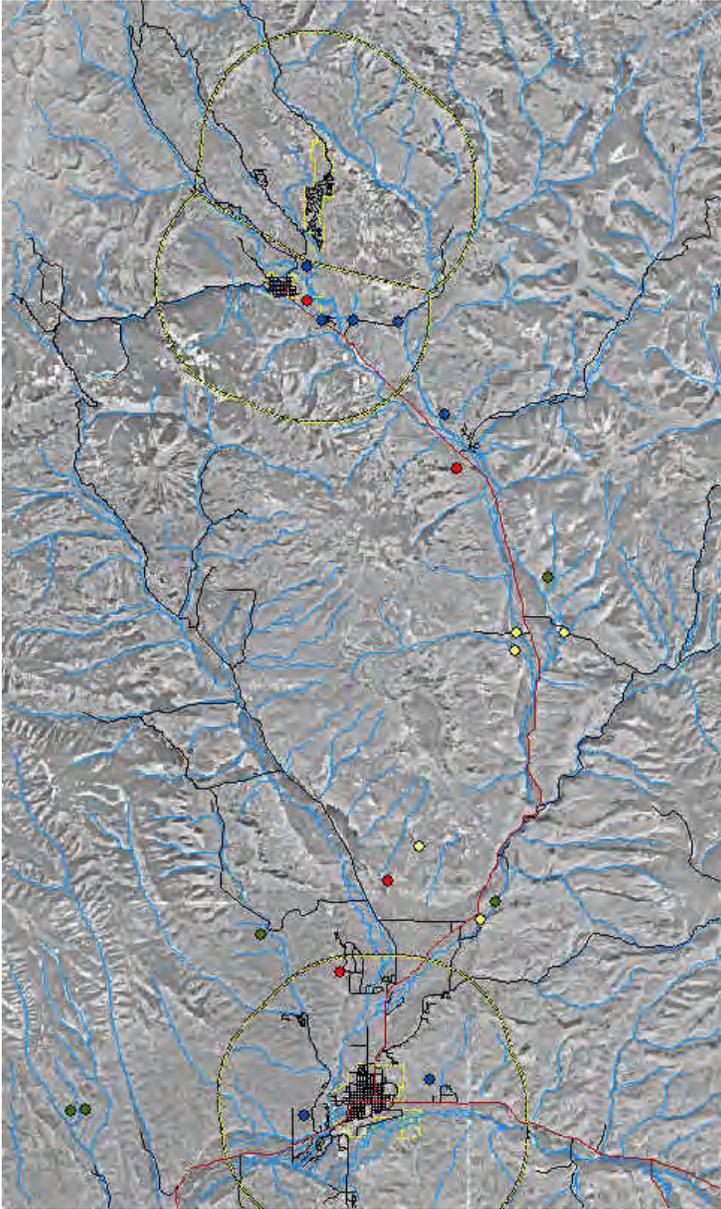


Figure VIII-13
Low Density Alternative



-  TownDensity 3/ac
-  Rural Residential 1/ac
-  BAU - 1 du / 7 acres
-  35 acres / DU

Figure VIII-14
High Density Alternative



-  TownDensity 3/ac
-  Rural Residential 1/ac
-  BAU - 1 du / 7 acres
-  35 acres / DU

Gunnison County, Colorado

Development Impact Analysis:

**Gunnison-Crested Butte Corridor
Comprehensive Plan, Land Use Alternatives**

November 2004

Prepared by:

RPI Consulting Inc.



TABLE OF CONTENTS

Introduction & Methodology	5
Important Concepts to Understand	7
Demand Unit Projection	8
Proportionate Share	8
Calculating the Level of Service.....	9
<i>Dynamic Analysis</i> of Low, Medium, and High Density Alternatives	9
Revenue Projections and Fiscal Summary.....	9
Executive Summary & Findings	11
Purpose	11
Summary	11
Findings by Department	13
Existing Conditions and Projected Growth	19
Gunnison County Demand Unit Trends and Projections	19
Road and Bridge - <i>Dynamic Analysis</i>.....	22
The Amount of Driving and the Cost of Providing County Roads	22
Measuring Vehicle Miles Traveled for Land Use Alternatives - <i>Dynamic Analysis</i>	22
CommunityViz Model	23
Roads Operations and Maintenance Level of Service.....	25
Road Capital Facilities Level of Service.....	25
Future Cost of Maintaining Roads Level of Service	27
Road and Bridge Revenue Projections.....	27
Road and Bridge Fiscal Summary.....	28
Conclusions, Considerations, & Recommendations.....	29
COUNTY GENERAL FUND DEPARTMENTS	32
Administration	33
Introduction.....	33
Methodology.....	33
Proportionate Share	34
Operations Level of Service.....	34
Capital Facilities Level of Service	35
Conclusions.....	35
Law Enforcement - <i>Dynamic Analysis</i>.....	36
Introduction.....	36
Proportionate Share	36
Conclusions.....	39
County Jail	40

Introduction.....	40
Proportionate Share	40
Operations and Maintenance Level of Service	40
Capital Improvements Level of Service	41
Cost of Maintaining the Current Level of Service for the Jail	41
Conclusions.....	41
Gunnison County Health	42
Introduction.....	42
Proportionate Share	42
Operations and Maintenance Level of Service	42
Capital Facilities Level of Service	42
Cost of Maintaining Current Level of Service.....	43
Conclusions.....	43
Miscellaneous General Fund Services and Facilities.....	44
Introduction.....	44
Proportionate Share	44
Operations and Maintenance Level of Service	44
Capital Facilities Level of Service	44
Cost of Maintaining the Current Level of Service	45
Conclusions.....	45
General Fund Department Revenue Projections	46
Introduction.....	46
Property Tax Revenue.....	46
County Sales Tax.....	47
Other Revenue Sources.....	47
General Fund Cost/Benefit <i>Dynamic Analysis</i>	49
Conclusions.....	50
Gunnison County Human Services	52
Introduction.....	52
Proportionate Share	52
Operations and Maintenance	52
Capital Facilities.....	52
Cost of Maintaining the Current Level of Service	52
Human Service Revenue Projections	53
Human Services Fiscal Summary	54
City of Gunnison Water	55
Introduction.....	55

Methodology.....55
Water Analysis.....56
Conclusions.....58
Appendix..... 59

INTRODUCTION & METHODOLOGY

This complementary report to the 2004 Gunnison County Gunnison-Crested Butte Corridor Comprehensive Plan Land Use Alternatives Element, evaluates the costs to Gunnison County of providing services and facilities for each of the three alternatives developed in the Plan. These land use alternatives represent three different development patterns to accommodate the 4000 additional residential units projected for the unincorporated County by 2025.

The analysis contained in this report evaluates the differential costs for County departments generated by the Low, Medium, and High Density alternatives in the 2004 Gunnison County Gunnison-Crested Butte Corridor Comprehensive Plan Land Use Alternatives Element. The services and facilities that vary with the density are called out specifically in the Dynamic Analyses for the Sheriff's Department and for the Road and Bridge Department. Using CommunityViz GIS software, RPI analysts generated a model for estimating the vehicle miles traveled implied by each of the 3 land use alternatives.

Development impact reports enable Towns and Counties to make *full cost accounting* of the impacts of new growth and development on local economies, public infrastructure, fiscal resources, revenues, land use/physical attributes, and some environmental and social resources. This development impact report analyzes growth within Gunnison County over the next twenty years.

Development impact reports are a useful tool for local governments and citizens alike because they allow communities to engage the following issues:

1. Calculate the incremental costs of growth.

Understanding the costs of growth at its fundamental level is the most flexible way to calculate the true costs both now and in the future. This report contains the building blocks with which to understand and track future growth in your community. Once the costs generated by a single residence or commercial / industrial land use are known, simple arithmetic can be used to determine the cost of any number of units. Within this report costs are broken down into residential /non-residential units, population, and vehicle trips. Each is thoroughly explained in the appropriate section of this report.

2. Link land uses to fiscal realities

One of local governments' most powerful tools is the ability to exert influence over land uses. Because of the variable costs associated with different types of land use, governments can, given quality information, perform cost/benefit analysis of proposed uses. Cost benefit analysis is equally important when considering comprehensive planning, zoning and/or rezoning of land.

We know that certain types of land use are more intense than others and consequently we expect them to have greater impacts. For example, the average large grocery store generates far more vehicle trips, public safety calls, and solid waste than any single family home. Clearly, this is a high intensity land use. On the other hand, large grocery stores can produce significant amounts of tax revenue, perhaps offsetting their costs. If our criterion is simple fiscal contributions, a grocery store may come out far ahead of single-family homes in a cost-benefit analysis. Of course, the financial "bottom line" is not always the single determinate in community decisions concerning land use.

However, in many ways, development impact reports help us to quantify some quality of life issues.

Many people would agree that traffic jams, high crime rates, or not having enough clean drinking water represent serious quality of life issues. Unfortunately, many of these conditions arise when Counties or Towns grow faster than public, and often even private, services and infrastructure can service them. Consequently, services and infrastructure tend to degrade, quickly creating backlogs, which are difficult to rebound from.

This analysis quantifies the cost of sprawling rural development presented by the low density alternative in the 2004 Gunnison Land Use Alternatives Element versus more the more compact proposed development of the medium and high density land use alternatives.

Frequently, planning and zoning takes place using only experience and intuition. While these are certainly important components of quality planning, RPI believes that comprehensive and accurate information is a critical element that is often missing. Ultimately, community involvement, and sound judgment combined with accurate, objective information will yield the best results for long-range County and Town planning.

3. Establish baseline information

In order to chart a course for the future, a County or Town must know where it is right now. A useful component of this analysis is the establishment of current Level of Service (LOS) information for local government services and infrastructure. Typically, service levels are established on a per capita basis. For example, parks may be related in terms of acres per capita or library items as volumes per capita. While as numbers these may seem somewhat abstract and dry, they serve two important functions. First, they are an absolute, quantitative description of the service a typical citizen receives from any public good. Clearly, a library with 100 books serving a population of 10,000 is providing poor service to the community. Alternately, a library that holds 10,000 books for every citizen provides a tremendous level of service. Likewise with parks and open spaces, or fire protection.

LOS = Level of Service

This report not only reveals existing conditions in the community now, but also makes comparisons to other localities and/or national standards - providing some context both of where it is now and where it may go in the future.

4. Lay the groundwork for fees and services

RPI's analysis and numbers are meticulously generated from the most current and accurate information available. When the cost of growth is realized, local government may want to take steps to mitigate some of the impacts through fees and taxes. Because RPI is demonstrating the *incremental* costs of growth, not all of the per unit cost numbers can, or should, be converted into fees and taxes. To do so requires an additional step that involves identifying: who is going to bear the tax burden, for what, how much is being contributed by other mechanisms, and for how long. However, given the establishment of the base numbers found in this report, this step is a relatively simple one for many departments and services. Please be aware, that road and street

costs are an exception to this rule and often require significant additional work and analysis.

IMPORTANT CONCEPTS TO UNDERSTAND

It is imperative that two simple concepts be thoroughly understood prior to examining the results of this report.

1. Level of Service (LOS)

The idea of level of service will recur throughout this report. A simple analogy serves to illustrate the concept. Suppose that you entered a restaurant with a small kitchen, two tables, and two waiters; you sit at one of the tables and begin dinner. You would expect, given the ratio of waiters to tables, that the service be good. Now consider that you enter the same restaurant a week later, with the same kitchen and the same two waiters, to discover that they have added one hundred additional tables and that the restaurant is packed with people. Certainly, after having been seated, you would expect a significantly decreased level of service from the two waiters. Of course, the same happens with provision of government services and infrastructure. If new growth is not accounted for in police, streets, fire, health, sewer and a host of other services while population is being added, we should expect to see a decrease in our overall level of service. Meaning, that perhaps we are stuck in traffic more often, our parks are more crowded, we must wait weeks to see a doctor, or that our water use is limited to certain times of day.

Level of service also allows the community to see where it stands in relation to other communities or even against national standards. It is a measuring stick from which the community can decide to increase or decrease its existing service. For example, your community has police service that is higher than the national standard, but your park system does not equal that of other, similar sized communities. You may decide to de-emphasize funding priorities for law enforcement and instead focus on growing a park system, while imposing a fee structure that ensures that new growth and development will not degrade the law enforcement that you currently have.

2. Projections vs. Forecasting

Projections and forecasts are often mistaken for the same, however this is inaccurate, and a distinction between the two is particularly important when considering development impact analysis.

The Rural Planning Institute typically uses projections in its methodology. Projections are essentially an if-then statement about the future. If variable *x* grew at ten percent over the last ten years *and* the next ten years are relatively similar *then* variable *x* will continue to grow at 10 percent. Strictly speaking, projections are never wrong because they simply make the assumption that a trend observed over time will continue into the future. In fact, projections are often extremely accurate, particularly over 5-15 year periods. Because projections are based on historical trends, they take into account the typical ups and downs over time. For example, unemployment observed over the last ten years would have been high in the late eighties and early nineties, and quite small in the late nineties – a typical business cycle. An average taken between 1985 and 2000 would reflect this and the consequent projection into the next fifteen years would reasonably predict the same.

Forecasts represent a significantly different concept. They are a judgmental statement that represents a best guess about future conditions. Forecasts typically utilize a wide array of disparate variables and then combine them with the forecaster's expertise and experience to generate a "prediction" of future conditions. In certain situations, forecasts can certainly be useful; however, they are inappropriate for fiscal forecasting. Furthermore, forecasting methodologies may vary widely, making it difficult for third parties to understand how results are achieved. Virtually all of RPI's numbers are predicated on projections. In some cases the projections are modified.

METHODOLOGY

The methodology used by RPI Consulting to conduct development impact analysis consists of the following five steps:

1. Demand unit measurement and projection
2. Determining the proportionate share
3. Determining the current Level of Service (LOS)
4. Calculating the cost of maintaining the current Level of Service (LOS) given the projected demand units
 - For the Road and Bridge and Sheriff's Departments, *Dynamic Analyses* calculate the differential cost of serving the Low, Medium, and High density land use alternatives.
5. Revenue comparisons and fiscal summary

This basic approach applies to each department or special district included in this analysis. Following is a more detailed explanation of each step.

DEMAND UNIT PROJECTION

Demand units are the units of growth generating additional demand for public facilities and services. Demand units differ for departments and/or special districts, depending on the nature of the service and facilities provided. For example, housing units are used for calculating increased demand on schools. School districts will usually experience marked increases in the number of students when there are increases in housing units. Similarly, increased demand for library services, materials, and facilities is related to the overall population. More people translate into more library users, so population is a demand unit for calculating additional costs on the library. Non-residential demand units are typically defined in terms of square footage, but there are some minor exceptions.

Gunnison County's alternative analysis involves 1) selecting appropriate demand units, 2) measuring the current number of demand units, and 3) projecting the demand units generated by the projected development in 2025.

PROPORTIONATE SHARE

RPI development impact analyses assign the cost of development to specific land uses. This requires a determination of what proportions the residential and non-residential portions of the projected growth will cost various departments, districts, and subtraction of costs that are not directly related to the development. For example, a Sheriff's office responds to calls

in specific places, some of which are residential and others that are commercial or institutional. Accurate projection of the increased demand generated by a development with mixed commercial and residential development first requires a known proportion of how the department or special district's resources are directed to these different land uses, as well as to areas unrelated to land use (e.g. highways). Establishing these numbers generates the proportionate share.

CALCULATING THE LEVEL OF SERVICE

Level of service (LOS) calculations are dependent on having the current demand units for a department or special district and the proportionate share. The level of service (LOS) is defined as the amount of resources (employees, dollars, sq. ft., library items, etc.) per demand unit, and is expressed both in terms of day-to-day operations and maintenance and in terms of capital facilities (buildings, equipment, library circulation items, etc.). After the proportionate share has been applied to the resources, LOS can be expressed as a cost per demand unit. This is the fundamental measure of the incremental cost of growth.

If a department or district is planning major upgrades to their service levels (for example, if the Gunnison County Sheriff were planning to triple the size of the jail) Level of Service can be expressed in terms of target Level of service by a certain year.

The incremental cost of growth, that is, the cost per demand unit, is multiplied by the projected 4000 additional residential units in 2025 to obtain projected cost of maintaining the current level of service or target level of service.

