

# Town of Bayfield

## Comprehensive Plan Working Group

Wednesday, September 6, 2023 6:00 – 7:30 pm

1199 Bayfield Parkway – Bayfield Town Hall – Boardroom

Ordinance 485 (Sec. 2-1(a)(1)g. Conditions to withdraw a remote option or restrict remote meeting participation: When conditions for a meeting can reasonably be mitigated to avoid and protect against

harms identified in Section 2-1 (a) (1) a. declared emergencies, the Town Manager has the discretion to prepare the agenda and withdraw the remote option. In the event a remote option is available, participation will be restricted to Planning Commission members, presenting applicants, consultants or members of the public that have indicated, a minimum of thirty-six (36) hours in advance of the meeting start date and time, the agenda item and their desire to participate via a remote link. Participation restrictions in place for remote meetings shall not restrict any person to observe via remote attendance if available.

In 2018 the Board of Trustees adopted “Plan Bayfield 2018” the Bayfield Comprehensive Plan (Comp Plan). After four years, the Town of Bayfield is looking at making amendments to the Comp Plan in order to keep it relevant and consistent with community values and goals. The Comp Plan amendment process will include public outreach to seek input from community members at key points throughout the process. One piece of the public outreach process is the creation of the Comp Plan Working Group. The Town solicited letters of interest from residents (both inside and outside Town limits) and business owners to be a part of the Working Group and the Board of Trustees approved the members on July 19, 2022. The Working Group's role will include:

- Monthly meetings from August, 2022 until March, 2023;
- Collaborate with the group;
- Supplement other public input received;
- Help research relevant mandates and initiatives and collect data sources;
- Provide guidance, review and feedback to Town staff on the mission, vision, values, policies, objectives and implementation measures; and
- Make recommendations to the Planning Commission and Board of Trustees.

### 1. 2023 DRAFT Comprehensive Plan Update

### 2. Next Steps

### 3. Public Input

### 4. Adjourn

*Rules of the Work Session: This is a work session between the Comp Plan Working Group and Town staff. During the “Public Input” portion of the work session, the public will have the opportunity to ask questions and provide comments.*



# Plan Bayfield 2018

**Updated in 2023**

*Where Stars Shine Bright*

*Bayfield is a safe, livable community, with a small town feel striving to become a multigenerational, diverse community that maintains its values while progressively pursuing ongoing sustainability of economic resources, natural resource stewardship and livability. We are committed to the promotion of a vibrant business community balanced by recreational and educational opportunities in order to foster a unique and complete community for future generations.*

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# 2018 ACKNOWLEDGEMENTS

The Town of Bayfield would like to formally acknowledge the following people and entities for their high level of assistance in creating the 2018 Bayfield Comprehensive Plan.

## **BAYFIELD BOARD OF TRUSTEES**

Matthew Salka, Mayor  
Kristin Dallison, Mayor Pro-Term  
David Black, Trustee  
Matthew Nyberg, Trustee  
Kelly Polites, Trustee  
Ashleigh Tarkington, Trustee  
Brenna Morlan, Trustee

## **BAYFIELD PLANNING COMMISSION**

Joe Mozgai, Chairman  
Matthew Nyberg, Trustee  
Matthew Salka, Mayor  
Tish Nelson  
Isaac Fleener, Vice Chairman  
Judy Clifford  
Bryan Gadd

## **TOWN OF BAYFIELD STAFF**

Chris La May, Town Manager  
Kathleen Cathcart, Town Clerk  
Erin Dunavant, Finance Director  
Becky Eisenbraun, Parks & Recreation Director  
Ron Saba, Public Works Director  
Amy Witte, Administrative Assistant  
Phillip Pappas, DOLA Management Intern  
Joe McIntyre, Town Marshal

## **CONSULTANT TEAM**

RG & Associates, LLC  
McDowell Engineering, LLC

*A special thank you goes to the Colorado Department of Local Affairs (DOLA) for financial and technical support throughout the development of this plan.*

# 2023 ACKNOWLEDGEMENTS

The Town of Bayfield would like to formally acknowledge the following people and for their high level of assistance in updating the 2018 Bayfield Comprehensive Plan.

## BAYFIELD BOARD OF TRUSTEES

Ashleigh Tarkington, Mayor  
Brenna Morlan, Mayor Pro-Tem  
Tom Au, Trustee  
Alexis Hartz, Trustee  
Charlene Thomas, Trustee  
Kyle Wolff, Trustee  
Lori Zazzaro, Trustee

## TOWN OF BAYFIELD STAFF

Kathleen "Katie" Sickles, Town Manager  
Nicol Killian, Community Development Director  
Jeremy Schulz, Public Works Director

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Matthew Nyberg, Chairman  
Bryan Gadd, Vice Chairman  
Jason Evans, Commissioner  
Tish Nelson, Commissioner  
Chris O'Shea Heydinger, Commissioner  
Cash Snooks, Commissioner  
Ashleigh Tarkington, Mayor

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# 1. INTRODUCTION & CONTEXT

## 1.1 WHAT IS A COMPREHENSIVE PLAN

Colorado State Law C.R.S. ~~30-28-106~~31-23-206 requires ~~each municipality~~ies with populations of 2,000 people or more in the state to have a master plan (often referred to as comprehensive plan) ~~prepared-adopted~~ by its planning commission. This plan is meant to be an advisory document that guides land development decisions based on the Town's community vision. The Plan will also serve as the foundation for intergovernmental agreements, community services and capital improvement programming, along with detailed studies and programs coordinated by the Town. Typically, the contents of a Comprehensive Plan include land use, housing, utilities, transportation, environment and recreation components.

The Town of Bayfield last updated their Comprehensive Plan in 2005. Since that time, the community, in partnership with State, County and non-profit entities, has completed over 32 different plans and studies to evaluate, improve and set a course for the future of Bayfield. The intent of the 2018 Comprehensive Plan and the 2023 Update is to acknowledge the extensive planning efforts that have taken place to date and combine the most effective strategies and the Town's Vision to create a new, 20-year strategic plan for the Town of Bayfield.

## 1.2 2018 COMPREHENSIVE PLAN UPDATE PROCESS

In July 2017, the Town of Bayfield Planning Commission, along with their consultant RG and Associates (RGA), kicked off the update of their 2005 Comprehensive Plan. Acknowledging and incorporating past planning efforts and accomplishments was established as critical to the success of the updated Comprehensive Plan. With this in mind, a collaborative and research oriented approach was chosen to update the plan.

The rest of Introduction and Context Chapter outlines 1) the accomplishments of the town since the last comprehensive plan, 2) the past plans and studies that were evaluated, 3) the public engagement efforts that took place and 4) the outside agencies, citizen groups and governmental bodies that were consulted during the Comprehensive Plan Update process.

### 1.2.1 ACCOMPLISHMENTS

Since the 2005 Bayfield Comprehensive Plan was adopted, the Town of Bayfield, in conjunction with other agencies, has been able to accomplish many of the goals outlined in the 2005 plan. These accomplishments include:

1. Utilities and Infrastructure: Expanded potable and wastewater treatment plants capacity, replaced main waterline in S. Mesa Ave. and completed a sanitary sewer line infiltration project.
2. Transportation: Studied Highway 160 access improvements, replaced Bayfield Parkway bridge over the Los Pinos River, implemented a street maintenance program and extended a bike path along CR 501.
3. Economic Development: Began a successful downtown farmers market, completed a community assessment, and completed a wayfinding signage plan.
4. Land Use: Approved upper floor residential in mixed-use buildings, completed construction of a new Performing Arts Center at the high school, a new Town Hall and a new Senior Center.

**5. Environment and Recreation:** Completed the Town’s first Parks, Open Space, Trails & Recreation Master Plan, acquired additional land for public parks and open space, purchased and installed Gosney Park play equipment, constructed a bike path and the south ball fields at Joe Stephenson Park, and completed a library park.

**1.2.2 PLAN REVIEW AND EXISTING CONDITIONS ASSESSMENT**

Over the last 13 years, the Town of Bayfield, in conjunction with non-profit agencies, county departments, special purpose districts, and state economic and mapping divisions, has completed over 30 different studies and/or plans influencing land development and growth policies in the town. The plans and studies reviewed are listed below.

<i>Plan / Document Name</i>	<i>Date</i>	<i>Plan / Document Name</i>	<i>Date</i>
Town of Bayfield Comprehensive Plan	2005	DCI Community Assessment	2015
Comprehensive Plan Amendment – Eastside	2008	US 160 Access Study for the Town of Bayfield	2015
Bayfield Community Profile – DOLA	2009	US 160 Access Control Plan	2015
UC Denver Economic Development Strategic Plan	2009	CEDS La Plata County	2016
Bayfield Economic Development Progress Report	2009	CEDS Regional Overview	2016
La Plata County Comprehensive Plan	2009	La Plata County Business Park Strategy	2016
Comprehensive Plan Amendment – Westside	2010	La Plata Retail Sales	2016
Land Use Code Revised 7/18/11	2011	Southwest Region Economic Overview	2016
Bayfield Infrastructure Design Standards	2012	Bayfield Community Profile – DOLA	2017
Bayfield Construction Specifications	2012	La Plata County Community Profile – DOLA	2017
La Plata County Hazard Mitigation Plan	2013	IT Services RFP	2017
US 160 Traffic Feasibility Study	2014	Three-Mile Plan	2017
Water Master Plan	2014	OEDIT Bayfield Community Assessment	2017
Master Drainage Plan	2014	OEDIT Bayfield CA Presentation	2017
Bayfield and Surrounding Area Demographics	2014	Signage Location & Message Schedule Plan	2017
Retail Leakage and Surplus Analysis	2014	POSTR Masterplan	2017
Wastewater Collection Analysis	2015	Bayfield Economic Development Memo	2017

These plans were reviewed, and common themes identified. The common themes fall in line with the typical components of a comprehensive plan including: utilities and infrastructure, land use, economic development, housing, environment and recreation as well as hazard mitigation/risk assessment. Recommendations from each of the above-mentioned plans were grouped into the appropriate themes. The themes and recommendations became the basis for conversations with several stakeholders to establish a broad understanding of the current condition of Bayfield. The resulting Existing Conditions Assessment helped establish the baseline for the rest of the 2018 Comprehensive Plan Update. The full Existing Conditions Assessment can be found in its entirety in Appendix A.