DYNAMIC ANALYSIS OF LOW, MEDIUM, AND HIGH DENSITY ALTERNATIVES

RPI developed a model using CommunityViz GIS software to calculate the amount of driving on County Roads that will be generated by the Low, Medium, and High density alternatives. Traffic engineering and planning professionals have long known that costs of building, maintaining, and patrolling roads increases with the amount of driving occurring on a jurisdiction's roads. The units that most accurately measure the amount of driving are *vehicle miles traveled* (1 average daily vehicle mile traveled = 1 vehicle traveling for 1 mile each day). In addition to calculating the future vehicle miles traveled (VMT) using the CommunityViz model, RPI also calculated the current VMT.

Using the incremental costs discussed above allowed the calculation of cost per vehicle mile traveled to maintain current LOS for the Road & Bridge and Sheriffs departments. This incremental cost per vehicle mile traveled was then applied to the vehicle miles travel differences between the low, medium, and high density land use alternatives in the Gunnison County Gunnison-Crested Butte Corridor comprehensive plan.

For a detailed description of the methodology used to conduct the dynamic analysis of the land use alternatives, see **Appendix**.

REVENUE PROJECTIONS AND FISCAL SUMMARY

In the final step, revenues are projected and compared to the costs. Revenue projections are specific to the type of revenue and methodologies are explained throughout. In order to isolate the revenues generated specifically by residential units and their occupants, RPI used

an incremental revenue projection that estimates the revenues generated by a typical residential unit expected over the next 20 years. Having projected the per unit revenues, projecting total revenues for 4000 residential units is a matter of arithmetic. At this stage becomes evident whether the development will pay its way to maintain the current or target level of service or if the LOS will decline short of additional funding

Please do not hesitate to call Rural Planning Institute for clarification or with questions concerning any element of this project. (970) 382-9153

EXECUTIVE SUMMARY & FINDINGS

PURPOSE

The research summarized in this report serves 2 functions:

1. To estimate the current dollar cost per increment of development to maintain existing public service levels. This sets a benchmark for understanding the link between land use, the demand for public services and facilities, and the costs to the County.
2. Evaluates the differential costs of maintaining current service levels for the Low, Medium, and High density alternatives developed in the Gunnison – Crested Butte Corridor Comprehensive Plan.

SUMMARY

Gunnison County, like many high growth jurisdictions in Colorado, is vulnerable to experience some degree of service degradation due to rapid population increases. The possibility becomes particularly clear upon evaluating the fiscal impacts of residential development in the unincorporated County.

Figures 1 & 2 details general fund department-by-department costs to maintain the current service levels, per residential unit – both for ongoing annual operations and one time capital facilities.

Figure 1. Incremental Costs for General Fund Departments - Residential

Department	Additional Staff Needed per 1000 Residential Units	Annual Operations Costs Per 1000 Residential Units	Capital Facilities Cost per 1,000 Residential Units (one time cost)
Administration	4.5	\$ 367,900	\$ 61,500
Sheriff	2.1	\$ 190,800	\$ 188,900
Jail	1.1	\$ 49,500	\$ 211,500
Health	1.1	\$ 65,200	\$ 30,500
Misc. Services and Facilities	0.9	\$ 58,700	\$ 191,800
Total	9.7	\$ 732,100	\$ 684,200

The Gunnison – Crested Butte Corridor Comprehensive Plan explores three different land use alternatives (depicted in **figure 3**) based on the Growth Challenge, a geographically based community input exercise.

Figure 2. Incremental Costs for General Fund Departments – Non-Residential

Department	Additional Staff Needed Per 100k Sq. Ft. Non-Residential Floor Area	Annual Operations Costs Per 100k Sq. Ft. Non-Residential Floor Area	Capital Facilities Cost Per 100k Sq. Ft. Non-Residential Floor Area (one time cost)
Administration	0.1	\$ 9,200	\$ 1,500
Sheriff	0.2	\$ 16,300	\$ 16,100
Jail	0.1	\$ 300	\$ 1,300
Total	0.4	\$ 25,800	\$ 18,900

The Low, Medium, and High density alternatives produce differential costs for the Road and Bridge and Sheriff's department's contingent on the amount of driving projected to occur under each growth alternative. Increased driving means more maintenance and improvements for the Road and Bridge department and more traffic patrol for the Sheriff's department.

Other departments, like administration, health services, and the jail are centralized and land use patterns do not affect demand for services in a tangible way.

Upon comparing the projected revenues to the projected costs the possibility of the degradation of existing service levels in the face of new growth becomes clear. The incremental costs represent the cost of maintaining the current level of service and a deficit is not necessarily a projection of a negative balance in the county budget, but rather it represents a proportionate degradation from current service levels.

Figure 3. Dynamic Analysis Fiscal Impacts

		Operations Costs For Projected 4,000 Residential Units	Annual Revenues Projected from 4000 Residential Units	Annual Balance	Capital Facilities (One-Time Cost During Buildout)
General Fund Dynamic Analysis	Low Density	\$ 2,386,800	\$ 2,235,320	\$ (151,480)	\$ 419,100
	Medium Density	\$ 2,352,000	\$ 2,235,320	\$ (116,680)	\$ 384,100
	High Density	\$ 2,349,300	\$ 2,235,320	\$ (113,980)	\$ 381,300
Road & Bridge Dynamic Analysis	Low Density	\$ 3,111,700	\$ 827,300	\$ (2,284,400)	\$ 22,483,700
	Medium Density	\$ 966,100	\$ 827,300	\$ (138,800)	\$ 6,980,800
	High Density	\$ 796,600	\$ 827,300	\$ 30,700	\$ 5,755,800
Human Services	Non-Spatial Analysis	\$ 928,800	\$ 1,285,600	\$ 356,800	\$ 115,600

Large capital facilities costs signal the need for developing additional revenue sources. Impact fees are probably the most appropriate and easily accessible revenue source for funding capital facilities improvements made necessary by future development.

The large lot development pattern explored in the low density alternative would add significantly to both the operations and capital facilities costs of providing county services and facilities for the projected 4000 units in the unincorporated portions of the Gunnison-Crested Butte corridor. In fact, low density operations costs are expected to be \$2.3 million more annually than the high density alternative. Low density alternative capital improvement

costs will be nearly \$17 million more than the high density alternative. These differences are entirely attributed to increased driving (vehicle miles traveled) associated with each alternative.

FINDINGS BY DEPARTMENT

Road & Bridge

- Providing Roads is among the most expensive duties of the County. Currently it costs \$24 per year, per average daily vehicle mile traveled, on County Roads to provide road maintenance and \$173 (one time cost) in capital improvements per additional vehicle mile traveled associated with future development.
- The large lot, dispersed, decentralized rural development pattern represented in the low density alternative results in a significant amount of driving on County Roads beyond what the more compact, medium and low density alternatives would generate. This additional driving translates directly into increased costs. Both the operations costs and the capital facilities costs were nearly 4 times greater for the low density alternative than for the high density alternative.
- There is nearly a projected \$17 million dollar difference in capital facilities improvements costs between the High and Low density alternative for accommodating the projected 4,000 residential units.
- Gunnison County road and bridge would benefit greatly by a property tax mill levy to off-set the instabilities of State revenue.
- Impact fees re-direct some of the fiscal burden of developing new capital facilities away from the taxpayers at large and more directly towards the development generating the need for the expanded capital facilities.

Administration

- On average, it costs about \$81,000 annually per administration employee to provide services to the public.
- Maintaining current administration service levels will cost \$1.5 million annually when Gunnison County adds 4000 additional units.
- In order to accommodate the 18+ additional employees needed the County will need an additional \$246,000 worth of administration space. Failure to provide adequate space could make it impossible for the County to keep up with the staffing needed to accommodate new development since the availability of work space can be *the* limiting factor dictating whether or not the County hires additional administration employees.
- Administrations costs are the same for the Low, Medium, and High Density alternatives.

Law Enforcement

- The current Level of Service (LOS) provided by the Sheriffs office is 2.1 officers/support staff per 1,000 residents and .2 officers/support staff per

- 100,000 sq. ft. of non-residential floor area. Traffic enforcement level of service is about \$.40 per average daily vehicle mile traveled on County Roads.
- 33% of the demand for law enforcement is related to traffic enforcement.
 - Due to the varying daily vehicle miles traveled associated with the 3 Land Use Alternatives, providing law enforcement for the 4000 units under the low density alternative will cost \$37,800 per year more in operational expenses than under high density. This cost is roughly equivalent to ½ of a Sheriff Department's employee.
 - The low density alternative will cost \$37,500 more (capital -one-time cost) than the high density alternative.

Jail

- The current operations level of service is \$50 per resident per year to maintain the Jail.
- According to the Preliminary Design Study for the Gunnison County Justice Center Expansion the target level of service for the jail is 5.7 beds per 1,000 residential units, for a one time cost of over \$211,000 per 1000 residential units.
- Dynamic Analysis is not necessary for the Jail because it is a centralized facility that generally does not detain a significant number of traffic offenders.
- The projected 4,000 residential units in the unincorporated County will require another 4.3 jail staff people and will cost about \$200,000 annually.
- Maintaining the target level of service for Jail facilities will require \$846,000 in capital expansion.

County Health

- Because the health department serves County Residents, 100% of the demand for health services is driven by residential land uses.
- The County health department's Level of Service for health services is 1.1 employees per 1,000 residents at a cost of nearly \$65,200 per year.
- The County health department's facilities Level of Service is \$30,500 per 1000 residential units
- 4,000 additional residential units projected in the Gunnison-Crested Butte Corridor Comprehensive Plan Land Use Alternatives will create the need for 4-5 additional staff members, at a cost of about \$261,000 per year, and an additional \$122,000 worth of facility space.

Miscellaneous Services and Facilities

- The mean extension service expenditures 2002-2004 divided by the number of residential units yields an annual operations cost of \$58,700 per 1000 residential units
- 100% of the demand for general fund miscellaneous services and facilities can be attributed to residential land uses

- Over \$¾ million dollars worth of space for miscellaneous County facilities is necessary to maintain the current level of service for the projected 4,000 residential units in the unincorporated Gunnison - Crested Butte corridor.
- Almost 4 new employees will be needed to serve the projected 4000 units.

Human Services

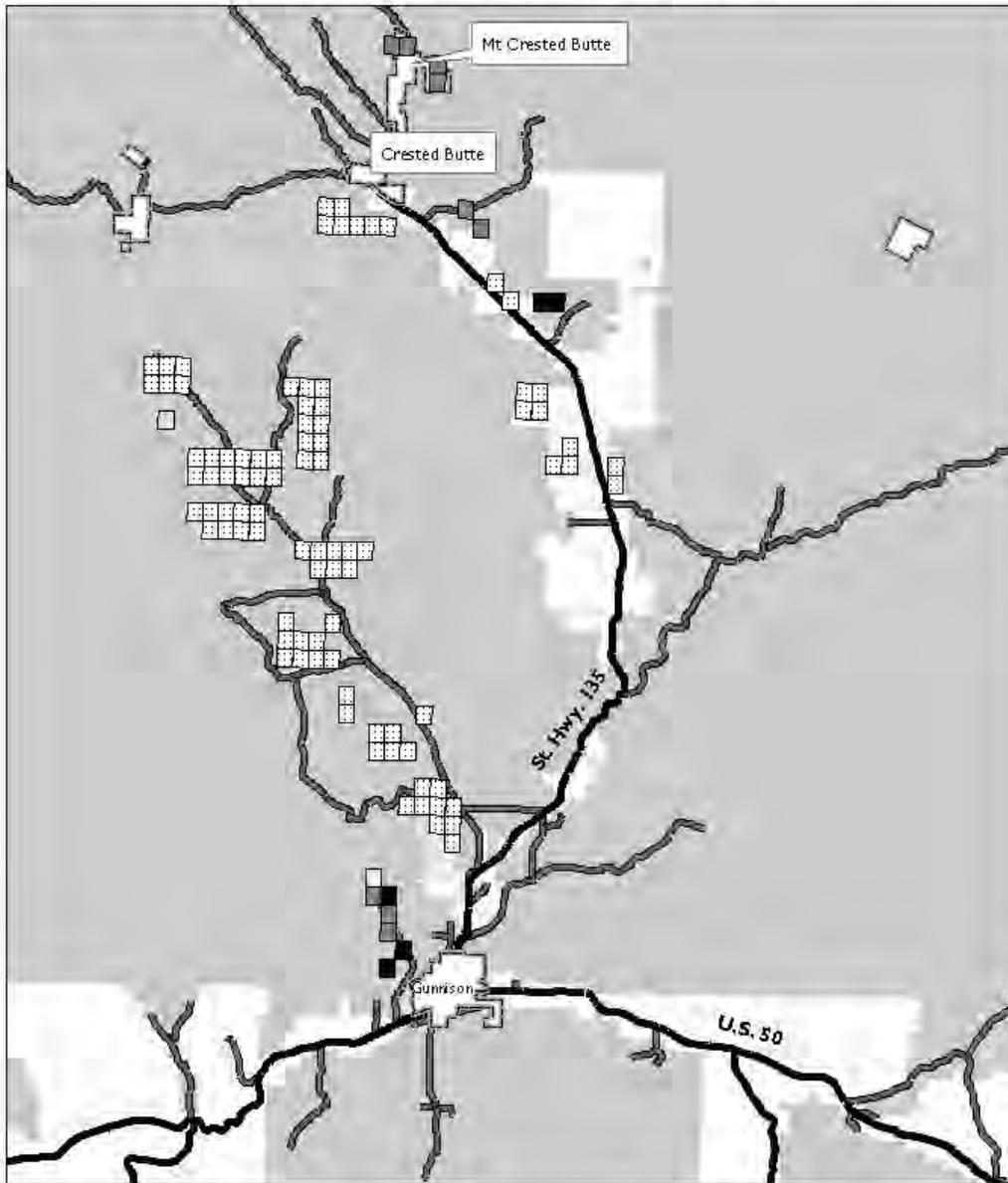
- Because Human Services are highly reliant on State and Federal funding, it follows that the department should conduct an in depth study of the future of this funding and plan accordingly.
- Due in large part to the property tax mill levy, future development of 4,000 residential units will actually result in a surplus that looks to be adequate to cover all of the operations costs in addition to the \$115,000 capital facilities improvements.

Conclusions

- Current tap and monthly fee revenues appear to be adequately covering production and facility expansion costs
- The high density alternative will have the least impact on the City Water service as it places the fewest future units within the City's service area.
- The medium density alternative will have the greatest impact on the City Water service as it places the greatest number of units within the City's service area.

The following pages graphically layout the low, medium, and high density alternatives.

Gunnison-Crested Butte Corridor Comprehensive Plan Low Density Land Use Alternative

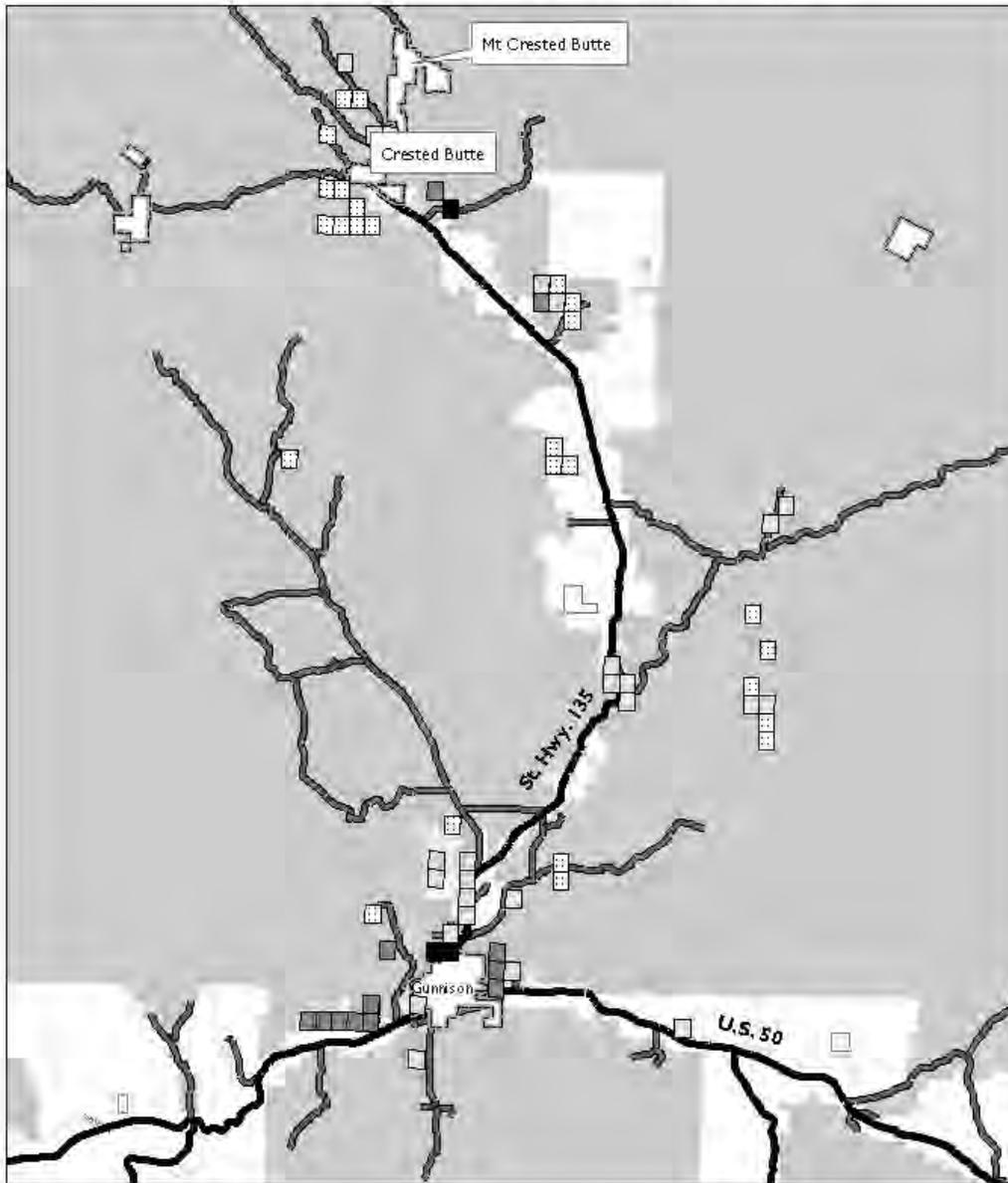


County Rd. Access Area	480 Residential Units on 160 Acres
Highway Access Area	160 Residential Units on 160 Acres
County Roads	23 Residential Units on 160 Acres
Cities, Towns	4 Residential Units on 160 Acres



Notes: Each Cell = 160 acres. The cells lying in the white areas (highway access parcels) were not included in the calculation of Vehicle Miles Traveled on County Road

Gunnison-Crested Butte Corridor Comprehensive Plan Medium Density Land Use Alternative

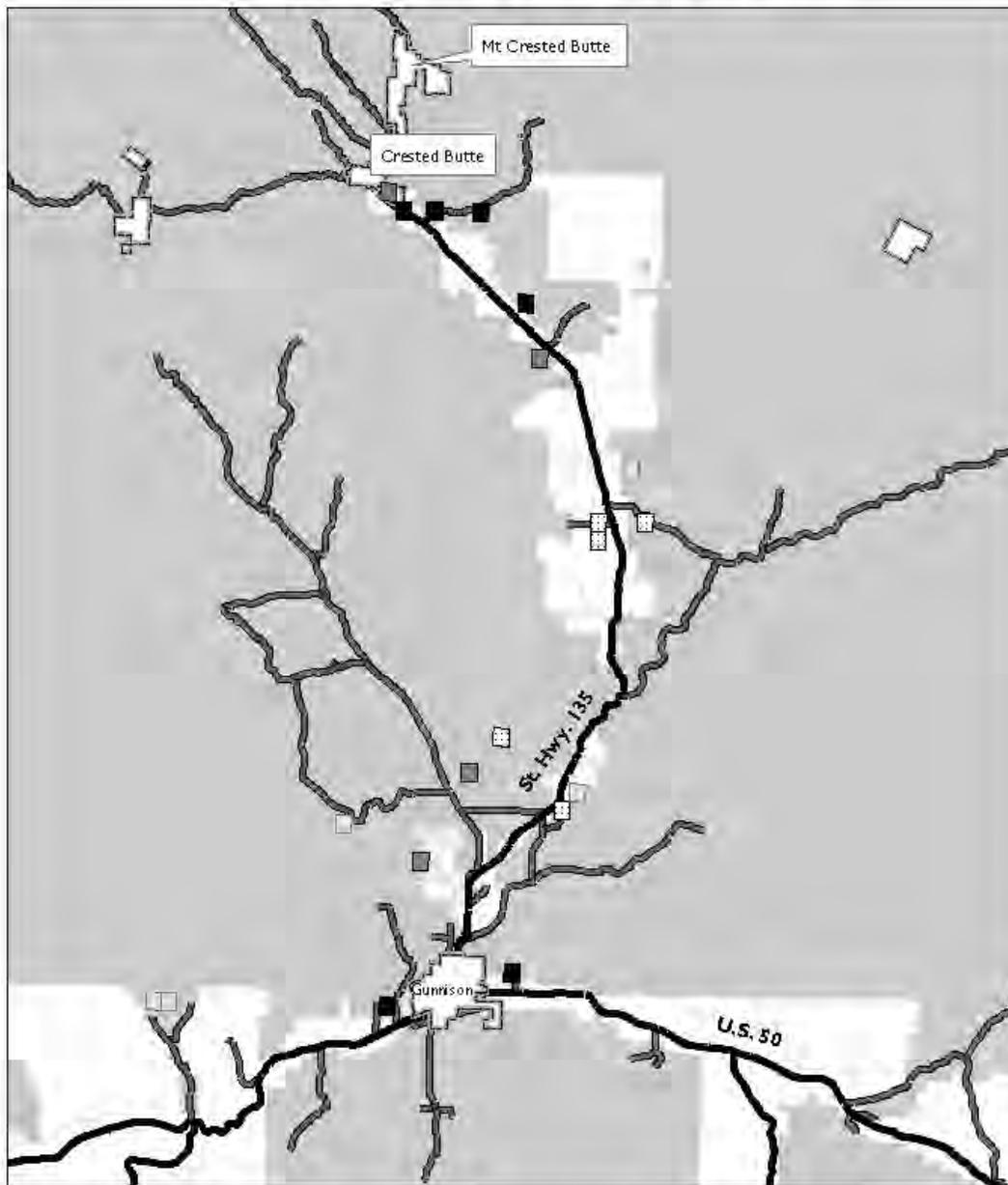


County Rd. Access Area	480 Residential Units on 160 Acres
Highway Access Area	160 Residential Units on 160 Acres
County Roads	23 Residential Units on 160 Acres
Cities, Towns	4.5 Residential Units on 160 Acres



Notes: Each Cell = 160 acres. The cells lying in the white areas (highway access parcels) were not included in the calculation of Vehicle Miles Traveled on County Road

Gunnison-Crested Butte Corridor Comprehensive Plan High Density Land Use Alternative Alternative



	County Rd. Access Area		480 Residential Units on 160 Acres
	Highway Access Area		160 Residential Units on 160 Acres
	County Roads		23 Residential Units on 160 Acres
	Cities, Towns		4.5 Residential Units on 160 Acres

RPI CONSULTING INC.

Notes: Each Cell = 160 acres. The cells lying in the white areas (highway access parcels) were not included in the calculation of Vehicle Miles Traveled on County Road

EXISTING CONDITIONS AND PROJECTED GROWTH

Because some County services are provided to incorporated and unincorporated areas in the County while others are provided primarily in the unincorporated areas, it is necessary to determine demand units for both. Data sources are listed in the right column of **Figure 4**. Population projections for the entire County were obtained directly from the CO department of Local Affairs Demography Section website.¹

GUNNISON COUNTY DEMAND UNIT TRENDS AND PROJECTIONS

Figure 4. Gunnison County demand units 2002: Base Year

	Demand Units Base Year 2002	Source
Residential Units (Entire County)	9,664	CO Demography Section
Residential Units (Unincorporated County)	4,940	CO Demography Section
Population (Entire County)	13,999	CO Demography Section
Population (Unincorporated County)	6,233	CO Demography Section
Non-Residential Sq. Ft. (Unincorporated County)	2,440,535	Assessor Database
Non-Residential Sq. Ft.(Entire County)	6,931,908	Assessor Database
Gunnison County % Seasonal Housing Units	34%	U.S. Census
Housing Vacancy	4%	U.S. Census
Average Owner Occupied HH Size Gunnison Co	2.3	U.S. Census
Entire Gunnison County Jobs	9,321	CO Demography Section
Gunnison County Registered Vehicles/Housing Unit	1.9	CO Dept. Of Local Affairs
Total VMT on Gunnison County Roads	161,977	RPI GIS Model (See Appendix X)
Residential VMT	154,112	RPI GIS Model (See Appendix X)
Non Residential VMT	7,865	RPI GIS Model (See Appendix X)

¹ <http://www.dola.state.co.us/demog/index.htm>

Figure 5. Projected Gunnison County demand units resulting from 4,000 additional residential units in Unincorporated County

	Land Use Alternatives Projected Growth	Source
Residential Units (Unincorporated County)	8,940	Gunnison County Comprehensive Plan Land Use Element
Population (Unincorporated County)	15,433	Gunnison County Comprehensive Plan Land Use Element
Total VMT on Gunnison County Roads (Low Density Alternative)	129,700	RPI GIS Model (See Appendix X)
Total VMT on Gunnison County Roads (Medium Density Alternative)	40,300	RPI GIS Model (See Appendix X)
Total VMT on Gunnison County Roads (High Density Alternative)	33,200	RPI GIS Model (See Appendix X)

Population

Gunnison County gained over 3,000 people between 1990 and the 2002 for a total of 13,999 people in 2002.

Housing Units

The housing stock in Gunnison County (commonly called housing units) increased by nearly 2,400 housing units between 1990-2002. RPI assumes that the county will maintain its current ratio of 2.3 residents per housing unit.

Vehicle Miles Traveled

Vehicle miles traveled are the most accurate units for measuring the amount of driving occurring on County Roads. RPI developed a model to calculate current vehicle miles traveled and projected vehicle miles traveled for the low, medium, and high density land use alternatives using CommunityViz GIS software. For a full description of the methodology used to calculate and project vehicle miles traveled for the Land Use Alternatives, see **Appendix**.

Gunnison County Non-Residential Square Footage

The two basic development categories are residential and non-residential. Non-residential development consists of all of the improvements in the County other than residential units. This includes commercial structures, office space, warehouses, government/institutional – everything *but* housing.

Gunnison County Assessor “CAMA” level data allowed RPI to inventory all of the non-residential structures in Gunnison County. The detailed CAMA database attributes allowed

RPI analysts to sort the buildings by use (merchandising, office, warehouse, industrial, government, etc.) and to add the square footages by use type.

Because the 2004 Gunnison County Gunnison-Crested Butte Corridor Comprehensive Plan Land Use Alternatives Element emphasizes only residential development in the Unincorporated County, the main purpose of calculating the non-residential square footage was to account for its share of the current level of service. This ensures that the cost of providing services and facilities for residential development is not over-estimated.

ROAD AND BRIDGE - *DYNAMIC ANALYSIS*

THE AMOUNT OF DRIVING AND THE COST OF PROVIDING COUNTY ROADS

The County Roads system is the most directly affected by development patterns. The Gunnison County Gunnison-Crested Butte Corridor Comprehensive Plan proposes three land use alternatives for accommodating 4,000 residential units in the unincorporated County: low density (large lot rural development), medium density (exurban development), and high density (compact, urban development).

Increased traffic is one of the most noticeable effects of growth. New land uses nearly always cause new traffic. When someone builds a home on a vacant residential lot, additional traffic is generated by that homes residents, whether they are full or part-time. Almost all types of commercial and institutional land uses will produce traffic where none existed before. Incremental increases in land uses in turn leads to an incremental increases in traffic.

Increased traffic is a result of increased driving. The most accurate way to measure the amount of driving occurring is to measure the Vehicle Miles Traveled. The more vehicle miles traveled a roads system has to support, the more it will cost to maintain the current level of service.

Vehicle Miles Traveled (VMT) are the ultimate source of demand for road operations, maintenance, and capital improvements. While some natural forces contribute to road maintenance (water and erosion damage, etc.), driving is the prime reason for road degradation over time. Similarly, intersections and stretches of roads that were once safe become unsafe with the addition of more vehicles. The County may choose to make the intersections safe again by improving it with turn lanes, shoulders, stoplights, or other capital improvements. If a two-lane road begins to back-up severely because of the buildout of development along it, it may be necessary up-grade it to 4-lanes, a very costly, but sometimes crucial capital improvement.

MEASURING VEHICLE MILES TRAVELED FOR LAND USE ALTERNATIVES - *DYNAMIC ANALYSIS*

To what degree does the cost of providing County Roads vary with each of the land use alternatives: Low, Medium, and High Density Alternatives?

Analytical Steps and Methodology

In order to project costs, RPI first calculated the current cost per Vehicle Mile Traveled on County Roads. This number represents the current level of service for county roads. The following steps are necessary:

1. Calculate the current vehicle miles traveled on County Roads.
2. Isolate the current cost of providing maintenance and capital improvement of County Roads.
3. Divide the costs by the vehicle miles traveled to get current level of service

4. Calculate the vehicle miles traveled on County Roads generated by each of the Land Use Alternatives in the Gunnison-Crested Butte Corridor Comprehensive Plan (low, medium, and high density alternatives accommodating 4,000 residential units).
5. Multiply the costs by the vehicle miles traveled in the low, medium, and high density alternative land use patterns accommodating the 4,000 projected residential units to determine the differential costs of accommodating each alternative.

COMMUNITYVIZ MODEL

RPI developed a dynamic model using CommunityViz and Arc Map Geographic Information Systems Software that estimates vehicle miles traveled for existing and projected development based on where it is located in the County. The model operates on the following assumptions and relationships:

Isolating Areas of Development Served by County Roads

Two geographic factors limit impacts on County Roads:

1. Vehicle miles traveled occurring in municipalities will ultimately be paid for by municipal tax payers.
2. Development on properties adjacent to State highways without easy access to County roads will also have little direct impact on County Roads.

The map at the end of this chapter depicts the “Parcels Using County Roads” that are assumed to use County Roads as their main access.

Calculating Vehicle Miles Traveled Based on Existing Land Uses

Assumption 1: Average Daily Vehicle Miles Traveled for a particular land use on a particular property is equal to the average daily trips associated with that land use multiplied by the distance along County Roads that traffic from that land use must travel to get to State highways or to a municipal streets system. The underlying assumption is that nearly all traffic on County Road parcels is headed to or coming from a State Highway or a municipal street system.

Assumption 2: According to the Institute of Transportation Engineers Trip Generation Manual (6th Edition), a single family residence produces 9.6 average daily vehicle trips. RPI assumes that this estimate, based largely on urban traffic studies holds true in Gunnison County. There is no conclusive evidence to suggest that trip generation rates decrease in rural areas, in fact, recent studies in nearby Montrose County suggest the opposite, that is, that rural residential properties actually produce more than 9.6 average daily trips. Non-residential trip generation figures from the Trip Generation Manual are assumed to hold true for Gunnison County as well.

Based on these assumptions RPI developed a CommunityViz Model that locates the approximate access point on county roads for and measures the distance from that point to the nearest State highway or municipal streets system.

The Geo-database supporting the CommunityViz model includes detail on the land uses occurring on each parcel in the county from the Assessor Database. This database includes

parcel by parcel information on type of use (single or multi-family residential, retail, warehouse, etc.), sq. ft. of primary structures, year built, etc.

The CommunityViz model calculates the average daily trips for each parcel by applying the land use details of each property (number of residential units, sq. ft. of commercial floor area) to the Trip Generation Manual average daily trip rates. It then multiplies the trip generation by the distance traveled on county roads to get to a State highway or Municipal streets system to get the *Vehicle Miles Traveled*.