**1.2.3 PUBLIC ENGAGEMENT: INTERVIEWS**

On July 10<sup>th</sup>, 11<sup>th</sup> and 12<sup>th</sup>, 2017, RGA and various members of Bayfield Town Staff interviewed several active community members including business professionals, service providers and longtime residents of Bayfield to ask questions about previous planning efforts as well as their thoughts on the future of Bayfield. Those interviewed include:

- Laura Lewis Marchino, Executive Director of Region 9 Economic Development District.*
- Brenna Morlan, Executive Director of the Bayfield Chamber of Commerce and Planning Commissioner*

Ron Dunavant, *First National Bank Branch Manager, Property owner and long-time Bayfield resident*  
 Phyllis Ludwig, *Schroeder and Bean Ditch Companies representative*  
 Carole McWilliams, *Heritage Society volunteer and long-time Bayfield resident*  
 Tailwinds Nutrition Staff  
 Julie Westendorff, *La Plata County Commissioner*  
 Derek McCoy, *Landowner*  
 Isaac Fleener, *Bayfield Realty*  
 Shelly Walchek, *Bayfield Library Director*  
 Grant Richards, *Homestead Trails developer and manager of Homestead Trails Water Company*  
 Brian Sheffield, *Forest Lakes Metro District Manager*  
 Amy Lyons, *Superintendent Bayfield School District*  
 Roger Zalneraitis, *Executive Director of La Plata County Economic Alliance*

Input from these interviews helped further inform the content of the Existing Conditions Assessment.

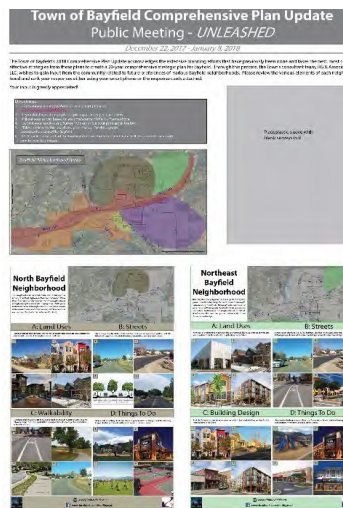
#### 1.2.4 PUBLIC ENGAGEMENT: FOCUS GROUPS

In November of 2017, the RGA Team conducted four focus group meetings with local stakeholders and agency partners to discuss existing and anticipated conditions as they relate to individual analysis areas. The areas discussed were directly related to the components of the comprehensive plan including utilities and infrastructure, transportation, economic development, land use, and housing. Summaries of these focus group meetings can be found in Appendix C.

#### 1.2.5 PUBLIC ENGAGEMENT: PUBLIC MEETING UNLEASHED

In addition to focus groups, general public input was sought between December 22, 2017 and January 12, 2018. This public outreach effort, branded as “PUBLIC MEETING UNLEASHED”, included a series of neighborhood

preference surveys in the form of 24” x 36” boards that were strategically placed throughout Bayfield. The purpose of this public outreach effort was to gather feedback and to better understand how residents envision Bayfield in the future. Six different surveys were developed, one for each of the Bayfield neighborhoods. The Bayfield neighborhoods included were: North Bayfield, Northeast Bayfield, Highway 160 Corridor, Southeast Bayfield, Downtown Bayfield, and Southwest Bayfield. Surveys included questions associated with land use, housing types, street design, walkability, and recreational/entertainment amenities. The preference surveys were also placed on the 2018 Comprehensive Plan Update website, [www.planbayfield.com](http://www.planbayfield.com), the associated Facebook page [www.facebook.com/PlanBayfield](http://www.facebook.com/PlanBayfield), and linked to the Town of Bayfield website. Over 100 surveys were received and their response incorporated into the draft recommendations for the plan. An analysis of the responses to these preference surveys is provided in Appendix C. In addition, the complete Preference Survey Responses are provided in Appendix D.

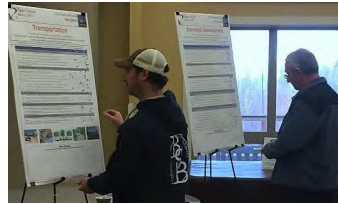


Boards used to solicit neighborhood-based input.

### 1.2.6 PUBLIC ENGAGEMENT: FUTURE NEEDS ASSESSMENT AND RECOMMENDATIONS OPEN HOUSE

After the Public Meeting Unleashed effort, RGA, Town Staff and Planning Commission took the survey results and the focus group comments to create a Future Needs Assessment. The Future Needs Assessment was placed on the Town website as well as the PlanBayfield.com website for public comment and was reviewed and commented on by Bayfield staff and the Planning Commission. The final content of the Future Needs Assessment became the first set of draft recommendations for the 2018 Comprehensive Plan Update.

In an effort to gather public input on the draft recommendations, an open house style meeting was held on March 1, 2018. At this open house, boards containing the recommendations broken down by theme, were on display. Each recommendation also had a place for the public to indicate if the recommendation was a low, medium or high priority for the town. Using push pins, the 23 individuals in attendance indicated their priority preference for each of the 43 recommendations and 154 corresponding strategies.



Picture from Open House

Also available for comment at the open house was a draft future land use map. Several people took the time to indicate their opinions and suggestions on the map.

Utilities & Infrastructure		Low	Medium	High
Below are draft recommendations related to electricity, telecommunications, potable water and sanitary sewer utilities.				
Please place one of the push-pins provided in your preferred level of priority for each recommendation and strategy.				
<b>1.1</b>	<b>Establish regular scheduled review of utility services to ensure sufficient capacity exists to meet future demand.</b>			
1.1.1	Review utility demand every 2-3 years, when revised population projections become available, and compare to the extent of connection capacity available with new large scale developments in coordination with other service providers.			
1.1.2	Develop a regular maintenance schedule and specific needs for performing regular maintenance and replacing older infrastructure.			
1.1.3	Create resilience and hazard mitigation measures that establish redundancies within public utility systems such as backup power systems, installation of shutoff valves, installation of backflow prevention devices, and regular water testing at treatment facilities.			
1.1.4	Review the water meter data and wastewater meter plan annually to identify priorities and costs each year through the municipal budgeting process.			
<b>1.2</b>	<b>Coordinate with other utility providers and agencies to ensure reliable service and efficiencies.</b>			
1.2.1	Create a shared funds pool to increase efficiencies in utility installation.			
1.2.2	Expand broadband infrastructure for residential and business users throughout Bayfield.			
1.2.3	Re-evaluate current water service area boundaries in coordination with SRWD to ensure the most efficient service is provided to customers.			
<b>1.3</b>	<b>Identify funding sources to assist in paying for major infrastructure projects.</b>			
1.3.1	Create reserve accounts to put aside funds to avoid over-incurring debt (agency, negotiation, or individual for an employee-owner that will benefit the larger community).			
1.3.2	Develop process (rating system) based on program performance, timing or reducing application fees, increasing developer fees, and/or other means to reduce development costs while not over-burdening the Town financially.			
1.3.3	Establish points of sale for things that are not considered in the financing and installation of new utilities and infrastructure (e.g. water main extensions, construction of manholes, etc).			

Board used at Recommendations Open House-Utilities & Infrastructure Preferences identified by participants.

### 1.2.7 TOWN HALL PRESENTATION

Armed with the comments and prioritization preferences from the open house, RGA revised the recommendations and future land use map and presented the highlights of the Plan to the general public on March 21<sup>st</sup> at Bayfield Town Hall. Approximately eight (8) people were in attendance and had a few clarification questions but were generally in support of the proposed recommendations and content for the plan update.

### 1.2.3 ~~2018-2023~~ COMPREHENSIVE PLAN UPDATE PROCESS

Comprehensive Plans should go through substantial updates or rewrites every 10 years. However, it is important to keep a Comprehensive Plan current and relevant through necessary amendments and ongoing implementation monitoring. After five years, the Town of Bayfield determined that an update to the 2018 Comprehensive Plan was necessary in order to keep it relevant and consistent with community values and goals that have changed and evolved after the COVID-19 Pandemic and the impacts that has brought to Colorado, La Plata County, and specifically Bayfield.

The 2023 Comprehensive Plan update process included public outreach to seek input from community members at key points throughout the process. One piece of the public outreach process was the creation of the Comprehensive Plan Working Group. The Town solicited letters of interest from residents (both inside and outside Town limits) and business owners to be a part of the Working Group and the Board of Trustees approved the members on July 19, 2022.

The Working Group's role included: monthly meetings from August, 2022 until June, 2023; collaboration amongst group members; supplementation of other public input received; helped researched relevant mandates and initiatives and collect data sources; provided guidance, review and feedback to Town staff on the mission, vision, values, policies, objectives and implementation measures; and made recommendations to the Planning Commission and Board of Trustees on the updated 2023 Comprehensive Plan.

Through the Working Group process, it was determined that a few additional elements should be added to the 2023 Comprehensive Plan Update including Stormwater and Agriculture.

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### 1.3-4 PLAN REVIEW AND ADOPTION

The first complete draft of the [2018](#) Plan was made available to the public at the beginning of April 2018 via the PlanBayfield website and Facebook page as well as the Town website. Planning Commission reviewed the draft at its April 10<sup>th</sup> meeting and pursuant to Colorado State Law (CRS 31-23-208), the Planning Commission held a public hearing on the document on May 8<sup>th</sup>, 2018, and voted to adopt the plan, recommending that the Board of Trustees also adopt the Plan. The Board of Trustees held a public hearing on May 15<sup>th</sup>, 2018 to adopt the 2018 Bayfield Comprehensive Plan. At this hearing, the Board also adopted the plan.