Calculating Vehicle Miles Traveled for Low, Medium, and High Density Alternatives

The functionality of the CommunityViz model was further extended to calculate the vehicle miles traveled for the 4,000 residential units according to their layout in the low, medium, and high density alternatives.²

The calculations were executed in the same manner as the calculation of the existing vehicle miles traveled. The land use alternatives are mapped in 160 acre 'cell' units. Each 160 acre cell, represented by varying densities in each of the Future Land Use alternatives, has a set number of units attributed to it. This number of units was applied to the Trip Generation Manual average daily trip rates (9.6 daily for a single family residence) to calculate the average daily trip for each cell. The model then calculated the distance vehicles would need to travel along County roads to get to the nearest highway or municipal streets system.⁷ The product of these two quantities is the vehicle miles traveled for each cell.

Model Results

Figure 6. Vehicle Miles Traveled: Current and Land Use Alternatives

Current Vehicle Miles Traveled on County Roads	161,980
Low Density Alternative Vehicle Miles Traveled on County Roads	129,660
Medium Density Alternative Vehicle Miles Traveled on County Roads	40,260
High Density Alternative Vehicle Miles Traveled on County Roads	33,190

These results are consistent with heuristic reasoning. If a residence is further along a county road from the arterial access that ties this residence in with the rest of the transportation system, motorists driving to and from the residence to conduct their daily lives are simply going to drive more miles. We have no reason to believe that rural dwellers drive less than the well established averages in the Trip Generation Manual - because they live far out on County roads, they simply have a longer trip to the arterial system (the Highways).

² With some relatively simple commands Community VIZ was able to 'stack' the distances of road segments and each population cell (growth alternatives) or parcel (existing conditions) was commanded to 'get' the 'distance to highway or municipal streets system' value from the center of nearest county road segment. Municipal and highway access parcels were excluded from the analysis.

The low-density alternative includes many development parcels deep into the side valleys of the unincorporated portions of the Gunnison-Crested Butte corridor. This development pattern results in more traffic producing residences far out on County Roads, resulting in the accumulation of all of those relatively long trips to get to the highway (or to a municipal streets system). The medium and high density alternatives focus more development adjacent to the existing municipalities (some of which would likely be annexed). In addition, the medium and high density alternatives tend to cluster development in the unincorporated areas around existing developed areas, which tend to be closer to the highway, much of which would directly accesses the highway avoiding county roads altogether.

ROADS OPERATIONS AND MAINTENANCE LEVEL OF SERVICE

Maintaining County Roads is costly at nearly \$4 million annually. Dividing this by the total vehicle miles traveled in the County yields a cost per average daily vehicle mile traveled of \$24.

Figure 7. Existing LOS Operations & Maintenance Cost per VMT

	Operations and Maintenance (Annual Cost)	
Per Average Daily Vehicle Mile Traveled	\$	24

ROAD CAPITAL FACILITIES LEVEL OF SERVICE

Estimating the cost of maintaining the current level of service for road capital facilities requires a multifaceted approach.

Fleet and Shop Facilities

Expanding the equipment fleet and maintaining an adequately sized and equipped shop are crucial elements of keeping a Road and Bridge department's capacity in line with the demand.

Figure 8. Road and Bridge Equipment and Shop Level of Service

Value of Equipment Used by Rd and Bridge	\$	2,657,236
Value of Rd & Bridge Shop	\$	142,165
Total	\$	2,799,401
Value of Facilities and Equipment per Vehicle Mile Traveled	\$	17

The value of road and bridge equipment was isolated from the total value of public works equipment using the data and methods demonstrated in the **Appendix Derivation of Value of Road and Bridge Equipment**. This value was then divided by the total current vehicle miles traveled on County roads summarized above.

Incremental Paving

By analyzing the County Road GIS layer, RPI determined that there are about 100 miles of paved roads currently in the County. Probably the most common capacity related road improvements rural counties provide is to pave gravel roads. As the unincorporated county continues to grow and develop, the Vehicle Miles Traveled will increase and the County will need to incrementally pave County roads.

The current level of service for paved county roads is .6 miles of county Roads per 1,000 Vehicle miles traveled. Local contractors estimate the cost of providing base rock, gravel and asphalt for a standard county road will be about \$250,000 per mile in the Gunnison- Crested Butte corridor³. Therefore the cost to maintain the current level of service for incremental paving is \$151 per average daily Vehicle Mile Traveled.

Figure 9. Incremental Paving Level of Service

Miles of Paved County Roads		98
Miles of Paved County Roads per 1,000 Vehicle Miles Traveled		0.61
Cost per Mile to Pave Gravel Roads	\$	250,000
Cost of Incremental Paving per Average Daily Vehicle Mile Traveled	\$	151

Plan-Based Target Level of Service

The Upper Gunnison Valley Transportation Plan (1999, Charlier Associates) specifies widening and intersection improvements along Gothic Road. Generally the capacity horizon for such road improvements is 20 years. Using projections for traffic on Gothic Road developed from County traffic count data. RPI determined that there will be a 54% increase in traffic between 2004 and 2025, which is the comprehensive plan horizon. If traffic throughout the County increases at the same rate as it is projected on this major arterial road, there will be almost 250,000 VMT in the County in 2025. At this point, the proposed improvements to Gothic Road are likely to be at capacity, so RPI divided the cost of the improvements by the future VMT when the improvements meet capacity to obtain the target level of service.

Figure 10. Plan Based Improvements Target Level of Service

Plan-Based Improvements	\$	1,254,000
Cost per Average Daily Vehicle Miles Traveled	\$	5.00

Total Capital Facilities Level of Service

Adding all of these components of the cost of maintaining current and target levels of service for County Roads capital facilities yields a total one time cost of \$173 per vehicle mile traveled.

³ Asphalt estimate provided by United Companies and gravel and base work quoted by JCI Construction and Spelone Contracting. Estimators in these companies cautioned that these were 'ballpark' estimates and that trucking distance and degree of prep work could drastically impact the price per mile.

Figure 11. Roads Capital Facilities Level of Service

	Capital Facilities (One-Time Cost)
Per Average Daily Vehicle Mile Traveled	\$ 173

FUTURE COST OF MAINTAINING ROADS LEVEL OF SERVICE

The Gunnison County Gunnison-Crested Butte Corridor Comprehensive Plan low density (large lot rural development), medium density (exurban development), and high density (compact, urban development) Land Use alternatives all result in different total Vehicle Miles Traveled for the projected 4,000 residential units (see previous sections). This means that each alternative will bear Roads costs in proportion to the differences in Vehicle Miles Traveled.

Figure 12. Cost of Maintaining Level of Service for Projected 4000 Residential Units

	Operations and Maintenance (Annual Cost)	Capital Facilities (One-Time Cost During Buildout)
Low Density Alternative	\$ 3,111,700	\$ 22,483,700
Medium Density Alternative	\$ 966,100	\$ 6,980,800
High Density Alternative	\$ 796,600	\$ 5,755,800
Difference Between High and Low Density Alternatives	\$ 2,315,100	\$ 16,727,900

ROAD AND BRIDGE REVENUE PROJECTIONS

Having projected the cost of maintaining operations and maintenance 2000 level of service in 2025 and estimated the cost of the priority road improvements, we are now ready to project the revenues and compare the costs to the revenues in the fiscal summary.

Figure 13. Revenue Projections from 4,000 Additional Residential Units in Gunnison-Crested Butte Corridor

Source	Revenue from 4,000 Additional Residential Units in Gunnison-Crested Butte Corridor
Taxes	\$ 118,493
Inter Governmental	\$ 574,626
Service Charges	\$ 30,757
Miscellaneous	\$ 4,962
Transfers	\$ 98,501
Total	\$ 827,342

Line item projection methodology was used to estimate the revenues produced by 4,000 residential units in the unincorporated County for the Road and Bridge fund. See Appendix Figure X for details on the line item revenue projections.

The Highway Users Tax Fund revenue required a special projection (State allocated gas tax) which accounts for nearly \$2 out of every \$3 worth of Road and Bridge revenue. HUTF revenues are collected by the State as gas tax and reallocated back to the County. The most reliable way to project HUTF revenues is to use the increase in allocations that the CDOT Finance Department projects over the next 20 years for local government.

By the time the 4,000 units are projected to be built in the unincorporated portions of the Gunnison-Crested Butte corridor the statewide allocations of HUTF revenue will have increased 40% (see **Appendix HUTF Revenue Allocations from the CDOT Budget to County Governments**). This is the rate by which the current HUTF revenues were increased to obtain a reliable HUTF projection.

ROAD AND BRIDGE FISCAL SUMMARY

Operation and Maintenance

The Road and Bridge revenues are projected to fall short of covering operations and maintenance level of service for both the medium and low density alternatives (due to their relatively higher Vehicle Miles Traveled). The high density alternative, on the other hand should yield an annual surplus. The low density alternative is nearly 4 times more costly for roads operations and maintenance than the high density alternative and over 3 times more expensive than the medium density alternative. The consequences of this extra expense become clear when the costs are compared to the revenues.

Figure 14. Road and Bridge Fiscal Summary

	Total Annual Operations Costs (projected additional 4000 Units)	Annual Revenues	Balance
Low Density Alternative	\$ 3,111,700	\$ 827,300	\$2,284,400
Medium Density Alternative	\$ 966,100	\$ 827,300	\$ 138,800
High Density Alternative	\$ 796,600	\$ 827,300	\$ (30,700)
Difference Between High and Low Density Alternatives	\$ 2,315,100		\$2,315,100

Capital Improvements

There is a projected \$17 million difference in capital facilities improvements costs between the High and Low density alternative for accommodating the projected 4,000 residential units.

Figure 15. Roads Capital Facilities Improvements Costs

	Capital Facilities (One-Time Cost During Buildout)
Low Density Alternative	\$ 22,483,700
Medium Density Alternative	\$ 6,980,800
High Density Alternative	\$ 5,755,800
Difference Between High and Low Density Alternatives	\$ 16,727,900

Clearly, the operations and maintenance budget will be consumed for operations and maintenance functions, so maintaining capital improvements service levels will be a major challenge for the County.

CONCLUSIONS, CONSIDERATIONS, & RECOMMENDATIONS

Integrate Fiscal Considerations for Roads into Land Use Planning

This study has estimated the fiscal impacts of three alternative land use patterns on the road and bridge department. It becomes clear that the large lot, dispersed, decentralized rural development pattern represented in the low density alternative results in a significant amount of driving on County Roads beyond what the more compact, medium and low density alternatives would generate. This additional driving translates directly into increased costs. Both the operations costs and the capital facilities costs were nearly four times greater for the low density alternative than for the high density alternative.

The roads department is one of the most expensive departments in the County and had the most direct connection to the land use patterns in the County that the Roads system serves. In this sense, land use planning and fiscal planning are very closely related.

Ask Voters to for a Road and Bridge Mill Levy

The Gunnison County road and bridge mill levy is non-existent. This lack of local revenue (other than specific ownership tax) makes for several difficult challenges for the Gunnison Road and Bridge department, particularly when State allocations begin to fluctuate widely and unpredictably.

Paying for Capital Improvements Using Impact Fees

Impact fees re-direct some of the fiscal burden needed for new development away from the taxpayers at large and more directly towards the development generating the need for the expanded capital facilities. Impact fees do not require a public vote.

While impact fees can serve an important role in financing public infrastructure, they are subject to several limitations and restrictions. Case law dictates that governments or districts can only use impact fees for building capital facilities capacity made necessary by *new* development and that can be shown to benefit that development. They may not be used for existing deficiencies or operations.

Funds from impact fees must be 'earmarked' for defined capital improvements. Impact fees are also generally subject to legal standards including: demonstration of need, rational nexus, and rough proportionality. Until recently there was no specific enabling legislation in Colorado for impact fees, but Colorado SB 15 specifically authorizes that statutory Counties have the authority to impose impact fees. All of the limitations and restrictions can be addressed in a rigorous impact fee support study.

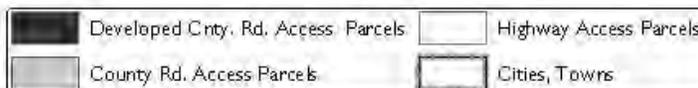
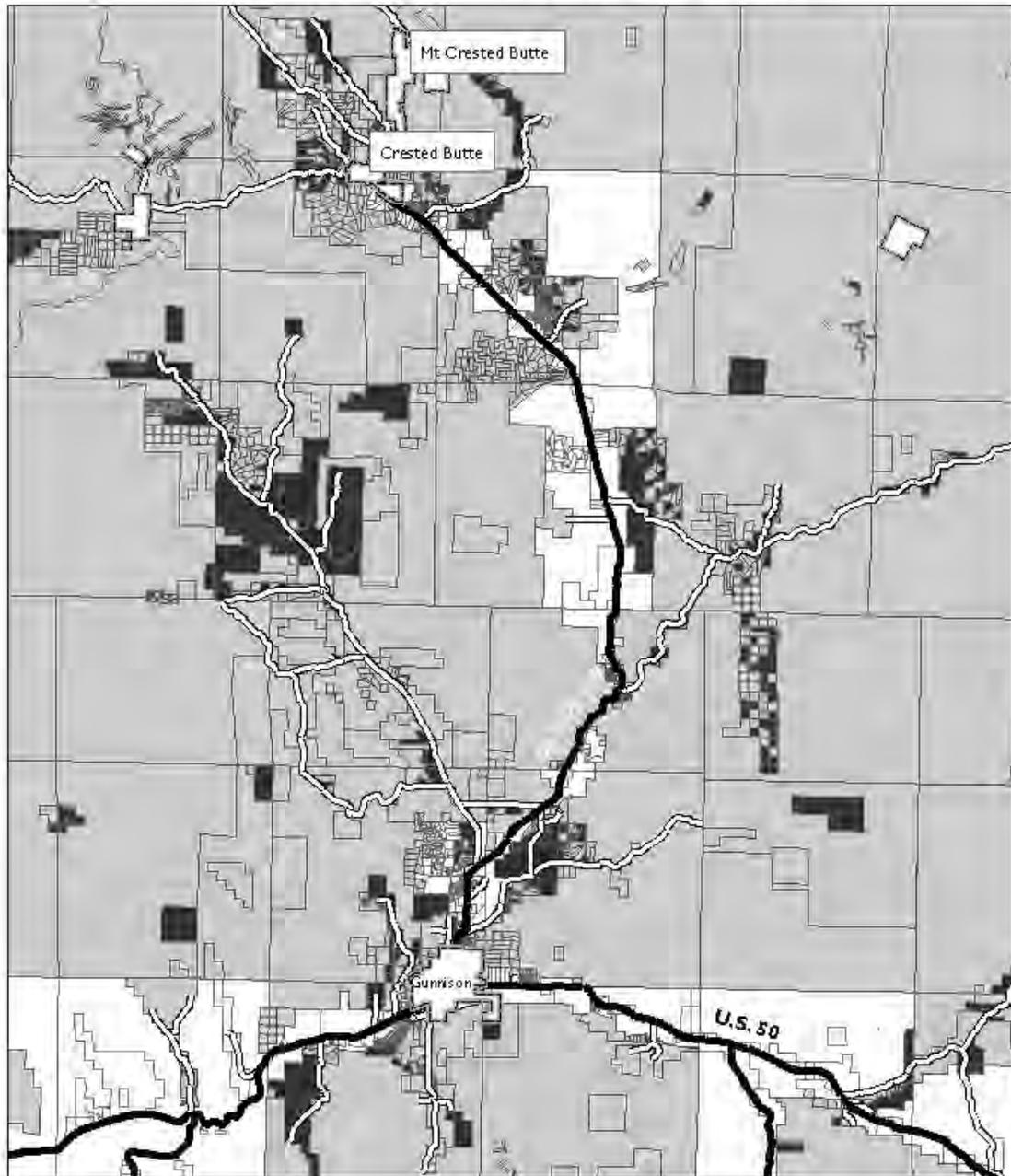
In the context of the road and bridge department's current and projected fiscal situation, an impact fee would be inadequate to cover projected costs. Because impact fee revenue can be used only to pay for capacity related capital improvements (paving gravel roads, creating extra lanes, reducing curve radii, intersection improvements, etc.) the operations and

maintenance shortfalls projected above must be covered with other funds. Furthermore, impact fees cannot be used to pay for backlog - only for maintaining service levels given the impacts of new development.

Create a Road Utility

While this is virtually unprecedented for a County, it may be worth looking into the legal issues surrounding the conversion of the road system into a utility that would be treated much the same as a water or sewer system with an initial fee for capital improvements and then periodic service fees for operations and maintenance. This was implemented in Fort Collins, challenged in the State Supreme Court, upheld, and subsequently dropped by the City Council for political reasons.

County Road Access Areas in Gunnison County (Showing the Gunnison-Crested Butte Corridor)



Note: This map depicts the areas of Gunnison County that use (or will use) County Rds for access (County Rd. Access Parcels). Vehicle Miles Traveled were calculated from Developed parcels in the County Rd. access areas.

COUNTY GENERAL FUND DEPARTMENTS

The County budget is separated into 25 separate funds, the largest of which is the General Fund. General Fund expenditures are organized into over 30 separate, but often related, County functions. RPI analysts sorted these functions into 5 broader, but functionally distinct categories:

1. **Administration**, which includes the following:
 - County Manager/Commissioner's Office
 - Finance
 - Planning and Building
 - County Clerk
 - Assessor
 - Treasurer
 - Coroner
 - D.A.
2. **Sheriff Law Enforcement**
3. **Health Services**
4. **Jail**
5. **Other Miscellaneous General Fund Services and Facilities** includes several unrelated, difficult to classify general fund functions:
 - Extension Services
 - Fairgrounds
 - Veterans
 - Contributions
 - Historic Preservation
 - Seniors

Classifying the general fund expenditures into these categories provides a framework from which to establish levels of service as they relate to demand units (e.g. housing units, population, non-residential sq. ft., etc.). Such classifications allow RPI analysts to project the cost to the entire general fund of maintaining service levels based on new demand units. Cost estimates for the entire general fund can then be compared to the total projected general fund revenue. This total general fund fiscal analysis is crucial because revenues have sub-classifications, which do not relate line by line to the expenditures.

In this section we will estimate the cost of the projected growth through 2025 on all general fund departments (or functions) of the Gunnison County Government: Administration, Sheriff, Jail, County Health, Extension Service, and Fairgrounds. Cost estimates include both operations/maintenance costs and capital facilities costs.⁴

⁴ Health, Extension Service, and Jail do not include capital facilities costs estimates. Originally, the County did not request analysis of those departments, but it was necessary to estimate the annual operations cost or all County general fund departments in order to properly compare costs to revenues in the general fund fiscal summary.

ADMINISTRATION

INTRODUCTION

Incremental growth has impacts on County administration that are less obvious than those on other departments and districts, nonetheless impacts on administration are just as real and can affect the quality and efficiency of County services in significant ways. For the purposes of this analysis, the County Administration consists of many departments including:

- County Manager and Commissioner's Office
- Finance
- Planning and Building
- County Clerk
- Assessor
- Treasurer
- Coroner
- D.A.
- County Attorney
- Personnel
- Facilities Maintenance

County administration is the headquarters for all County operations, and drops in service levels from the headquarters will ultimately affect the entire County.

Undoubtedly, more people and business activity create more demand for County administrative services. This increased demand translates into more staff, facilities, and equipment. The key to maintaining a quality administration service level is for the County to increase administration resources in proportion to the growth in population and business activity. Essentially, this means the County must increase its administration staff, facilities and resources that the public, and elected and appointed officials need in order to function properly. Failure to maintain this proportionate increase will degrade the service levels for the entire County.

METHODOLOGY

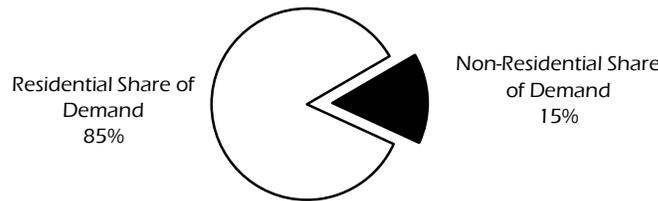
The first step is to determine in what proportion the County's administrative resources are expended on the residential and non-residential sectors respectively (proportionate share). Residential population and non-residential square footage are divided into the existing operational expenditures and the value of building space to yield the existing Level of Service (LOS) per demand unit. 4,000 residential units (Land Use Alternatives growth horizon) can then be multiplied by the cost of maintaining the existing level of service to calculate the cost of providing administrative services to these units. Since administrative services are centralized in Gunnison, they not assumed to vary between the land use alternatives and so do not warrant a *dynamic analysis*.

PROPORTIONATE SHARE

In essence, the breakdown between residentially driven demand for administration and non-residentially driven demand is the amount demand for County Administration that each of these development types generates. Residential development creates more capacity for additional population, and more people means more demand on the administration while non-residential development generates activity and commerce, which ultimately influences the demand for Administrative Services.

Throughout this report, the breakdown between residential and non-residential demand is referred to as the *Proportionate Share*. To calculate proportionate share for administration RPI analyzes administration department by department and uses several ratios to estimate the proportion of residential vs. non-residential demand.⁵ See **Appendix Detailed Administration Proportionate Share** for data and calculations.

Figure 16. Administration Proportionate Share



OPERATIONS LEVEL OF SERVICE

Currently, Gunnison County administration requires 52 FTEs (full-time equivalent employees at 40 hours per week). Administration employees applied to the proportionate share above yields a level of service of 4.5 administration FTEs per 1,000 residents in the County and .1 FTEs per 100,000 sq. ft. non-residential development. Because most of the County’s administrative responsibilities extend into the municipalities, the population and non-residential sq. ft. used in the above calculation includes the entire County.

Figure 17. Administration Operations Current LOS

	Administration Staff	Operations and Maintenance (Annual Cost)
Per Residential 1,000 Residential Units	4.5	\$ 367,900
Per 100,000 s.f. Non-Residential Floor Area	0.1	\$ 9,200

The cost of staffing one administration employee is about \$81,000 annually. This is an across the board average for the County Administration and includes overhead, insurance, benefits, buildings and grounds maintenance, etc.. This means that every 1,000 residents cost the general fund almost \$370,000 and each 100,000 sq. ft. of non-residential development costs the Administration \$9,200 per year.

⁵ Value of residential to non-residential property; number of residential to non-residential building permits, ratio of residents to employees

CAPITAL FACILITIES LEVEL OF SERVICE

RPI's analysis of a facilities inventory conducted by the County Manager's office and the list of employees kept by the Finance department revealed that Administration departments currently occupy nearly \$600,000 worth of building space.

Figure 18. Current Gunnison County Administration Capital Facilities Level of Service

	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	\$ 61,500
Per 100,000 s.f. Non-Residential Floor Area	\$ 1,500

Cost of Maintaining the Current Level of Service for Administration in 2025

The projected 4000 units in the Land Use Alternative section of the Gunnison-Crested Butte Comprehensive Plan will create a need for 18+ full time equivalent administration employees at a cost of nearly \$1.5 million annually.

In order to maintain that Level of Service (LOS) the County will need another \$246,000+ worth of administration space.

Figure 19. Costs of Maintaining Current LOS for Administration

	Administration Employees Needed	Annual Operations Cost (all growth alternatives)	Capital Facilities One Time Cost (all growth alternatives)
Projected 4,000 Housing Units	18.2	\$ 1,471,653	\$ 246,000

Because administration services are centrally located and not affected by development patterns in a tangible manner, no Dynamic Analysis is necessary for administrative services. The cost is the same for the Low, Medium, and High Density alternatives.

CONCLUSIONS

- On average, it costs about \$81,000 annually per administration employee to provide administrative services to the public.
- The cost of staffing the 18+ administration employees needed to maintain the current Level of Service given the projected 4,000 residential units will cost about \$1.5 million annually.
- In order to accommodate the 18+ additional employees needed the County will need an additional \$246,000 worth of administration space. Failure to provide adequate space could make it impossible for the County to keep up with the staffing needed to accommodate new development since the availability of work space can be the limiting factor dictating whether or not the County hires additional administration employees.
- The cost is the same for the Low, Medium, and High Density alternatives.

LAW ENFORCEMENT - DYNAMIC ANALYSIS

INTRODUCTION

The Gunnison County Sheriff's department, like other County departments, must increase its resources as the County grows. This increase in demand for law enforcement is driven by three trends: 1) growth in resident population, 2) growth in commercial and government/institutional activity accompanied by increased population, 3) increased traffic. Failure to increase law enforcement as the unincorporated County grows will result in a drop in the level of service. This could translate into lower patrolling intensities, less traffic enforcement, truncated crime prevention programs, and possibly lower response times as the County develops in its more remote areas.

Dynamic Analysis: Because 1/3 of the Sheriff's department resources are dedicated to traffic related law enforcement. The Low, Medium, and High Density Land Use Alternatives outlined in the Gunnison-Crested Butte Corridor Comprehensive plan all have different levels of traffic and driving associated with them. Therefore, the Sheriff's department warrants a dynamic analysis to evaluate the different levels of demand for law enforcement associated with each land use alternative.

PROPORTIONATE SHARE

Traffic

The Sheriff's department estimates that about 1/3 of the departments law enforcement duties are dedicated to traffic enforcement. The traffic estimated to be generated by existing Land Uses in the unincorporated County will be about 95% generated by residential land uses and the rest is non-residential traffic (see **Appendix Traffic in Unincorporated Gunnison County**).

Crime

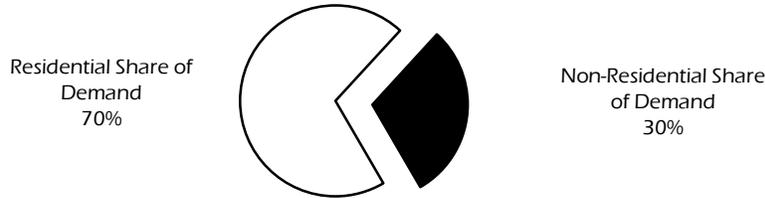
RPI calculated the residential/non-residential proportionate share for the Sheriff's law enforcement function using a chart of actual offenses as categorized by the Sheriff's records office. The manner in which these offenses are categorized allowed RPI analysts to ascertain what proportion of the actual offenses were related to the residential and non-residential sectors respectively (see **Appendix** for a detailed description of the establishment of the Sheriff's Department proportionate share).

Figure 20. Traffic and Crime Residential Vs. Non-Residential Demand for Law Enforcement

Proportionate Share Calculations	
Traffic	33%
Residential Traffic	32%
Non-Residential Traffic	2%
Crime	67%
Residential Crime	39%
Non-Residential Crime	28%

Adding together the residential and non-residential components yields the conclusion that 70% of the demand for Gunnison County Law Enforcement is driven by activity related to residential development while 30% is driven by activity related to non-residential development.

Figure 21. Gunnison County Sheriff Proportionate Share



Operations Current Level of Service

Currently, the Sheriff’s law enforcement consists of a combined staff of 15 full-time equivalent officers and support staff. Given the residential proportionate share above (70%) and the 2000 population, this translates into 2.1 Officers and Support Staff per 1,000 residents. The non-residential proportionate share (30%) together with the 2000 non-residential sq. ft. in Gunnison County yields a current level of service for the non-residential sector of .2 officers per 100,000 sq. ft. of non-residential floor area. The cost per officer includes law enforcement administration staff, overhead, and dispatch services. Note: operating costs includes vehicles.

Figure 22. Gunnison County Law Enforcement 2000 Operations Level of Service

	Officers, Administration and Support Staff	Operations and Maintenance (Annual Cost)
Per Residential 1,000 Residential Units	2.1	\$ 190,800
Per 100,000 Sq. Ft. Non-Residential Floor Area	0.2	\$ 16,300

Capital Facilities Current Level of Service

Providing office space and other necessary space for the Sheriff’s Department will require an additional \$189,000 per 1000 residential units and \$16,000 per 100,000 sq. ft. of non-residential floor area. This calculation is based on the percentage share of the Courthouse occupied by the Sheriff’s department and the inventory of county buildings and values summarized in **Appendix**.

Figure 23. Gunnison County Law Enforcement Capital Facility Costs

	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	\$ 188,900
Per 100,000 Sq. Ft. Non-Residential Floor Area	\$ 16,100

Dynamic Analysis: Cost of Maintaining Current Level of Service for Low, Medium, and High Density Land Use Alternatives

Maintaining the current Level of Service for the projected 4,000 residential units required a two-tiered analysis:

1. Analysis of the cost of maintaining the Level of Service for non-traffic related crime associated with the projected 4000 residential units.
2. Analysis of the cost of maintaining the Level of Service for traffic enforcement given the higher levels of traffic associated with the low and medium density land use alternatives.

Maintaining the level of service for non-traffic crime law enforcement (39% of total demand: see proportionate share section above) for the projected 4,000 units will require 3.3 additional officers/support staff and will cost \$295,000 per year for operations and another one time cost of about \$292,000 for facilities space.

The traffic related demand for law enforcement varies with the amount of driving occurring under each of the three land use alternatives: Low Density, Medium Density, and High Density.

Figure 24. Vehicle Miles Traveled on County Roads for Each Land Use Alternative

Low Density Alternative Daily Vehicle Miles Traveled	129,655
Medium Density Alternative Daily Vehicle Miles Traveled	40,256
High Density Alternative Daily Vehicle Miles Traveled	33,191

This analysis assumes that the demand for law enforcement will increase with the amount of driving occurring on County Roads. Currently, traffic enforcement costs the Sheriff's office about \$0.40 per average daily vehicle mile traveled on County roads. Given the vehicle miles traveled associated with each land use alternative, and the fixed cost of providing law enforcement for non-traffic related crime, it will cost between \$410,000 and \$372,000 per year for operations. Capital facilities one time costs at buildout of the 4000 units will be similar.

Figure 25. Maintaining Current Gunnison County Law Enforcement LOS

	Traffic Operations Cost (Annual Cost)		Traffic Capital Facilities Cost (One Time Cost)	
Low Density Alternative	\$	409,600	\$	405,600
Medium Density Alternative	\$	374,600	\$	370,800
High Density Alternative	\$	371,800	\$	368,100

CONCLUSIONS

- The current Level of Service (LOS) the Sheriff's department currently provides is 2.1 officers and support staff per 1,000 residents and .2 officers and support staff per 100,000 sq. ft. of non-residential floor area. Traffic enforcement level of service is about \$.40 per average daily vehicle mile traveled on County Roads.
- 33% of the demand for law enforcement is related to traffic enforcement.
- Due to the varying daily vehicle miles traveled associated with the three land use alternatives, providing law enforcement for the 4000 units under the low density alternative will cost \$37,800 per year more than under the high density alternative for operations. This is roughly equivalent to ½ of a Sheriff Department's employee.
- The low density alternative will cost \$37,500 more (one-time cost) than the high density alternative.

COUNTY JAIL

INTRODUCTION

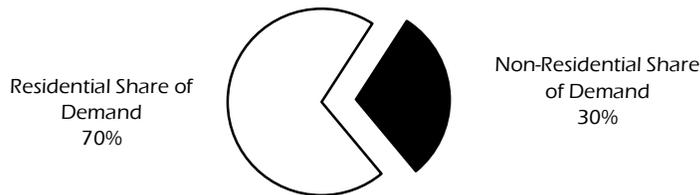
Gunnison County is preparing to initiate a 4.8 million dollar expansion of the Jail to serve current and future inmate population growth. Increased inmate population is a clear function of increased crime. The Sheriff’s proportionate share analysis demonstrates that crime is largely driven by increases in population and commercial and other non-residential activity. This section evaluates the current cost of providing and staffing an adequate jail in Gunnison County and the projected cost to serve the 4000 units projected in the Land Use Alternatives section in the Gunnison-Crested Butte Corridor Comprehensive Plan.

With the exception of DUI’s and other severe offenses, traffic violations rarely lead to jail-time. Furthermore, the jail is more of a centralized facility than a county-wide service that would be affected by development patterns. Therefore the Jail, unlike the Sheriff’s department, does not warrant a *Dynamic Analysis*.

PROPORTIONATE SHARE

The jail detains criminals, so the demand for jails is driven proportionate to the residential and nonresidential demand for crime-related law enforcement demand (70% and 30% respectively).

Figure 26. Jail Proportionate Share



OPERATIONS AND MAINTENANCE LEVEL OF SERVICE

The 2000 operations budget divided by the 2002 Gunnison County population yields the current operations level of service at \$50 per resident per year to maintain the Jail. A new facility could affect this level of service.