The first complete draft of the 2023 Plan was made available to the public at the beginning of September, 2023 via the Town website. Planning Commission reviewed the draft at its ????? meeting and pursuant to Colorado State Law (CRS 31-23-208), the Planning Commission held a public hearing on the document on ?????, and voted to adopt the plan, recommending that the Board of Trustees also adopt the Plan. The Board of Trustees held a public hearing on ????? to adopt the Updated 2023 Bayfield Comprehensive Plan. At this hearing, the Board also adopted the plan.

### 1.4-5 IMPLEMENTATION OF THE ~~2018-2023~~ BAYFIELD COMPREHENSIVE PLAN UPDATE

A comprehensive plan, and all of its subsequent updates, is a document to be used by the Planning Commission and the Board of Trustees to direct decision making for the Town. The vision, goals and strategies of the ~~2018-2023~~ Bayfield Comprehensive Plan Update will need to be implemented via regulatory tools such as zoning, subdivision regulations, and capital improvement programs. It is important that future members of the Board of Trustees and Planning Commission understand the ~~2018-2023~~ Bayfield Comprehensive Plan Update and the importance of implementing it. To make sure this happens, there should be an orientation for all new members as they are appointed and elected into their positions, and Town staff should provide an annual update to the Planning Commission and Board of Trustees on how the Plan's Implementation Strategies have been accomplished-

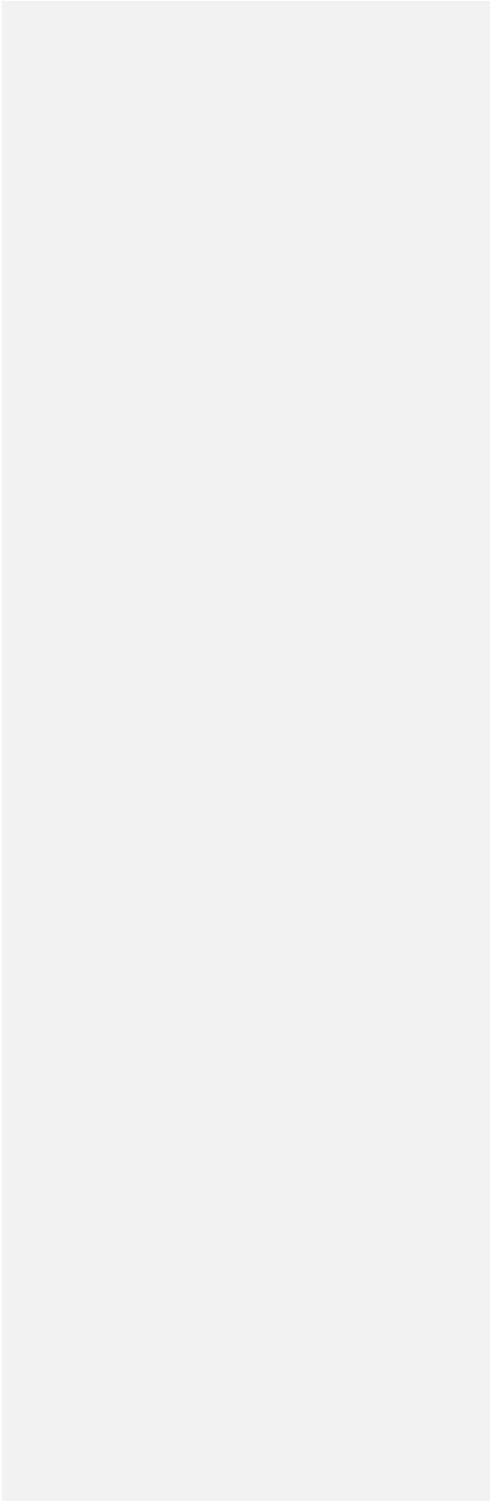
### 1.5-6 AMENDING THE ~~2018-2023~~ BAYFIELD COMPREHENSIVE PLAN UPDATE

As the community's attitudes change and the Town grows, the Comprehensive Plan must be able to adapt. The Planning Commission and Board of Trustees should reevaluate and update the plan in response to major changes in the community every three to five years. Citizens may also request changes to the Comprehensive Plan. Both the written and the graphic elements of the Comprehensive Plan may be amended from time to time, as needed. If an amendment is requested, the Board of Trustees and Planning Commission must determine if the requested change is in the best interest of the Town. If so, the Comprehensive Plan may be amended, provided the following criteria are met:

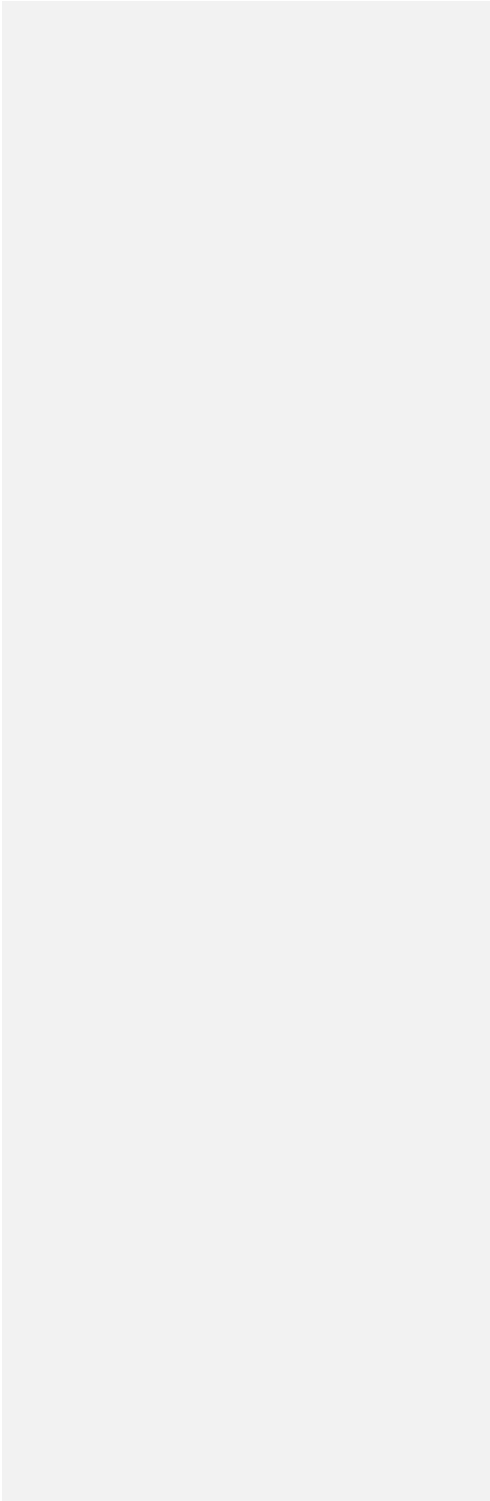
1. The amendment improves the implementation of one or more of the Recommendations or Strategies of the ~~2018-2023~~ Bayfield Comprehensive Plan. Note: It is possible that in amending the Comprehensive Plan to implement one Recommendation or Strategy, a conflict may occur with another Recommendation or Strategy. This is when the Planning Commission and Board of Trustees will weigh in and evaluate the situation to

determine if the amendment would be in the best interest of the community.

~~2.~~ The amendment will not pose a detrimental impact on existing or planned Town facilities, services, or transportation arteries.







## 2. COMMUNITY PROFILE & FORECAST

### 2.1 BAYFIELD HISTORY

The original settlement in the Pine River Valley was named Los Pinos. John Taylor, the first settler who claimed to be in the Pine River Valley, arrived between 1871 and 1873. After his arrival, Los Pinos was settled by approximately fifteen families.

The area started to develop as a ranching community. It was homesteaded by George Morrison and later sold to R.C. and Clarence Hensley. In 1894, it was sold to William A. and Laura E. Bay, who settled in what is now downtown Bayfield. Their home still stands at 225 Pearl Street; the street was named after Mr. Bay's daughter.

After having been in the area for a few years, William A. Bay determined that the area was in need of a supply town. As such, he donated eighty acres of land in April 1898. During the same period, the Schiller family also donated land to be used when the town was laid out. A coin toss between the Bays and Schillers determined which family would get to name the new town. It would have been called "Schillerville" had Mr. Schiller won. In 1906, Bayfield was incorporated with George Wheeler as the first mayor. It was founded as a rural business center to serve regional agriculture needs (Town of Bayfield, 2005).



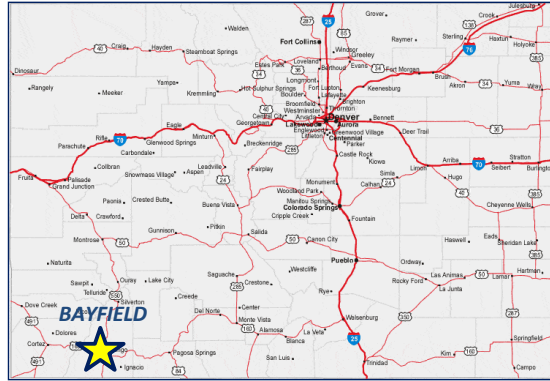
*Mill St. Scene – Unknown Date*

### 2.2 PHYSICAL PROFILE

The location and geographic attributes of Bayfield and the surrounding area were instrumental in cultivating the rich ranching heritage and community that exists in Bayfield today. To provide a geographic and regional context, this section discusses the location of Bayfield, physical geography of the region, and publicly owned lands in and around Bayfield.

### 2.2.1 LOCATION & GEOGRAPHY

The Town of Bayfield is located in southwest Colorado in the eastern part of La Plata County. It is approximately 18 miles east of Durango and 50 miles west of Pagosa Springs on Highway 160. The Town, which is located in the Pine River Valley, is adjacent to the Los Pinos River. United States Forest Service (USFS) and Bureau of Land Management (BLM) lands surround the Town and provide additional year-round outdoor recreational opportunities and seasonal hunting activities. The Town of Bayfield has an elevation of 6,900 feet, which contributes to its well-defined seasons. (Town of Bayfield, 2005).



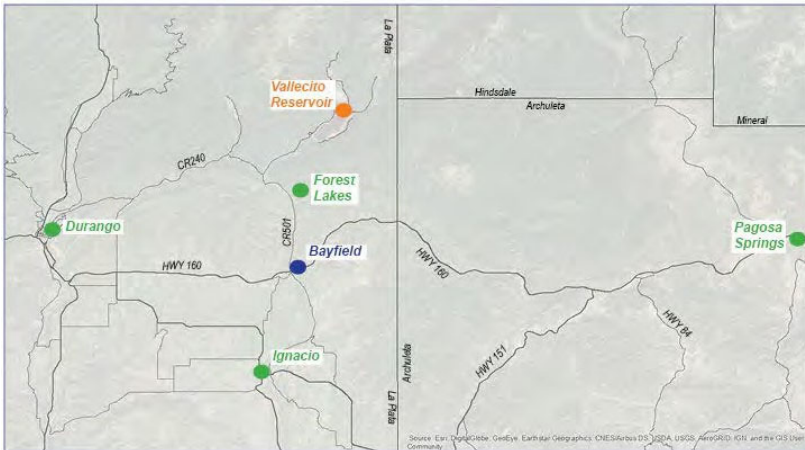
Land ownership and management for La Plata County is presented in Figure 1 below and provides a sense of the land ownership surrounding Bayfield.

**FIGURE 1: LAND OWNERSHIP AND MANAGEMENT IN LA PLATA COUNTY, 2006**

Land Ownership or Management	Number of Acres
Private Ownership	461,185
San Juan National Forest, U.S. Forest Service Management	396,050
Bureau of Land Management	21,823
State of Colorado	23,287
Southern Ute Indian Tribe	179,055
Ute Mountain Indian Tribe	1,685
<b>Total Acres</b>	<b>1,083,085</b>

The Vallecito Reservoir, north of Bayfield, and the Los Pinos River provide the much-needed water to sustain the productive farming and ranching activities within the town and surrounding area. Due to decades of flowing irrigation water to various farms and ranches, wetlands have popped up around the town which is crisscrossed with irrigation canals and ditches. With the expansion of the state highway system, State Highway 160 became a major lifeline for commerce transporting people and goods to La Plata County and its many destinations.

FIGURE 2: REGIONAL CONTEXT MAP



### 2.3 REGULATORY SETTING

It is important to understand the governments, special districts, and other enforcement agencies responsible for monitoring and enforcing regulations and developing policies which may impact the growth, development, and community in and around Bayfield. This section provides a brief overview of these agencies and their general role within the Bayfield community. To gather information for this section, individual agency websites were reviewed in addition to the existing plans and studies.

#### 2.3.1 TOWN OF BAYFIELD

Bayfield is governed by an elected Town Board comprised of a mayor and six board members. There are many town services including but not limited to public works, water treatment and distribution, law enforcement, planning and zoning, building, wastewater collection and treatment, and parks and recreation. The Planning Commission reviews land use and development proposals and makes recommendations to the Board of Trustees as they relate to these proposals (Town of Bayfield Website, 2018).

#### 2.3.2 LA PLATA COUNTY

The Board of County Commissioners is comprised of three elected officials, each of which represents a different geographic district within the county. The Board of County Commissioners performs legislative, budgetary, and policy-making functions, administers the La Plata County Land Use System, and advocates for the people of La Plata County at all levels of government, among other activities. Other elected officials include the county assessor, clerk and recorder, district attorney, surveyor, coroner, and sheriff. The county provides a wide range of services including building and code enforcement, emergency management, planning, public works, environmental services, and motor vehicle services (La Plata County, 2009). Some of these services are coordinated with the Town of Bayfield and other municipalities within the county to the extent feasible and appropriate.

### 2.3.3 LA PLATA-ARCHULETA WATER DISTRICT (LAPLAWD)

LAPLAWD provides safe potable public drinking water and fire protection water in rural areas of southeast La Plata County and southwest Archuleta County. The district is run by a five-member Board of Directors. Each person on the board represents one district within the service area, which is determined by population. The board works with appropriate staff and consultants to identify and to prioritize necessary maintenance, improvements, and new pipeline construction (LAPLAWD, 2014).

LAPLAWD and the Town of Bayfield share capacity at the Town's treatment facility and potable water storage tanks. Master meters have been, and will continue to be, installed to meter water as it flows from the Town's distribution system to LAPLAWD's distribution system.

### 2.3.4 UPPER PINE RIVER FIRE PROTECTION DISTRICT (UPRFPD)

~~The Upper Pine River Fire Protection District (UPRFPD) is an all hazards fire protection district providing structure and wildland fire response, technical rescue, paramedic and ambulance services in eastern La Plata County and parts of western Archuleta County. The district covers 282 square miles with eight fire stations supported by one administration facility. The district covers the communities of Bayfield, Gem Village, Forest Lakes, and the Vallecito and Lemon Reservoirs. The district has a significant wildland urban interface and several communities that are intermixed within the forest. UPRFPD works closely with the USFS and the La Plata County Public Health Department (previously San Juan Basin Public Health). The district is staffed with 34 fulltime people and supplemented with part time and seasonal staff. The district is a title 32 Colorado autonomous special district and is governed by a five-member Board of Directors. Board members are elected by their constituents and establish policies to be implemented by the Fire Chief. The UPRFPD provides fire, rescue, and emergency medical services to approximately 265 square miles of area in eastern La Plata County. Bayfield, Gem Village, Forest Lakes Metropolitan District and surrounding areas are included in the service area. The district primarily serves as an urban interface fire protection district and works closely with USFS and surrounding fire districts. The district budgets for 20 part-time and 30 full-time staff.~~

~~There are eight fire stations within the district, one of which is located in Bayfield. The district is an autonomous Special District and is governed by a five-member Board of Directors. Board members are elected by their constituents and establish policies to be implemented by the Fire Chief (UPRFPD Website, 2018).~~

### 2.3.5 BAYFIELD MARSHAL'S OFFICE POLICE DEPARTMENT

The Bayfield ~~Police Department, formerly known as the~~ Marshal's Office, is staffed by ~~eight-seven~~ eight ~~deputies~~ officers, which includes the ~~marshal~~ Police Chief, a school resource officer, a deputy with the South West Drug Task Force Team, and ~~an-one~~ one administrative assistant. The office provides 24 / 7 law enforcement and animal control services to area residents. The office also coordinates with other law enforcement agencies to provide a range of services to residents outside Bayfield's jurisdictional limits (~~Bayfield Marshal's Office, n.d.~~).

### 2.3.6 BAYFIELD SCHOOL DISTRICT

The Bayfield School District is comprised of four schools: ~~one-a~~ one primary school (grades k-2), ~~one-an~~ one elementary/intermediate school (grades 3-5), ~~one-a~~ one middle school (grades 6-8), and ~~one-a~~ one high school (grades 9-12). ~~An intermediate school (grades 3-5) to be sited adjacent to and south of the middle school is currently under construction.~~ The School District is the Town's largest employer with 116 certified staff members including: teachers; deans; counselors; building administrators; 15 paraprofessionals; and 54 classified staff including administrative

~~assistants, maintenance workers, nutrition workers, transportation staff and other workers. is the Town's largest employer. During the 2014 – 2015 academic year, staff for the district included 92 teachers, 15 paraprofessionals, three counselors, 17 school support specialists, and other personnel such as nurses, custodians, and groundskeepers, among others. The district offers a range of programs to meet the needs of a diverse student body including those for gifted students and those who speak English as a second language. The school board has five members who serve four year terms and guide the district's strategic direction. The school board has five members who are elected every 2 years and guide the District's growth and learning objectives. The school board is also responsible for hiring a Superintendent and making setting policy for the district.~~

### 2.3.7 PINE RIVER LIBRARY DISTRICT

The Library District was established in 1934. The library moved from Mill St. to its current location in the Business District north of Highway 160 in 2004. An expansion in 2012 enlarged the library to almost 12,000 square feet

providing books, audiobooks, public access computers, tablets, e-readers and more. The Library includes more than 45 public computers, two small meeting rooms, a children's imagination room, comfortable chairs for reading, and a large selection of books, magazines, audio and video materials, online databases, and downloadable media including audio, video, music, and e-books. A 17,000 square-foot Community Garden serves the community by providing space for garden beds, teaching classes and serving the food needs of the community. The current staff of 16 employees eagerly serves the Bayfield community. (Pine River Library District, n.d.)

### 2.3.8 FOREST LAKES METROPOLITAN DISTRICT (FLMD)

FLMD, governed by a five-member elected board of directors, was established in 1973 as a taxing authority responsible for providing water, limited sewer, roads and recreational services for residents within Forest Lakes subdivision. While Forest Lakes Subdivision is not within the town limits of the Town of Bayfield – or even within the 3-mile boundary – the residents identify themselves as part of the Bayfield community and go to Bayfield for a variety of goods and services, including participation in the Town's recreational leagues and school district. The number of current residents of Forest Lakes is greater than that of the entire Town of Bayfield.

### 2.3.9 PINE RIVER CEMETERY DISTRICT

The Pine River Cemetery began with a donation of land from Walter Dunham in 1883. The cemetery incorporated in 1905, and in 1953 a tax was approved that provided a 1 mill levy to the cemetery to supplement the costs of taking care of the remains of the dead at the Pine River Cemetery. The cemetery has a Board of Directors consisting of 3 members that are appointed by the La Plata County Board of County Commissioners. As of 2018, over 2,000 people have been buried at the Pine River Cemetery.