Figure 27. Jail Operations and Maintenance

	Staff Needed (Full-Time- Equivalent)	Operations and Maintenance (Annual Cost)
Per Residential 1000 Residential Units	1.1	\$ 49,500
Per 100,000 sq. ft. of Non-Residential Floor Area	0.1	\$ 300

CAPITAL IMPROVEMENTS LEVEL OF SERVICE

Gunnison County is moving towards building a \$4.8 million justice center expansion for the Jail. Gunnison County recently conducted a preliminary design study for the Gunnison County Justice Center expansion (April 2004, Archetype Design Group). This report calls for 50 inmate beds by the year 2020. The Demography section projects 20,051 people in Gunnison County in 2020, so the target level of service is 5.7 beds per 1,000 residential units. Given the \$52,000+ cost of accommodating a single inmate bed the cost of serving 1,000 residential units quickly adds up to over \$211,000.

Figure 28. Capital Facilities Target Level of Service

	Capital Facilities (One-Time Cost)	
Per Residential 1000 Residential Units	\$	211,500
Per 100k Sq. Ft. of Non-Residential Floor Area	\$	1,300

COST OF MAINTAINING THE CURRENT LEVEL OF SERVICE FOR THE JAIL

Given the costs listed above, the projected 4,000 residential units in the unincorporated County will require another 4.3 jail staff people and will cost about \$200,000 annually. Maintaining the target level of service for Jail facilities will require \$846,000 worth of inmate beds.

Figure 29. County Jail, Future Costs

	Staff Needed (Full-Time-Equivalent)	Operations and Maintenance (Annual Cost)	Capital Facilities (One-Time Cost)
Projected 4,000 Housing Units	4.3	\$ 198,000	\$ 846,000

CONCLUSIONS

- The current operations level of service is \$50 per resident per year to maintain the Jail.
- According to the *Preliminary Design Study for the Gunnison County Justice Center Expansion* the target level of service for the jail is 5.7 beds per 1,000 residential units, for a one time cost of over \$211,000 per 1000 residential units.
- *Dynamic Analysis* is not necessary for the Jail because it is a centralized facility that generally does not detain a significant of traffic offenders.
- The projected 4,000 residential units in the unincorporated County will require another 4.3 jail staff people and will cost about \$200,000 annually.
- Maintaining the target level of service for Jail facilities will require \$846,000 in capital expansions.

GUNNISON COUNTY HEALTH

INTRODUCTION

The Health department, like the Jail, is not a central part of this analysis, but it is contained within the General Fund in the County budgeting system and so any fiscal trends within the health budget ultimately affect the entire general fund. Thus, RPI chose to include the Health Department annual operations and maintenance in this analysis. County Health is a centralized service and is unlikely to be affected by development patterns in the Gunnison-Crested Butte corridor and so does not require a *Dynamic Analysis*.

PROPORTIONATE SHARE

Because Health services are for residents, the entire cost is attributed to the residential sector and thus a proportionate share calculation is unnecessary. Thus, the Health Department requires a simple average costing methodology in which we calculate the level of service per housing unit.

OPERATIONS AND MAINTENANCE LEVEL OF SERVICE

Because recent years have wrought substantial cuts in Federal and State funding for Health Services,⁶ it was necessary to use the most recent year's staffing and budget and population estimates to establish the level of service (LOS). If RPI used the 2000 budget and population, it would reflect a higher LOS than currently exists.

On average, each of the 10-11 staff members of the Health Department costs just over \$61,000/year for salary, supplies, and other overhead. Given the 2002 housing units in Gunnison County (including municipalities) and the current staff, the County health department's Level of Service for health services is 1.1 employees per 1,000 residents at a cost of nearly \$65,200 per year.

Figure 30. Health Department Operations and Maintenance Level of Service 2002

	Health Staff	Operations and Maintenance (Annual Cost)
Per Residential 1,000 Residential Units	1.1	\$ 65,200

CAPITAL FACILITIES LEVEL OF SERVICE

Dividing the health department's share of the O'Leary building by the 1000's of units in Gunnison yields the current value of County Health facilities per 1,000 residential units in the base year 2002 (\$30,500 per 1000 residential units). Failure to provide this additional space will result in a decline in the current level of service.

⁶ HCBS money, Colo. Action for Healthy People, Injury Prevention, Personal Care fund.

Figure 31. Health Department Capital Costs

	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	\$ 30,500

COST OF MAINTAINING CURRENT LEVEL OF SERVICE

The additional 4,000 residential units projected in the Gunnison-Crested Butte Corridor Comprehensive Plan Land Use Alternatives will create the need for 4-5 additional staff members, at a cost of about \$261,000 per year, and an additional \$122,000 worth of facility space. Compared to other departments, the capital facilities costs are far less than in other departments (Sheriff:\$190,000/1000 units, Jail: \$210,000/1000 units). This probably reflects both a low use frequency among residents and a department able to serve a large number of people in a relatively small area.

Figure 32. Health Department Costs 2025

	Health Staff	Operations and Maintenance (Annual Cost)	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	4.3	\$ 260,800	\$ 122,000

CONCLUSIONS

- Because the health department serves County Residents, 100% of the demand for health services is driven by residential land uses.
- The County health department's Level of Service for health services is 1.1 employees per 1,000 residents at a cost of nearly \$65,200 per year.
- The County health department's facilities Level of Service is \$30,500 per 1000 residential units
- 4,000 additional residential units projected in the Gunnison-Crested Butte Corridor Comprehensive Plan Land Use Alternatives will create the need for 4-5 additional staff members, at a cost of about \$261,000 per year, and an additional \$122,000 worth of facility space.

MISCELLANEOUS GENERAL FUND SERVICES AND FACILITIES

INTRODUCTION

County General Fund Departments include several smaller departments that can be analyzed in aggregate:

- Fairgrounds
- Veterans
- Contributions
- Extension Services
- Historic Preservation
- Seniors

These services are generally centralized and so are not tangibly affected by land use patterns. Therefore this department did not warrant a *Dynamic Analysis*.

PROPORTIONATE SHARE

Since these services and amenities serve County residents, RPI employed average costing methodology assigning 100% of the demand to residential land uses.

OPERATIONS AND MAINTENANCE LEVEL OF SERVICE

RPI used standard methodology to analyze the Miscellaneous General Fund Services; first applying the proportionate share to the operations budget and then divided by the 1000's of residential units in the County in 2002 to obtain the current level of service.

The mean extension service expenditures 2002-2004 divided by the number of residential units yields an annual operations cost of \$58,700 per 1000 residential units.

Figure 33. Miscellaneous General Fund Services and Facilities Operations and Maintenance Level of Service

	Staff	Operations and Maintenance (Annual Cost)
Per Residential 1,000 Residential Units	0.9	\$ 58,700

CAPITAL FACILITIES LEVEL OF SERVICE

A large portion of the general fund miscellaneous capital facilities costs can be attributed to the cost of maintaining the current level of service for the fairgrounds facilities. Fairground facilities in many rural communities are underutilized. Fairgrounds capacity can be greatly increased with additional parking and through scheduling. Lighting also can greatly add to the capacity of the facilities to serve.

Figure 34. Miscellaneous General Fund Capital Facilities Level of Service

	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	\$ 191,800

COST OF MAINTAINING THE CURRENT LEVEL OF SERVICE

Over \$¾ million dollars worth of space for miscellaneous County facilities is necessary to maintain the current level of service for the projected 4,000 residential units in the unincorporated Gunnison - Crested Butte corridor. The various 1-3 person county functions add up to a significant demand for staff: almost 4 new employees will be needed to serve the projected 4000 units.

Figure 35. 2025 Costs

	Staff	Operations and Maintenance (Annual Cost)	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	3.7	\$ 234,800	\$ 767,200

CONCLUSIONS

- The mean extension service expenditures 2002-2004 divided by the number of residential units yields an annual operations cost of 58,700 per 1000 residential units
- 100% of the demand for general fund misc. services and facilities can be attributed to residential land uses
- Over \$¾ million dollars worth of space for misc. County facilities is necessary to maintain the current level of service for the projected 4,000 residential units in the unincorporated Gunnison - Crested Butte corridor.
- Almost 4 new employees will be needed to serve the projected 4000 units.

GENERAL FUND DEPARTMENT REVENUE PROJECTIONS

INTRODUCTION

In addition to providing an analysis of the current level of service for each department, this study provides a cost benefit analysis of the 4,000 units projected in the Land Use Alternatives section of the Gunnison – Crested Butte Corridor Comprehensive Plan.

While the levels of service and the projected costs for general fund departments are useful figures by themselves, in order to understand what the costs mean in the context of the larger fiscal picture, general fund revenues must be taken into account. The various types of revenues all require unique methods to achieve the best possible revenue projections

Because the purpose of the fiscal analysis is to analyze the costs associated with a number of residential units, the revenues need to be evaluated on a ‘per unit’ basis as well.

PROPERTY TAX REVENUE

The County collects a general fund mill levy of 13.28 (or 1.328%). The most direct way to evaluate the property tax contributions of the development of 4000 residential units is to estimate the likely value of the structures. It is assumed, for the purposes of this analysis, that home values will be the same in the future relative to the value of the dollar as they are today. It may be that this relationship could change, but conservatively, no appreciation will be applied.

RPI queried the Assessor database for all newer structures (from 1991 to current) and found that the median value of an entire piece of property in the unincorporated County is \$281,000 (built since 1991), while the median value of a newer structure was over \$213,000. Multiplying this by the current assessment rate (7.96%) and the mill levy (1.328%) yields the annual general fund property tax revenue per residential unit of \$298.⁷

Figure 36. Property Tax Revenue per Unit

Median Property Value	\$	281,500
Median Structure Value	\$	213,600
Assessment Rate		0.0796
Median Assessed Value	\$	17,003
County General Fund Mill Levy		0.01328
Annual Revenue per Unit	\$	226

It follows that the 4,000 typical newer units would produce almost \$1 million annually for the general fund.

⁷ Subject to a long trend decrease due to the state tax laws.

COUNTY SALES TAX

The 1% County Sales Tax projections are based on the taxable retail expenditures for full-time and part-time residents buying or building new homes in Gunnison County. Part-time and full-time residents have different annual retail expenditures due to duration of occupancy of the unit and income. See **Appendix Full-Time and Part-Time Resident Retail Expenditures** for detailed methods and calculations supporting the taxable retail expenditures.

The taxable retail estimates can be weighted according to the ratio of full-time to part-time residents in Gunnison County according to the 2000 Census in order to arrive at one weighted average retail expenditure per occupied housing unit.

Figure 37. Sales Tax Revenue per Unit

	Annual Household Expenditures on Taxable Retail	% of Occupied Housing Units (Census 2000)
Full Time Residential Unit	\$ 25,211	64%
Part Time Residential Unit	\$ 7,563	36%
Weighted Average Taxable Retail	18,900	
Annual Sales Tax Revenue per Unit	\$ 189	

Multiplying the nearly \$19,000 in retail expenditures by the 1% sales tax rate yields an annual sales tax revenue per household of \$189.

OTHER REVENUE SOURCES

Remaining revenue sources were projected to 2025 on a line by line basis according to the appropriate projections factors. See **Appendix** for a detailed table of these projections.

Line Item Projections

The line item projections were classified into the following:

- Misc. Taxes
- Permits
- Inter Governmental
- Service Charges
- Misc.
- Transfers

The methodology for projecting the revenue line items is described in detail in the **Appendix** and accompanying narrative.

Adding in the property and sales tax projections above to the line item projections yields the following revenue projections:

Figure. 38. General Fund Annual Revenue Projections for 4,000 Residential Units

Source	Revenue from Future and Existing Development		Revenue from Future Development Only
Taxes	558,497	\$	1,154,043
Permits	217,258	\$	44,288
Inter Governmental	808,900	\$	256,686
Service Charges	1,391,697	\$	359,067
Miscellaneous	458,105	\$	127,205
Transfers	1,094,860	\$	294,030
Total		\$	2,235,320

Source: See Appendix General Fund Line Item Revenue Projections

GENERAL FUND COST/BENEFIT *DYNAMIC ANALYSIS*

Having projected the revenues to be generated by the projected 4,000 units in the Land Use Alternatives section of the Gunnison-Crested Butte Corridor Comprehensive Plan, it is now possible to compare the revenues to the costs (for both annual operations and capital facilities) in a final general fund fiscal summary. The general fund department projected operations costs (as previously calculated) and annual revenues are summarized in **figure 39**.

Figure 39. General Fund Annual Operations Costs & Revenues for Projected 4,000 Units

	Total Annual Operations Costs (projected additional 4000 Units)	Annual Revenues	Shortfall
Low Density Alternative	\$ 2,574,800	\$ 2,235,320	\$ 339,480
Medium Density Alternative	\$ 2,539,800	\$ 2,235,320	\$ 304,480
High Density Alternative	\$ 2,537,000	\$ 2,235,320	\$ 301,680
Difference Between High and Low Density Alternatives	\$ 37,800	\$ -	\$ 37,800

The annual general fund cost of maintaining the current level of service ranges from \$2,537,000 to \$2,574,800 for the low-density alternative. This leads to a shortfall of around \$300,000 – \$340,000.

The low density alternative is \$37,800 more expensive per year than the high density alternative, entirely accounted for in the *Dynamic Analysis* of the Sheriff's Department traffic enforcement duties. This accounts for about 10% of the shortfall, so it is definitely worth noting this impact of land use patterns. Over time, decreasing the shortfall by 10% could add significantly to the ability to maintain service levels.

The capital facilities costs would add to the annual shortfall as the demand for them accumulated. The shortfalls demonstrated here would not likely result in actual budget shortfalls, but the lack of funding would lead to a proportionate decrease in the level of service.

Figure 40. General Fund Capital Facilities Cost for Projected 4,000 Residential Units

	Total Annual Capital Facilities Costs (projected additional 4000 Units)
Low Density Alternative	\$ 419,100
Medium Density Alternative	\$ 384,100
High Density Alternative	\$ 381,300
Difference Between High and Low Density Alternatives	\$ 37,800

This result not surprising because the growth alternatives in the Unincorporated County focus specifically on residential development. Because of Colorado's property tax structure and the relatively low rates in Gunnison County, residential property owners enjoy some of the

lowest property taxes in the entire country.⁸ Coupled with this is the fact that residents tend to put the most strain on County services (see proportionate share study results throughout the report). The result is a chronic shortfall between the costs and revenues generated by residential units in Colorado.

Commercial development to a large degree subsidizes residential development in Colorado. This emphasizes the need for Counties to support healthy commercial development in the municipalities. If residential development and commerce falls out of balance, it could pose even more significant challenges to general fund departments.

The shortfalls and lack of funding for capital facilities also signals the need to develop sources of revenue for capital facilities. Impact fees are specifically suited for charging new development for its fair share of the costs (the incremental costs) of providing capital facilities for this new development.

CONCLUSIONS

The projected general fund revenues fall short of meeting the annual operations costs of maintaining the current level of service LOS for 4,000 residential units by over 10%. Without some other funding sources or a change in direction of the general trends, this should result in a slow decline in the level of service (LOS) for general fund departments. What can Gunnison County do to avoid this drop in the LOS? The most obvious approaches are raise revenues and avoid low density development in the Unincorporated County.

Paying for Capital Improvements Using Impact Fees

Impact fees re-direct some of the fiscal burden of developing new capital facilities away from the taxpayers at large and more directly towards the development generating the need for the expanded capital facilities. Impact fees do not require a public vote.

While impact fees can serve an important role in financing public infrastructure, they are subject to several limitations and restrictions. Case law dictates that governments or districts can use impact fees only for building capital facilities made necessary by new development and that can be shown to benefit that development. They may not be used for existing deficiencies or operations.

Funds from impact fees must be 'earmarked' for defined capital improvements. Impact fees are also subject to legal standards typically including: demonstration of need, rational nexus, and rough proportionality. The recently enacted SB 15 specifically authorizes that statutory Counties have the authority to impose impact fees.

All of the limitations and restrictions can be addressed in a rigorous impact fee support study.

Encourage Healthy Commercial Growth

Commercial development is not only critical for the economic health of the community; it forms the backbone of the revenue streams for County government. Due to the cost of

⁸ The Gallagher Amendment results in a continually decreasing residential assessment rate, while Tabor constrains revenue collections.

providing transportation infrastructure and law enforcement for traffic producing land uses that are not close to existing municipalities, the best policy would be to encourage commercial development in the municipalities.