### ~~2.3.10 BAYFIELD BUSINESS CENTER SPECIAL IMPROVEMENT DISTRICT~~

~~In 2001, the Town agreed to form a special improvement district to build a business park which has 38 commercial parcels on 56 acres. There are a number of larger businesses located in this Business Park including: Lewis True Value, First National Bank of Durango, Mercy Medical and San Juan Regional Clinics, Alert Signs, the Pine River Library, Hongs Garden Grill, Family Dollar, & many other businesses. The district's debt expires in 2019 at which point the district will be dissolved.~~

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## 2.4 DEMOGRAPHIC CHARACTERISTICS

Historic and existing demographic information has been compiled from the ~~2017-2021~~ Town of Bayfield Demographic and Economic Profile as prepared by the Colorado Department of Local Affairs (DOLA). Projections, which extend to the year 2050, were prepared in partnership with DOLA and the RGA Team and use figures from the U.S. Census Bureau as a baseline.

### 2.4.1 HISTORIC AND PROJECTED POPULATION GROWTH

Population change is measured in three manners: migration (in and out), births, and deaths. The largest influence in Bayfield's population growth will be the influx of people moving to Bayfield. Bayfield's population is projected to be 5,232 in 2050. This is an increase of 89.4% between 2017 and 2050.

**FIGURE 3: PROJECTED POPULATION GROWTH FOR BAYFIELD, 2015-2000 – 2050**

Year	Population	% Change	% of County Population	
2000	1,705	19.9%	3.8%	Population Estimates
2005	1,828	7.2%	3.8%	
2010	2,389	30.7%	4.6%	
2015	2,573	7.7%	4.7%	
2020	2,841	2.8%	5.1%	
2017	2,762	1.5%	4.8%	Population Projections
2021	2,885	5.1%		
2020	3,061	19.0%	5.0%	
2025	3,583	17.0%	5.3%	
		19.5%		
2030	4,078	13.8%	5.6%	
		12.1%		
2035	4,396	7.8%	5.6%	
2040	4,694	6.8%	5.6%	
2045	4,972	5.9%	5.6%	
2050	5,232	5.2%	5.6%	

Figure 3 identifies the projected population at 5 year milestones, including 2021, as well as the percent change between each interval and Bayfield’s changing share of the overall La Plata County population. The basis for the projections is that over time, more of the people moving to La Plata County will move to Bayfield, therefore, Bayfield’s share of the county population will increase more rapidly over time. The growth projections forecasted in this Comprehensive Plan differ slightly from previous planning efforts. The methodology used in this plan was developed in conjunction with the State Demographer’s office based on most recently acquired data and latest trends.

Furthermore, the characteristics of the population (such as age, race, and income) are projected to shift from today’s profile. Through the planning

Source: DOLA, 2017. RGA, 2017.

period, the two largest increases will be in the 65 and older age group and the 25-44 10-29 age group. The impacts of these two demographic shifts are discussed in greater detail within each analysis area in the Future Needs Assessment provided in Appendix B and the Recommendations chapter of the plan.

## 2.5 RACE & ETHNICITY

Based on 2010 Census data, approximately 81.4% of the Bayfield population identified themselves as White alone. The Town is less racially and ethnically diverse than Colorado overall; however, it has become more diverse in recent years. Between 2000 and 2010, the percentage of those who identified themselves as Hispanic, American Indian, Black or African American, or Asian increased from approximately 14.0% to 19.0%.

By 2050, the greatest shift in Bayfield demographics will be the notable increase in those who identify themselves as Hispanic, increasing from 13.5% in 2017 to 24.3% in 2050. Of the projected 5,232 Bayfield residents in 2050, 3,518 would identify themselves as non-Hispanic while another 1,270 would identify themselves as Hispanic alone. The other 444 residents would identify themselves as American Indian, Asian, or Black.

**FIGURE 4: 2017 VS 2050 RACE & ETHNICITY CHARACTERISTICS**

Bayfield*	2017		2050		
American Indian non-Hispanic	150	5.4%	299	5.7%	*Calculations are based on percent of La Plata County population applied to Bayfield population projections.
Asian non-Hispanic	30	1.1%	105	2.0%	
White non-Hispanic	2,191	79.3%	3,518	67.2%	
Hispanic	374	13.5%	1,270	24.3%	
Black non-Hispanic	18	0.6%	40	0.8%	
<b>Total</b> BAYFIELD 2018	<b>2,762</b>		<b>5,232</b>		

Source: US Census

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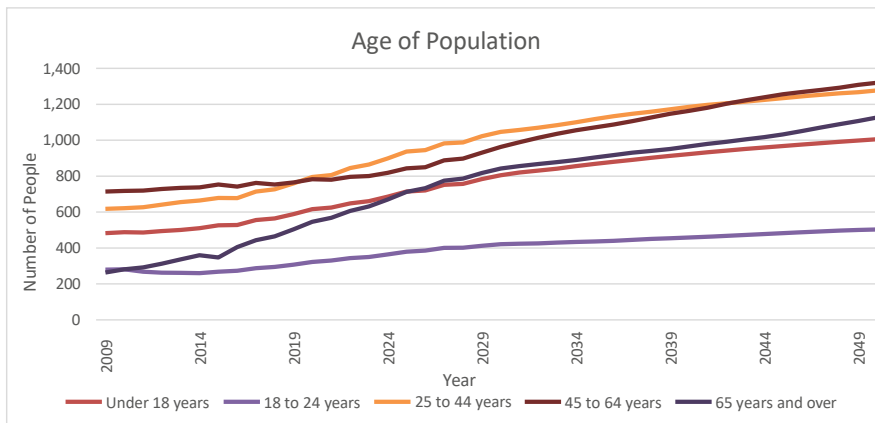
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## 2.6 AGE CHARACTERISTICS

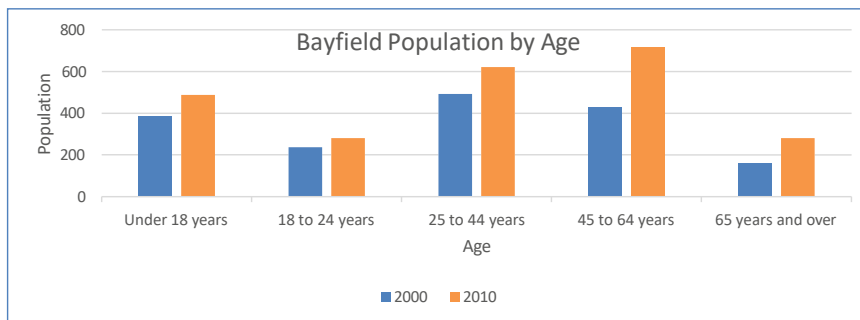
Each age group has different needs which provide valuable insights into what services and amenities should be sought after. For example, 18 to 24 year-olds have very different spending habits, different healthcare needs, and find different things enjoyable than those who are 65 years and older. Furthermore, people who are between the ages of 25 to 44 typically indicate prime workforce and family households. In summary, the age characteristics of the population, and its changes over time, provides strong indicators of the types of housing, personal services, entertainment, and employment options which should be planned for. While each of these will be discussed further in the plan, changes in the age of the Bayfield population over time will strongly influence the future needs of the Bayfield Community.

**FIGURE 5: CHANGE IN AGE OF BAYFIELD POPULATION**



Source: DOLA, 2017. RGA, 2017.

**FIGURE 6: BAYFIELD'S POPULATION DISTRIBUTION BY AGE**



Source: DOLA, 2017. RGA, 2017.

## 2.7 ECONOMIC CHARACTERISTICS

Understanding the community's economic indicators and characteristics as they exist today is crucial in paving a path forward to grow and expand the local economic base and to identify specific services and industries to target for workforce development and business attraction. The sections below provide an overview of existing economic conditions. Information used throughout this section has been retrieved from either the [2017-2021 Bayfield Demographic and Economic Profile](#), which sources a variety of other Colorado agencies, or information provided by DOLA. Due to anticipated changing future conditions, particularly with the labor force and economy, projections for individual economic indicators were not prepared for this plan update.

### 2.7.1 EDUCATIONAL ATTAINMENT

Educational attainment is measured for the population 25 years of age and over. It should be noted that educational attainment does have the potential to influence one's employment sector and earnings but it should not be considered as the primary factor.

Information retrieved from the 2011-2015 5-year American Community Survey (a division of the U.S. Census Bureau) concludes that a greater share of Bayfield residents have obtained either a high school diploma or equivalent, attended some college, or attained an associate's degree than residents of Colorado [and La Plata County](#) overall. The share of those who have earned either a bachelor's or graduate / professional

degree is lower in Bayfield than in Colorado [or La Plata County](#) overall (DOLA, [2017-2021](#)).

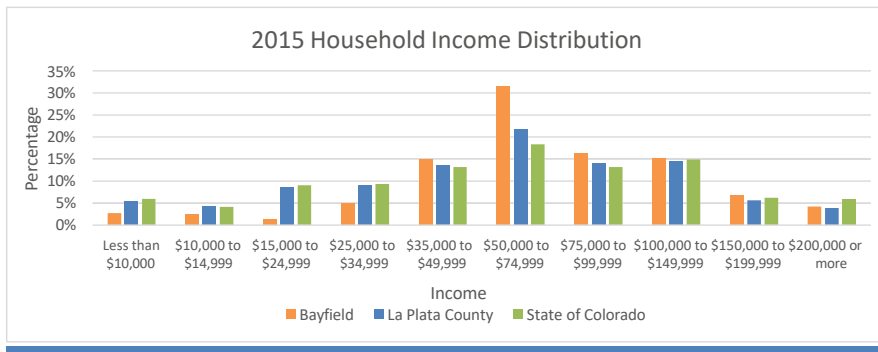


*Bayfield High School Sign*

### 2.7.2 INCOME

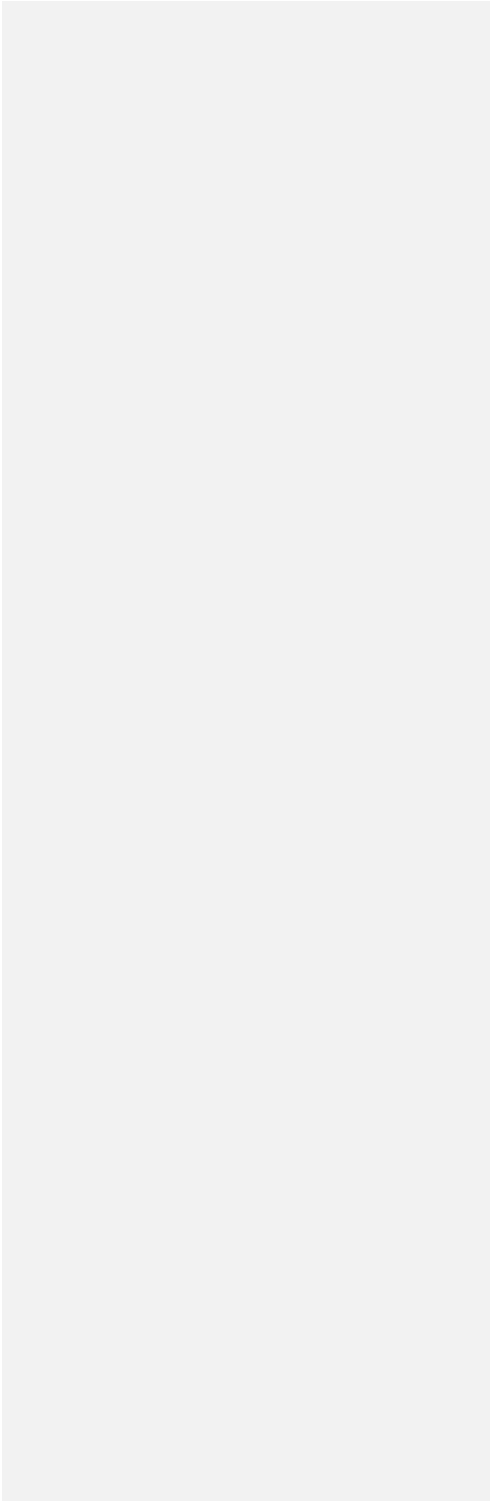
The State of Colorado has a notably greater share of households earning below \$34,999 than Bayfield (see Figure 7). Conversely, Bayfield has a notably greater share of households earning between \$50,000 and \$99,999 than Colorado overall. The most notable difference comes in the \$50,000-\$74,999 income range where Bayfield has a significantly higher percentage of households compared to both La Plata County and Colorado as a whole.

**FIGURE 7: HOUSEHOLD INCOME FOR BAYFIELD AND COLORADO, 2015**



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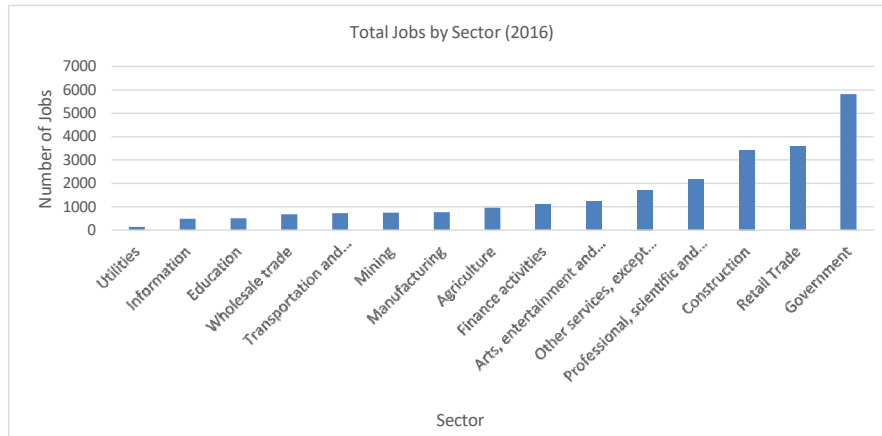
Source: ACS 5-year estimates, 2011-2015



### 2.7.3 EMPLOYMENT

Because of Bayfield's relative size, employment is better looked at on a county level. From this information, Bayfield can identify industry and employment gaps which the Town may be able to fill by attracting, retaining, and providing training for residents. The bar chart below (Figure 8) indicates the highest number of jobs in La Plata County by industry. A quick review of this chart indicates that the La Plata County economy has one clear top industry - Government. The Government sector includes local, state, federal, and military jobs. The next two sectors with the highest number of jobs in La Plata County are Retail Trade and Construction. These top three job sectors account for over 53% of the County's jobs. It is also important to note that, mining activities, including oil and gas extraction, accounted for 748 total La Plata County Jobs in 2016. Furthermore, there are a number of sectors which are not offered in La Plata County, and therefore not included in the chart below. By understanding the county's job sectors, Bayfield can develop policies and strategies to either attract the top three industries, or to encourage new industry that the region may desire to diversify the economy.

**FIGURE 8: LA PLATA COUNTY EMPLOYMENT BY INDUSTRY**



Source: Colorado State Demographers Office website, Job by Sector (NAICS), 2016

The 2017 Bayfield Community and Demographic Profile states that the population and employment growth rates often vary due to changes in the labor market including labor force participation rates, age, unemployment rates, multiple job holdings, and/or commuting. Other forces that can influence the labor market include business cycle fluctuations and faster or slower periods of economic growth. As such, DOLA anticipates that population growth in La Plata County will exceed employment growth between 2020 and 2030. However, this trend will not generate new job creation since younger workers are filling jobs held by retirees.

DOLA further indicates that with the exception of Government, Retail Trade, Construction, Administrative & Waste Services, Wholesale Trade, and Mining, Bayfield has a smaller share of all other industries than the county as a whole (DOLA, 2017). Conversely, Bayfield has a considerably larger share than the county in the industries listed.

2.8 HOUSING

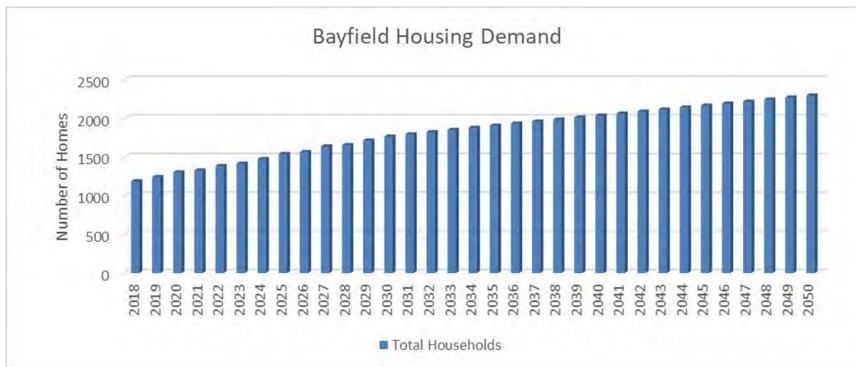


Example of Existing Bayfield Neighborhood

When it comes to planning for housing needs, there are two basic factors: supply and demand. Housing supply refers to the characteristics of the existing housing stock including housing type (single-family, apartment, condo, etc) and size which currently exists in Bayfield. Housing demand is the projected future housing stock to meet the housing needs of the future population. Based on the future population estimate of 5,232 and the average household size in Bayfield of 2.582.69, there will need to be a minimum of 2,0281.945 homes in 2050. Based on the same calculation, there are currently 1,074-1,129 homes in Bayfield today. Therefore, the difference between the

existing conditions today and the projected population is an additional 957-816 homes. Over the planning period, that averages to an additional 30-32 homes built per year to meet that future demand. Demand must take into account the number of dwelling units needed to house the projected population in addition to the type of housing that that population may desire. For example, retirees and millennials have been shown to desire low maintenance homes which do not tie them down financially or physically. Therefore, if these age groups represent a large portion of the Bayfield population, apartments, condos, or patio homes may be good housing types to allow. These findings are reflected in the recommendations for land use and housing later in this plan.

FIGURE 9: BAYFIELD HOUSING STOCK DEMAND



Source: U.S. Census Bureau, 2015.

## 3. EXISTING CONDITIONS

### 3.1 INTRODUCTION

The Existing Conditions chapter of the Comprehensive Plan is a summary of the extensive planning and study efforts that have occurred in Bayfield to date and a summary of the many goals, objectives, recommendations and findings made related to how Bayfield should grow in a managed, cost effective and responsible manner. These summaries are organized around the same ~~eight~~ common themes used throughout the plan: Utilities and Infrastructure, Transportation, Economic Development, Land Use, Environment & Recreation, Housing, Risk Assessment, and Water Use Efficiencies. Lastly, the existing conditions chapter identifies growing trends in Bayfield, changes in housing, and the impact the rise of small towns in Colorado and across the country will have on the community.

### 3.2 UTILITIES & INFRASTRUCTURE

#### 3.2.1 ELECTRICITY

La Plata Electric Association (LPEA) partners with Tri-State Generation and Transmission to provide power to Bayfield and surrounding La Plata and Archuleta counties. There are between 42,000 and 45,000 meters within the service area. Infrastructure to support electric generation includes a combination of above- and below-grade facilities. Infrastructure includes transmission lines, utility poles, and substations. Environmental constraints such as topography and wetlands can make the construction and operation of some facilities more challenging than others.



LPEA Workers

#### 3.2.2 TELECOMMUNICATIONS

Conversations with local stakeholders and agency partners indicate that supply of high-speed internet ~~is was~~ sufficient in 2018 to meet ~~current the~~ demand. However, with COVID 19, and many having to remote work from home, it was clear that Bayfield needed better high-speed internet to meet the current needs and to meet the growing demand for telecommunication and broadband connectivity, ~~additional fiber and capacity will need to be installed.~~ While there are currently fiber optic lines available in Bayfield, they are not available to all neighborhoods nor to all businesses yet, but high-speed fiber is currently under construction community wide. Connectivity has clear economic advantages. Therefore, expansion of accessibility to broadband services is a priority for the town in the coming years.