Adopt Policies to Encourage Higher Density Development Close to Municipalities

13% of the operations and maintenance shortfall for the General Fund could be avoided by adopting land use policies that concentrate development near existing municipalities and keeping more remote rural landscapes in tact. This development pattern is illustrated in the high density alternative.

GUNNISON COUNTY HUMAN SERVICES

INTRODUCTION

Human Services finances are kept separate from other County departments, so, fiscally speaking, it must be analyzed as if it were a separate department. The challenge for the Human Services department's is that its demand is directly linked to the growth in population, which is projected to keep growing quite steadily, while the majority of its funding comes from State programs for which the funding waxes and wanes (more waning of late) with the economic and political forces at play at the State scale.

PROPORTIONATE SHARE

Since Human Services are for residents, the entire cost is attributed to the residential sector.

OPERATIONS AND MAINTENANCE

Given the 2002 housing units and the current staff, the County Human Services department's Level of Service for Human Services is 1 employee per 1,000 residents at a cost of over \$230,000 per year.

Figure 41. Human Services Department Operations and Maintenance Level of Service 2002

	Human Services Employees	Operations and Maintenance (Annual Cost)
Per Residential 1,000 Residential Units	1.02	\$ 232,200

CAPITAL FACILITIES

Human services, like the health services department can serve a remarkable number of residents with a relatively small amount of office space. This space efficiency means that the cost of maintaining the level of service is relatively low.

Figure 42. Human Services Department Capital Facilities Level of Service 2002

	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	\$ 28,900

COST OF MAINTAINING THE CURRENT LEVEL OF SERVICE

Maintaining this level of service for the 4,000 residential units projected in the Gunnison-Crested Butte Corridor Comprehensive Plan will require 4 additional employees and additional annual budget expenditures of nearly \$929,000.

Figure 43. Cost of Maintaining Current Level of Service for Projected 4,000 Housing Units

	Human Services Employees	Operations and Maintenance (Annual Cost)	Capital Facilities (One-Time Cost)
Per Residential 1,000 Residential Units	4.06	\$ 928,800	\$ 115,600

The additional facility space needed will be modest, with a cost of around \$115,000 .

HUMAN SERVICE REVENUE PROJECTIONS

Having projected the cost of maintaining the operations and maintenance LOS, we can project the revenues and compare the costs to the revenues in the fiscal summary.

Figure 44. Human Services Revenues per Residential Unit

	Revenue Per Residential Unit
Property Tax	\$ 97
Intergovernmental	\$ 77
EBT Pass-Through	\$ 147

Property Tax Revenue

The County collects a human service mill levy of 5.68 (or .568%). The most direct way to evaluate the property tax contributions of the development of 4000 residential units is to estimate the likely value of the structures. It is assumed, for the purposes of this analysis, that home values will be the same in the future relative to the value of the dollar as they are today. It may be that this relationship could change, but conservatively, no appreciation will be applied.

RPI queried the Assessor database for all newer structures (from 1991 to current) and found that the median value of an entire piece of property in the unincorporated County is \$281,000 (built since 1991), while the median value of a newer structure was over \$213,000. Multiplying this by the current assessment rate (7.96%) and the mill levy (.568%) yields the annual general fund property tax revenue per residential unit of \$97.⁹

Figure 45. Property Tax Revenue per Unit

Median Property Value	\$ 281,500
Median Structure Value	\$ 213,600
Assessment Rate	0.0796
Median Assessed Value	\$ 17,003
County General Fund Mill Levy	0.00568
Annual Revenue per Unit	\$ 97

It follows the 4,000 typical newer units would produce almost \$400,000 annually in property tax for the human services fund.

⁹ Subject to a long trend of decrease due to the state tax laws.

All Revenues

The other revenue sources were assumed to increase with the residential population.

Figure 46. Projected Revenues

	Projected Revenue Future Growth Only	
Property Tax	\$	386,298
Intergovernmental	\$	309,700
EBT Pass-Through	\$	589,603
Total	\$	1,285,600

HUMAN SERVICES FISCAL SUMMARY

Due in part to the substantial property tax revenues projected from values of newer residential units in Gunnison County applied to the 5.68 mill levy, and to a relatively efficient operating budget, the Human Services department appears to be in good fiscal condition to handle the additional projected growth.

Figure 47. Fiscal Summary of Operations for Human Services – Future Conditions

Human Services Annual Revenues at Build out of Projected 4000 Units	\$	1,285,600
Cost of Maintaining Current Level of Service for Human Services Operations	\$	928,800
Projected Annual Surplus	\$	356,800

The projected annual surplus is more than adequate to cover the cost of the additional capital facilities needs.

CITY OF GUNNISON WATER

INTRODUCTION

Although treated water service infrastructure is not provided by Gunnison County nor is it a component of Gunnison County's budget, this section analyzes existing City of Gunnison water flows and residential usage to that system. It considers what the demand needs on the City of Gunnison water system will be given the three development alternatives.

Water service is evaluated in terms of absolute capacity of capital facilities. In addition, the system is evaluated on its ability to provide service at peak demand levels on a daily basis.

Unfortunately, accurate historic records of water flows within the water service area were not forthcoming for this analysis. Consequently, estimated usage scenarios were developed based on peak and off peak seasons utilizing similar counties and standardized water use numbers developed by the American Water Works and Colorado Water System Engineers. Peak seasons would include the summer months when the largest numbers of tourists are in the area and the highest amounts of water are being used for irrigation purposes. Water flows in the so-called "off-peak" or "shoulder seasons" give us a reasonable estimate of simple domestic and commercial usage without tourist or irrigation influences. RPI typically projects water usages in terms of "peak and "off peak" usages but due to the primarily urban consumption of water within the district. The final category of use examined is the quantity of water allotted to each resident or (some) commercial usage for a flat rate every month. This analysis does not factor system leakage, which can be significant but often remains unknown.

All water production systems must be built for potential peak capacities, and this assumption is inherent in all of RPI's analysis.

METHODOLOGY

The first step in analyzing water flows is understanding flow data, the number of taps in the district, existing plant capacity, and water consumption by unit type (i.e. per capita, square footage, etc...).

Monthly usage tables are converted to average daily usages for both peak and off peak seasons. A working assumption of the analysis considers that much of the expanded use during the peak seasons includes treated water irrigation and additional consumption by tourists/seasonal residents. Conversely, off-season use represents a true average consumption by the year round domestic population.

Based on projected land uses and existing fee structures the consumption and revenue streams required and generated by new development over the next twenty years can be projected. Water use by land use type is converted by using standard tables from the American Water Works Association governing average consumption per unit.

Water plant treatment capacity is a function of actual quantity of water that the plant is capable of producing in a 24 hour period for extended periods of time (plants may be capable of meeting peak usages by operating around the clock for short periods of time).

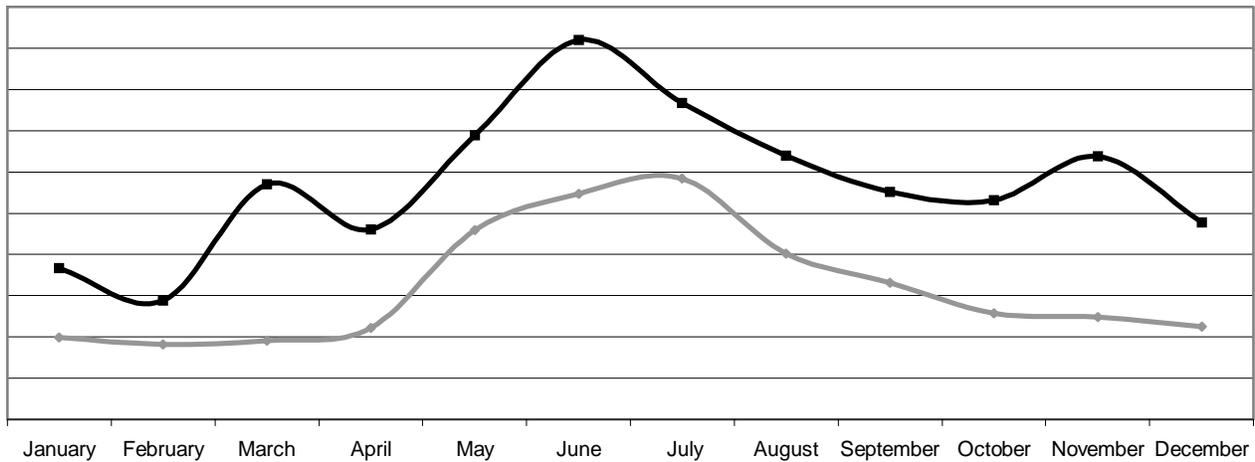
Water storage is an important component of water production and delivery. Supply reserves extend the possible outflows of the water plant on a daily basis. However, this analysis considers only the maximum daily capacity of the treatment facility.

Projected revenues and costs are based on the actual 2003 budget as supplied to RPI by the City of Gunnison Finance office. Revenues are separated by actual fee and other revenues. Costs are expressed per thousand gallons based on total water district expense and revenues.

WATER ANALYSIS

Figure 48 demonstrates typical estimated seasonal fluctuations. The significant increase of the summer months likely reflects irrigation and tourist uses.

Figure 48. 2000 Estimated Gunnison Water Flows (peak day – top line & average – bottom line)



The chart below reveals the total number of existing taps and the number of taps that would be added to the City’s system under each alternative.

Figure 49. Estimated Existing Conditions & Density Alternatives

	Existing	Density Alternatives		
		Low	Medium	High
Residential taps	1300	1,948	2,827	1,120
Commercial taps	558	NA	NA	NA
Residential (daily)				
Mean Daily Use – per tap	438			
Mean Daily Total Daily Use – all taps	569,863	853,699	1,239,014	490,959
Use (average per tap, gallons)				
Monthly Water Sale Fee Revenues –Annual Total	\$521,280	\$561,024	\$814,176	\$ 322,560

Figure 50. Estimated Existing Conditions & Density Alternatives

The following chart documents existing water flows from the system and also notes the cost per thousand gallons of production to the facility and the cost per gallon in fee revenue realized. Clearly, the Gunnison enterprise funds are covering production costs with monthly fees.

	Existing (gpd)	% existing capacity utilized
Plant Capacity (daily gallons) ¹⁰	3,240,00	28%
Estimated Annual Water Use		
Gallons	328,528,000	
Acre feet	1008	
Costs	per 000' gallons	
Residential	\$ 1.27	
Fee Revenue		
Residential	\$ 1.36	

Figure 51 details the total demands and capital revenues realized by the City of Gunnison’s water fund.

Figure 51. Water Facility Impacts Alternative Land Use Scenarios

	New Housing Units in Gunnison Service District	New Demand on Gunnison Service District (gallons per day)	Existing Use (gallons per day)	Percent of Existing Water Plant Capacity	Tap Fee Revenue from New Units
Low Density Alternative	1,948	853,699	1,753,775	54%	\$ 4,868,750
Medium Density Alternative	2,827	1,239,014	2,139,090	66%	\$ 7,066,250
High Density Alternative	1,120	490,959	1,391,036	43%	\$ 2,800,000

The City of Gunnison water plant currently operates well within capacity. However, the addition of new growth over the next twenty years will increase demand on the facility considerably and press the plant into a daily operating average production rate that is between 54% and 43% of the total capacity contingent on which land use alternative is selected.

Additional Annual Acre Feet Required	
Low Density Alternative	956
Medium Density Alternative	1388
High Density Alternative	550

¹⁰ Note that these capacities do not take into consideration fire service requirements.

The high density alternative provides the lowest impact on the City of Gunnison's water enterprise fund. The medium density alternative places the most (of the three alternatives) units within the Gunnison three mile area, and hence, on the City's water system.

In any event, the Enterprise fund seems to be completely or mostly covering its operations and expansion costs through its tap fee and monthly fee revenues. However, if the plant were to rapidly expand its geographic service area trunk line and pressurizing systems might tip the fiscal balance and the existing tap fee may need to be reviewed.

Finally, another consideration that was not addressed in this report is the availability of water rights. Given that water use will increase between 550 to 1388 acre feet depending on which buildout of the alternatives, the town will want to verify that it has rights to this quantity of water or require a fee in lieu of rights dedication as these properties buildout.

CONCLUSIONS

- Current tap and monthly fee revenues appear to be adequately covering production and facility expansion costs
- The high density alternative will have the least impact on the City Water service as it places the fewest future units within the City's service area.
- The medium density alternative will have the greatest impact on the City Water service as it places the greatest number of units within the City's service area.

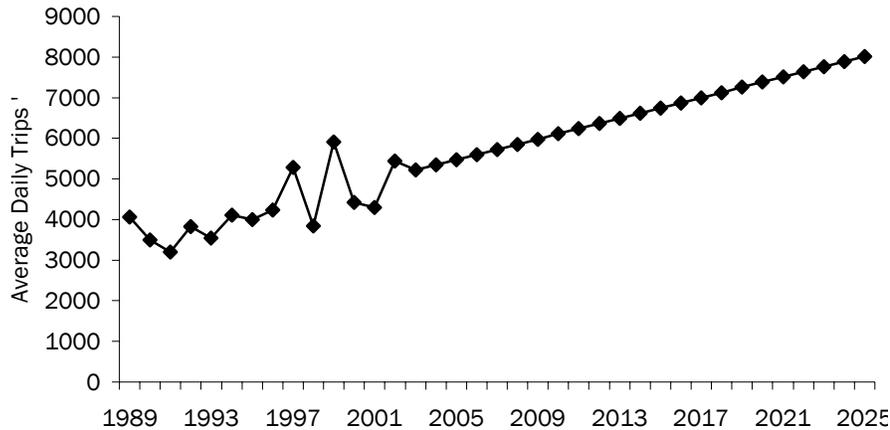
APPENDIX

Derivation of Value of Road and Bridge Equipment

	Expenditures	% of Total	Allocated Value of Equipment
Gunnison Co. Sewer District	\$ 278,690	5%	\$ 188,016
Gunnison Co. Water District	\$ 546,582	11%	\$ 368,747
Water/Sewer	\$ 825,272	16%	\$ 556,763
Solid Waste	\$ 383,353	7%	\$ 258,626
Road and Bridge	\$ 3,938,734	77%	\$ 2,657,236

Public works holds equipment and facilities that are valued at \$3.5 million according to finance department records. When allocated to each of the departments served by public works according to expenditures, Road and Bridge is left with over \$2.6 million worth of equipment and facilities.

Historic and Projected Traffic (2004-2025) on Gothic Rd.



Road and Bridge Line Item Revenue Projections

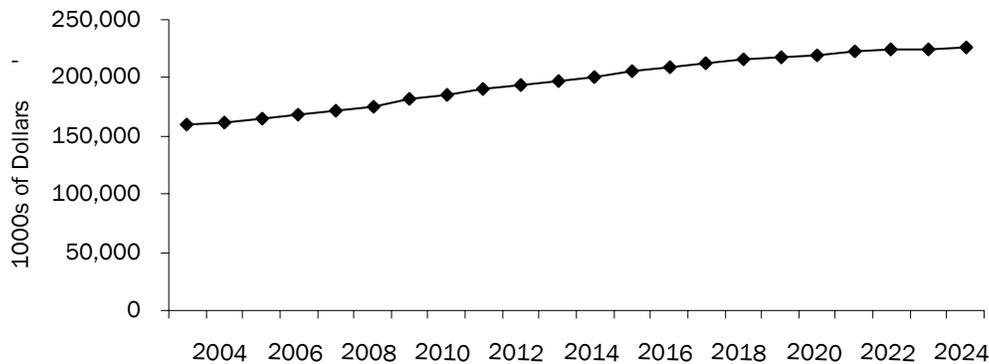
	Description	Multiplier Type	Future Growth Only Multiplier	Mean 2002-2004	Projected Revenue Future Growth Only
	SPECIFIC OWNERSHIP	# motor vehicles	81%	\$ 146,340	\$ 118,494
	FOREST SERVICE	Flat	0%	\$ 314,280	\$ 0
	MINERAL LEASING ACT	Flat	0%	\$ 395,740	\$ 0
Inter Governmental	PILT	property tax % increase	25%	\$ 171,990	\$ 43,571
	MOTOR VEHICLE REGISTRATION	# motor vehicles	81%	\$ 42,600	\$ 34,494
	HIGHWAY USER'S TAX	CDOT HUTF projection	41%	\$ 2,172,600	\$ 496,561
	MT. CRESTED BUTTE	population	41%	\$ 43,340	\$ 17,939
	FOREST SERVICE	population	41%	\$ 17,240	\$ 7,136
	DRIVEWAY PERMITS	housing units	41%	\$ 3,500	\$ 1,449
Service Charges	REVIEW OF ROAD PLANS	housing units	41%	\$ 1,050	\$ 435
	OTHER	housing units	41%	\$ 5,630	\$ 2,330
	RECLAMATION PERMITS	housing units	41%	\$ 2,880	\$ 1,192
	PHOTOCOPY SALES	housing units	41%	\$ 670	\$ 277
Misc	EARNINGS ON INVESTMENTS	general fund % increase	25%	\$ 14,860	\$ 3,765
	MARBLE BANK CONTRIBUTIONS	general fund % increase	25%	\$ 3,190	\$ 808
	REFUND OF EXPEND.-RETIREMENT	general fund % increase	25%	\$ 530	\$ 134
	OTHER REVENUE	general fund % increase	25%	\$ 1,010	\$ 256
	TRANSFER FROM SALES TAX	sales tax % increase	35%	\$ 188,370	\$ 65,717
	TRANSFER FROM SEWER	housing units	41%	\$ 2,700	\$ 1,118
Transfers	TRANSFER FROM WATER	housing units	41%	\$ 11,840	\$ 4,901
	TRANSFER FROM LANDFILL	housing units	41%	\$ 28,250	\$ 11,693
	TRANSFER FROM ISF-I	general fund % increase	25%	\$ 59,500	\$ 15,073

The above figure lists some of the revenue line item projections. More than 25 line items were projected based on an increase in 4000 residential units in the unincorporated Gunnison County methodology described below.