#### 3.2.3 POTABLE WATER

The Town of Bayfield Public Works Department provides potable water services to customers in Bayfield town limits and the surrounding areas. ~~A significant portion of the water provided~~ All raw water provided for treatment to Bayfield residents is taken from the Pine River pump station and Los Pinos Ditch. The department currently manages 15.5 miles of distribution lines, a booster pump station, and a water treatment facility with the capacity of 2.5 million gallons per day, and 1.7 million gallons of storage capacity. The water treatment facility ~~was designed~~

~~and expanded from 1.5 million gallons per day to~~ currently can produce 2.5 gallons per day, with capabilities to expand up to an additional 1 million gallons per day for a total treatment capacity of 3.5 million gallons per day.

Based on these capacities, ~~the system will~~ the treatment plant will not have to be expanded to service the projected population growth. Average peak summer demand is .75 million gallons per day, this includes the La Plata Archuleta Watger District's (LAPLAWD's) demand. The capacity and costs of the last upgrade and expansion was paid for by LAPLAWD. The

~~capacity and costs of the last upgrade and expansion were paid for by the La Plata—Archuleta Water District (LAPLAWD). Of the 1 million gallons, LAPLAWD has 750,000 gallons per day while the Town retains the remaining 250,000 gallons per day allotment, is retained by the Town. Historic water usage within the town service area is approximately 250 gallons per day per user in the winter and between 500 and 600 gallons per day per user in the summer. Based on these calculations, when working at full design capacity, the treatment facility can support 7,000 single family equivalents. Per the 2022, Development Impact Review additional Storage tanks would need to be constructed determined by growth. A .25 MGD tank at the location of the highlands tank and a 1.5 MGD tank at the same elevation as the Tamarack tank site.~~

LAPLAWD provides potable water to La Plata County and southwest Archuleta County. The service area covers approximately 400 square miles surrounding Bayfield. Much of the district is currently served by well or hauling water.

#### 3.2.4 WASTEWATER TREATMENT AND COLLECTION

The Town of Bayfield provides wastewater collection and treatment services within the Town limits and for the unincorporated community of Gem Village and adjacent areas. ~~The sewer system includes 23.5 miles of 8-inch to 15-inch diameter gravity sewer, four lift stations, and two miles of 4-inch and 6-inch force mains. The sewer system includes approximately 124,000 linear feet of 8-inch to 15-inch diameter gravity sewer, five lift stations, and approximately 10,100 linear feet of 4-inch and 6-inch force mains.~~ Wastewater is conveyed to Bayfield's wastewater treatment facility, which has a design capacity of 0.6 million gallons per day. ~~(Souder, Miller & Associates, 2015). Peak inflows during irrigation season run around .35 MGD or about 55% of design capacity.~~

#### 3.2.5 STORMWATER CONVEYANCE (MASTER DRAINAGE PLAN)

The Town of Bayfield has built and maintains stormwater conveyance infrastructure including: 77 culverts totaling approximately 4,100 linear feet and 138 storm drain pipes totaling nearly 15,000 linear feet. Although the Town has a significant amount of stormwater conveyance infrastructure, much of it is undersized. For example, 44% of the culverts are smaller than the current minimum standard of 18 inches in diameter and 41% of the drainage pipes are smaller than the current minimum standard of 18 inches in diameter. In addition, a number of culverts and storm drain pipes are silted closed or otherwise obstructed on either the inlet or outlet end, suggesting that more frequent maintenance is required for these pipes. The Town of Bayfield currently adopted an Enterprise Utility Fund for Stormwater and is working with the Town Engineers on a Stormwater Feasibility Study, which will be an update to the Master Drainage Plan.

#### 3.2.6 UTILITIES & INFRASTRUCTURE SUMMARY

The Town of Bayfield is currently able to provide sufficient utility capacity to its residents. However, the ability to provide cost effective service and expansion of infrastructure is the constraining factor for where, when, how dense, and what the cost will be for future development on vacant property within Bayfield and within the future service area. As a future growth strategy is considered, it is imperative that thought also be given to these unseen infrastructure necessities to truly ~~control managed growth~~ grow in a sustainable manner.

One reason Bayfield is attractive to families and new residents is its affordability. However, the costs of off-site and public improvements required to develop property and utility fees, coupled with the value placed on property, is chipping away at Bayfield's affordability.

### 3.3 TRANSPORTATION



Highway 160 serves as the primary travel corridor to and through town. Highway 160 also serves as the main access to commercial ~~center~~ for the town and surrounding areas. In addition, it is the main transportation corridor between Durango and points to the east – even as far as Denver. While most of the local street network was identified as

being good or excellent based on community feedback [in 2018](#), challenges to the future ability of the network to continue operation at these levels were identified. Some of the challenges identified were:

1. Limited access onto Highway 160
2. Limited connectivity into future land use areas
3. Future traffic demands exceed capacity of some current intersections

Public Transportation is [primarily](#) available in Bayfield through the Southern Ute Community Action Program (SUCAP). This program offers public transportation services between Bayfield, Ignacio, and Durango. See Appendix B for more information on the SUCUP program. [However, in 2022 Bustang, Colorado's regional bus service, started provide service to Bayfield. Bustang connects Bayfield to Grand Junction, Denver, Pueblo, Alamosa, Colorado Springs, and other communities throughout Colorado.](#)

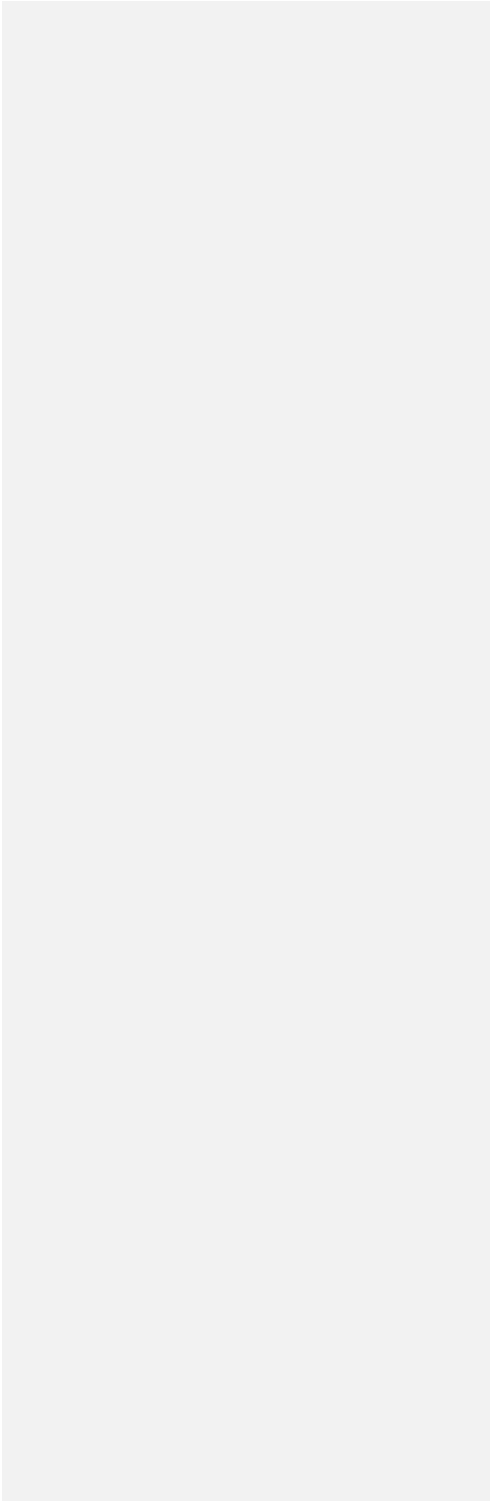
Beyond the overall transportation section of the Comprehensive Plan, many of the existing plans that were initiated by both the Town of Bayfield and Colorado Department of Transportation (CDOT) address access control onto Highway 160. Since Highway 160 is a state highway, CDOT involvement is required for any improvements done to intersections along Highway 160. Conversations with CDOT are documented in both the US 160 Access Study for the Town of Bayfield (2015) and the US 160 Traffic Feasibility Study (2014). Furthermore, the October 2006 Federal Highway Administration (FHWA) Record of Decision for the section of Highway 160 between Durango and Bayfield (FHWA-CO-EIS-05-02-F) is still the guiding document and recognizes Bayfield Alternative B, with slight modifications, as the preferred alternative of the Highway 160 alignment. Alternative B is depicted within the Future Transportation Map (See Appendix G) and recommendations of this plan. The preferred alternative selected in the US 160 Access Study is configured to meet the intent of FHWA's Record of Decision.

### 3.4 ECONOMIC DEVELOPMENT

The agricultural and ranching history in and around Bayfield represents a great source of pride for area residents. It has also been an economic driver for the community for many years. In recent decades, the workforce has diversified as the oil and gas industry (and other business sectors) have increased in the region. Not surprisingly, as the population in and around Bayfield has increased, so has the provision of goods and services. This in turn has helped attract new residents and businesses. However, the economy has not diversified enough to support sustained population growth, particularly if employment in an individual industry changes as is the case with oil and gas, which has dramatically decreased over the past [five](#)-years. With its proximity to a wide variety of outdoor recreational activities and its projected increase of approximately 2,470 people by 2050 (see Community Profile, Section 2.4.1,) Bayfield has an exciting opportunity to diversify its economy in a way that capitalizes on some of the area's most spectacular resources.

Many of the economic focused plans that have been done for Bayfield were completed during the Great Recession and therefore have recommendations that are no longer realistic. For example, even though there is currently a shortage of light industrial space across La Plata County, only a fraction of the hundreds of thousands of proposed square footage for light industrial in the 2005 Comprehensive Plan and subsequent amendments is needed to meet this light industrial need. The existing economic plans also call for a balance between encouraging population growth which means economic growth, with the desire to maintain a small-town atmosphere and high quality of life. Although these are conflicting ideas, one of the goals of the Recommendation's Section is to try and find a balance between these ideas.