The method used to project revenue line items can best be described as a process of classification, grouping, and summing. Each line item was classified by the type of revenue (fee/fine, State, Federal, etc.), by projection factor (anything from population, to registered vehicles, to assessed valuation, % increase in revenues for other funds such as Rd. and Bridge, and Human Services).

The projection factor is simply an increase rate used to project the revenue likely to be produced by the projected 4000 units underlying the Land Use Alternatives section of the 2004 Comprehensive Plan.

HUTF Revenue Allocations from the CDOT Budget to County Governments



Source: CDOT Office of Finance

Administration Department Proportionate Share Calculations

Detailed Administration Proportionate Share						
	Effective FTEs	Ratio	Residential	Non-Residential	Res Jobs	Non-Res Jobs
Administration	4.5	residents to employees	75.6%	24.4%	3.4	1.1
Finance	4.6	residents to employees	75.6%	24.4%	3.5	1.1
Clerk & Recorder	7.5	Value of Residential Property: Value of Non-Residential Property	89.9%	10.1%	6.7	0.8
Treasurer	5.5	Value of Residential Property: Value of Non-Residential Property	89.9%	10.1%	4.9	0.6
Assessor	11.0	Value of Residential Property: Value of Non-Residential Property	89.9%	10.1%	9.9	1.1
Planning	7.5	# Residential Building Permits: to Value of Non-Residential Property	89.9%	10.1%	6.7	0.8
Coroner	0.3	all residential	100%		0.3	0.0
Attorney	3.7	residents to employees	75.6%	24.4%	2.8	0.9
Elections	0.7	all residential	100%	0%	0.7	0.0
Personell	0.3	residents to employees	76%	24%	0.2	0.1
Commissioners	3.0	residents to employees	76%	24%	2.3	0.7
Facilities Maintenance	3.2	residents to employees	76%	24%	2.4	0.8
Total	51.8				43.9	7.9
		Non-Residential Share of Demand	15%			
		Residential Share of Demand	85%			

The approach used to establish the proportionate share for the Sheriff's department can best be described as a process of sorting crimes committed in the past two years into residential vs. non-residential 'bins'. Once they are sorted, the proportionate share consists simply of the ratios of the totals of each bin. RPI analysts, after discussing the nature of the various crimes listed in the table above first sorted out the crimes that are entirely attributable to either the residential or non-residential sectors (residence vs. non-residence burglaries, child abuse, etc.). The crimes that could be attributable to both sectors were sorted according to 2 ratios for the unincorporated County calculated using primary input information contained in the main body of the report:

- Residential vehicle trips (93.1%) to non-residential vehicle trips (6.9%)
- Residential structures (62.5%) to non-residential structures (37.5%)

The ratio of residential to non-residential vehicle trips in the unincorporated county is a good representation of the amount of activity associated with each. This ratio was applied to crimes that were not necessarily associated with property. The ratio of non-residential to residential structures was applied to crimes that are related to property, such as trespassing and vandalism. RPI used the ratio of the totals as the proportionate share for the Sheriff's department.

Sheriff Proportionate Share

	Total Offenses	Residential or Non Residential Proportion
Aggravated Assault	1	residential
Burglary	1	non residential
Larceny	4	non residential
Motor Vehicle Theft	1	non residential
Other Assaults	5	residential
Vandalism	6	non residential
Weapons	4	non residential
Other Sex Offenses	2	residential
Drug Violations	4	residential
Other Family Offenses	9	residential
DUI	29	traffic
Liquor Law Violations	11	non residential
Disorderly Conduct	3	non residential
All Other Offenses	99	employees : residents
Runaways	2	residential
Murder/Manslaughter	1	residential
Assaults	8	residential
Burglary	14	non residential
Larceny/Theft	26	employees : residents
Motor Vehicle Theft	1	traffic

Source: 2003 Gunnison County Sheriff Crime Statistics from Colorado Bureau of Investigation
<http://cbi.state.co.us>

Total Residential Crimes: 133

Total Non-Residential Crimes: 95

Where the table states that the offenses were residential or non-residential, 100% of the offenses were assigned accordingly. Where the ratio of employees : residents is cited, the crime stats were assigned respectively to non-residential and residential based on the 2002 population and employment statistics used throughout this report. Where the table assigns the crimes to 'traffic' the crimes are broken down into residential vs. non-residential respective to the ratio of residential to non-residential traffic.

Having determined the breakdown, the ratios are multiplied by the number of crimes and the residential and non-residential crimes were totaled to yield the results stated below the table.

Full-Time and Part-Time Resident Retail Expenditures

	Full Time Residence	Part Time Residence
Median Home Value	\$281,500	\$ 281,500
Down Payment (15%)	42,225	42,225
Mortgage Principal	\$239,275	\$ 239,275
Monthly Payment (7.5%, 30 yr. Mortgage)	\$ 1,663	\$ 1,663
Household Monthly Income	\$ 5,543	\$ 6,652
Household Annual Income	\$ 66,520	\$ 79,824
% Spent on Retail	38%	38%
Annual Retail Spending/ Full-Time Residence	\$ 25,211	\$ 30,253
Spending in Gunnison County	\$ 25,211	\$ 7,563

The core methodology underlying this estimate is based on estimating the income of the residents by the value of the residence. Because new homes are relatively expensive, we cannot assume that the occupants of relatively new homes will be represented by the area median income.

The primary differences between the full and part-time residence estimates lie in the assumed percentage that the housing payment constitutes relative to their entire household income. For locals we assume 30%, fairly typical desirable areas in Colorado and 25% for part-time residents, who clearly have higher incomes by virtue of the fact that they own a second residence. Using these percentages applied to the median home value, RPI obtained a necessary annual income.

The Bureau of Labor Statistics conducts the Consumer Expenditure Study annually which provides detailed average household expenditures. Generally, households spend 38% on taxable retail goods.

The part-time residence expenditures had to be tempered to account for part-time occupancy. Part-time units were assumed to be occupied 25% of the time as concluded in the NWCOG 2003 survey of second home owners. Thus total household retail expenditures were multiplied by 25% to obtain the taxable expenditures.

Budget Revenue Line Item Projections

The following chart lists some of the revenue line item projections. *The list below is abbreviated and is meant only to illustrate the methodology used for the line item projections.* More than 75 line items were projected based on an increase in 4000 residential units in the unincorporated Gunnison County methodology described below. Also, several columns are not shown here such as the '2002, '2003 actuals, and 2004 actuals or projected revenues, which were used to establish average revenues and identify trends.

The method used to project revenue line items can best be described as a process of classification, grouping, and summing. Each line item was classified by the type of revenue (fee/fine, State, Federal, etc.), by projection factor (anything from population, to registered vehicles, to assessed valuation, % increase in revenues for other funds such as Rd. and Bridge, and Human Services).

The projection factor is simply an increase rate used to project the revenue likely to be produced by the projected 4000 units underlying the Land Use Alternatives section of the 2004 Comprehensive Plan. Any fee or fine related to the Assessor's office or Treasurers office was projected to increase at the same rate as the assessed valuation of the County. Population growth rates were often applied to various line items, depending on the jurisdiction from which they originate. Other projection factors, applied in a similar manner include housing units, registered vehicles, and others.

Once each line was classified and projected according to its appropriate projection factor, RPI simply grouped and summed. The ultimate result is, for example, the projected permit revenue for the general fund, or the transfers expected into the general fund from other funds.

All of the projected future revenue relates only to the 4000 residential units projected in the Unincorporated County.

Excerpt from General Fund Line Item Budget Projections Spreadsheet

	Description	Multiplier Type	Future Growth Multiplier	Mean Revenue 2002-2004 Adjusted to 2002 dollars	Projected Revenue Future Growth Only
	GENERAL PROPERTY-CURRENT	Separate Analysis	Separate Analysis	Separate Analysis	Separate Analysis
Taxes	GENERAL PROPERTY-DELINQUENT	Separate Analysis	Separate Analysis	Separate Analysis	Separate Analysis
	SPECIFIC OWNERSHIP	# motor vehicles	81%	\$ 292,760	\$ 237,053
	INTEREST & PENALTIES	# motor vehicles	81%	\$ 15,850	\$ 12,834
	LIQUOR LICENSES	population	41%	\$ 1,580	\$ 654
	BUILDING PERMITS	assd value	33%	\$ 136,770	\$ 45,662
Permits	SEPTIC LIC/INSTALL PERMIT	assd value	33%	\$ 33,280	\$ 11,111
	SIGN PERMIT	population	41%	\$ 1,340	\$ 555
	DIVISION OF CRIMINAL JUSTICE	population	41%	\$ 5,870	\$ 2,430
	PILT	property tax % increase	33%	\$ 130,850	\$ 43,686
	WEED CONTROL PROGRAM	flat	0%	\$ 47,020	\$ -
	WEED MAPPING PROGRAM	population	41%	\$ 8,820	\$ 3,651
	TUBERCULOSIS GRANT	population	41%	\$ 1,920	\$ 795
	PHN-WIC	population	41%	\$ 40,510	\$ 16,767
Intergovt	HOMEMAKER GRANT	population	41%	\$ 8,430	\$ 3,489
	PREVENTION GRANT	population	41%	\$ 6,680	\$ 2,765
	JUVENILE DIVERSION	population	41%	\$ 2,390	\$ 989
	VETERAN'S OFFICE	population	41%	\$ 370	\$ 153
	VICTIM ASSISTANCE-MUNICIPALITIES	population	41%	\$ 15,080	\$ 6,242
	CIGARETTE TAX	sales tax % increase	135%	\$ 5,810	\$ 7,837
	SEVERANCE	population	41%	\$ 4,880	\$ 2,020
	CSFS GRANT	population	41%	\$ 3,960	\$ 1,639
	WOODSTOVE INSPECTIONS	assd value	33%	\$ 240	\$ 80
	BOARD OF ADJUSTMENT FEES	assd value	33%	\$ 310	\$ 103
	SHERIFF'S FEES	population	41%	\$ 110,790	\$ 45,857
Service Charges	TREASURER'S FEES	assd value	33%	\$ 355,830	\$ 118,799
	ASSESSOR'S FEES	assd value	33%	\$ 12,980	\$ 4,334
	LAND USE CHANGE FEES	assd value	33%	\$ 31,530	\$ 10,527
	ELECTIONS REIMBURSEMENTS	population	41%	\$ 10,790	\$ 4,466

	CLERK & RECORDER FEES	population	41%	\$	372,690	\$	154,259
	USEFUL PUBLIC SERVICE FEE	population	41%	\$	43,850	\$	18,150
	DUI FINES	VMT	25%	\$	20,450	\$	5,082
Misc	SALE OF ASSETS	general fund exp % increase	38%	\$	100	\$	38
	EARNINGS ON INVESTMENTS	general fund exp % increase	38%	\$	85,110	\$	32,718
	RENT	general fund exp % increase	38%	\$	59,110	\$	22,723
	RENT-MULTI PURPOSE BUILDING	general fund exp % increase	38%	\$	10,280	\$	3,952
	VENDING MACHINES-FAIRGROUNDS	general fund exp % increase	38%	\$	2,160	\$	830
	NURSE/FAMILY PARTNERSHIP DONATION	general fund exp % increase	38%	\$	70	\$	27
	GUNNISON DENTAL INITIATIVE	general fund exp % increase	38%	\$	440	\$	169
Transfers	ALLOCATE FROM ROAD & BRIDGE	future r&b rev/total revenue	24%	\$	112,220	\$	26,758
	ALLOCATE FROM SOCIAL SERVICES	future ss rev/total revenue	58%	\$	93,190	\$	53,718
	ALLOC. FROM CONSERVATION TRUST	flat	0%	\$	40,100	\$	-
	ALLOCATE FROM AIRPORT	population	41%	\$	89,930	\$	37,223
	ALLOCATE FROM SALES TAX	sales tax % increase	35%	\$	275,550	\$	96,132
	ALLOCATE FROM LODGING TAX	sales tax % increase	35%	\$	4,230	\$	1,476
	ALLOCATE FROM LIBRARY	property tax % increase	33%	\$	39,370	\$	13,144
	ALLOCATE FROM MOSQUITO DISTRICT	property tax % increase	33%	\$	1,270	\$	424
	ALLOCATE FROM COMPUTER USAGE	population	41%	\$	35,200	\$	14,570

Figure X. Administration Department Proportionate Share Calculations

Detailed Administration Proportionate Share						
	Effective FTEs	Ratio	Residential	Non-Residential	Res Jobs	Non-Res Jobs
Administration	4.5	residents to employees	75.6%	24.4%	3.4	1.1
Finance	4.6	residents to employees	75.6%	24.4%	3.5	1.1
Clerk & Recorder	7.5	Value of Residential Property: Value of Non-Residential Property	89.9%	10.1%	6.7	0.8
Treasurer	5.5	Value of Residential Property: Value of Non-Residential Property	89.9%	10.1%	4.9	0.6
Assessor	11.0	Value of Residential Property: Value of Non-Residential Property	89.9%	10.1%	9.9	1.1
Planning	7.5	# Residential Building Permits: to Value of Non-Residential Property	89.9%	10.1%	6.7	0.8
Coroner	0.3	all residential	100%		0.3	0.0
Attorney	3.7	residents to employees	75.6%	24.4%	2.8	0.9
Elections	0.7	all residential	100%	0%	0.7	0.0
Personell	0.3	residents to employees	76%	24%	0.2	0.1
Commissioners	3.0	residents to employees	76%	24%	2.3	0.7
Facilities Maintenance	3.2	residents to employees	76%	24%	2.4	0.8
Total	51.8				43.9	7.9
Non-Residential Share of Demand			15%			
Residential Share of Demand			85%			

The approach used to establish the proportionate share for the Sheriff's department can best be described as a process of sorting crimes committed in the past two years into residential vs. non-residential 'bins'. Once they are sorted, the proportionate share consists simply of the ratios of the totals of each bin. RPI analysts, after discussing the nature of the various crimes listed in the table above first sorted out the crimes that are entirely attributable to either the residential or non-residential sectors (residence vs. non-residence burglaries, child abuse, etc.). The crimes that could be attributable to both sectors were sorted according to 2 ratios for the unincorporated County calculated using primary input information contained in the main body of the report:

- Residential vehicle trips (93.1%) to non-residential vehicle trips (6.9%)
- Residential structures (62.5%) to non-residential structures (37.5%)

The ratio of residential to non-residential vehicle trips in the unincorporated county is a good representation of the amount of activity associated with each. This ratio was applied to crimes that were not necessarily associated with property. The ratio of non-residential to residential structures was applied to crimes that are related to property, such as trespassing and vandalism. RPI used the ratio of the totals as the proportionate share for the Sheriff's department.