La Plata County has experienced tremendous population and employment growth since 2000. Total employment growth rates for the County show 47,000 jobs by 2025 which means that over 7,000 jobs will be added to the



County in less than 10 years. Where will these jobs go and what will they entail? There is a theory that jobs follow people. Without jobs, population growth is likely to be slow, flat, or declining. Therefore, it is important to grow the population of Bayfield in order to attract more jobs. The Bayfield Economic Development Strategy memo from the La Plata County Economic Development Alliance set a goal of doubling Bayfield's population from 2,500 to 5,000 residents in the next 15-20 years in an effort to diversify and strengthen the Town's economy.

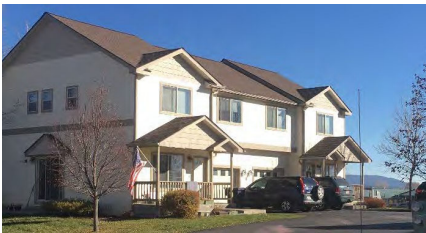
According to the Bayfield Economic Demographic profile, 89% of Bayfield jobs are held by residents outside of town. 92% of Bayfield residents commute out of Bayfield with a high percentage commuting to Durango. They live in Bayfield because of the schools, a more rural feel, a higher quality of life, and a lower cost of living.

In the ~~recent~~ Retail Leakage and Surplus Analysis done for the Town of Bayfield, businesses were evaluated to determine if more or less of specific types of businesses were needed. The surplus businesses included auto part and outdoor power equipment stores along with liquor stores, used merchandise stores and eclectic gift shops. Sectors that were not represented in Bayfield included auto dealers, furniture, home centers, grocery/convenience food and drug stores, clothing, and office supplies.

### 3.5 LAND USE

#### 3.5.1 RESIDENTIAL LAND USE

Bayfield is self-identified as a bedroom community to Durango. As such, a large portion of Bayfield's land is used for residential homes. A large portion of those homes are single-family detached homes on lots ranging from a quarter-acre to over one-acre. In fact, over 52% of the land area in Bayfield, or 405.2 acres, is zoned for residential as a primary use. Over 81% of the parcels within Bayfield are zoned for residential as a primary use. This is a town wide average density of 2.2 homes per acre.



*Examples of Multi-Family & Single-Family Housing in Bayfield*

While this magnitude of residential land uses does not create land use conflicts at this point, to meet the anticipated growth while keeping these development patterns, an extraordinary amount of land will be required. This creates additional concerns such as the high cost of utilities and public roads, increased travel/commuting times, inability to preserve natural view corridors, land development into areas not suited for development (ie floodplain, steep slopes, wildfire prone areas, etc), and other negative impacts of sprawl. To prevent this from occurring at the current trend, the densities should be increased, and the housing stock should be varied. The impacts of residential growth and recommendations and strategies for addressing this land use are further incorporated into recommendations later on in this plan.

### 3.5.2 COMMERCIAL LAND USE

Commercial land uses are primarily concentrated along the Highway 160 corridor and in downtown Bayfield along or near Mill Street (See Figure 10 below). Local stakeholders and agency partners have expressed interest in increasing economic activity along these corridors. Existing businesses provide basic goods and services and include some retail and restaurants.



*Example of Existing Commercial Use in Bayfield*

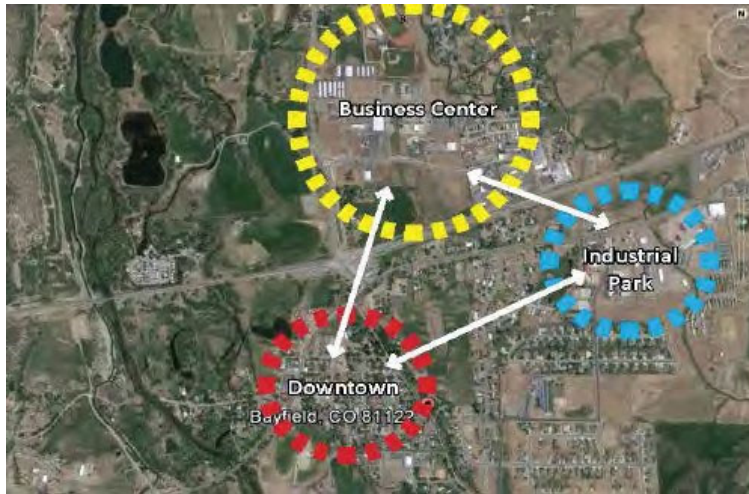
Through outreach efforts, residents and other community members have indicated that they are okay being a bedroom community to Durango. However, to ensure its long-term financial sustainability and vitality, commercial activity needs to be increased. While residential properties do provide property tax revenue to the town, municipalities across Colorado rely heavily on revenue from sales tax to support public services such as public utilities, infrastructure maintenance, parks and recreational programs, and public safety. Any increase in sales tax revenue is a net positive for Bayfield.

The ~~2018~~ Comprehensive Plan identifies primary commercial areas for employment and/or sales tax generation. Because of the limited resource of land, it imperative that land identified as commercial within the Future Land Use Map be held for such uses to ensure the property provides sales tax revenue to the town. Requests to rezone designated property from commercial or mixed-use classifications to residential only classifications are not supported by this plan.

### 3.5.3 INDUSTRIAL LAND USE

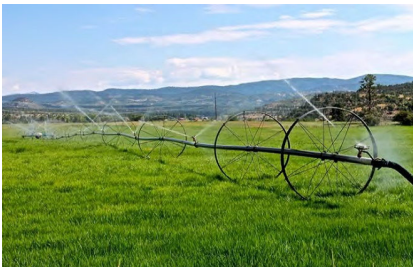
Light industrial land uses are currently found in small pockets along Highway 160 and in the southeast area of town along Bayfield Parkway (See Figure 10 below). There is no heavy industrial use in Bayfield. Ongoing outreach activities indicate that heavy industrial use is not desired at this time. However, local stakeholders and agency partners identified the need for a bigger industrial park to house distribution centers ~~(potentially to be sited north of Highway 160 and east of CR 501).~~ This may also support some small-scale manufacturing.

FIGURE 10: BAYFIELD'S AREAS OF COMMERCE



Source: DCI Community Assessment 2015.

### 3.5.4 AGRICULTURAL LAND USE



Tone Ranch – Bayfield, CO

Preserving and showcasing Bayfield’s rich agricultural heritage is paramount to area residents. While much of the area is steeped in farming and ranching activities, portions of Bayfield have been developed for residential and commercial uses. Such developments are anticipated to continue to the extent permitted by municipal regulations. However, appropriate land management policies will help ensure that designated tracts of Bayfield are maintained for agricultural purposes. Lands prime for agricultural activities, such as grazing and farming, are identified on the Future Land Use Map and should be preserved for such uses. Prime lands include soils classified as prime and unique farmlands

by the Natural Resources Conservation Service, river corridors, and areas that are accessible to existing irrigation ditches and / or have sufficient water rights. The importance of identifying an appropriate balance between agricultural and other land uses cannot be overstated. A common theme that emerged while reviewing the existing plans, was the desire to grow but somehow maintain the Town’s rural and agricultural heritage. Growth and rural character do not always go together, but with purposeful land use planning, it can be accomplished. Rural character is sometimes identified with larger residential lots and wide-open spaces. One way this can be accomplished while still promoting responsible growth is to cluster land uses with increased densities in specific locations and allow open space/agricultural lands to surround the higher density areas. This concept was not a huge component of the existing land use focused plans such as the 2005 Comprehensive Plan or the subsequent East and West Side Amendments in 2009 and 2010. The East side comp plan amendment alone called for over

1,100 new residential units spread over 519 acres. This type of sprawl is taxing on not only the transportation network but also on the public utilities necessary to accommodate this type of inefficient development.

The East and West Side Comprehensive Plan Amendments also called for a combined 670,000 square feet of commercial and light industrial uses. This type of commercial growth is not realistic, nor is it responsible growth. There are areas of Bayfield that are identified for commercial and light industrial growth which are more realistic in terms of transportation network accessibility and access to public utilities. Non-residential growth needs to occur in these specific areas, which are explored more in the Recommendations Section of this plan.

### 3.5.5 LAND USE SUMMARY

A review of existing municipal plans and policies as well as conversations with local stakeholders and agency partners has indicated Bayfield strongly desires to increase its residential population while maintaining the Town's rural and agricultural heritage. This is a trend demonstrated in smaller and traditionally more rural communities across the country. The success of such an undertaking is the result of land use planning that is cognizant of a land use balance appropriate for the setting, sensitive to the needs of various constituents, and supportive of a diverse economy. The Future Land Use Plan, as created through this planning effort and incorporated within this plan, reflects a land use pattern that strives to create harmony among land uses and their impacts on the natural and built environment as well as the social fabric of the Bayfield community.

## 3.6 ENVIRONMENT & RECREATION



*Bayfield's Little Pine River Park*

Bayfield offers a number of recreational opportunities for its residents and surrounding county residents. The town's softball, youth football and youth soccer programs are well enrolled and popular with the community. In fact, summer evenings when the adult softball league has games have evolved into community gathering events. Furthermore, through discussions with residents and stakeholders, the overwhelming response was that Bayfield's recreation programs are highly valued and appreciated. So much so that there is willingness to pay increased registration fees to ensure the program's longevity.

While programmed activities are important to activate a community, Bayfield is lucky enough to be situated in a geographic region which boasts many natural amenities. Some of these amenities, offering a wide range of year-round activities, are the Los Pinos River, Vallecito Reservoir, Wolf Creek and Purgatory Resort ski areas, and easy access to the Weminuche Wilderness and San Juan National Forest, Navajo Reservoir State Park, and Bureau of Land Management public lands. These public lands offer the full range of outdoor activities from hunting and fishing, to camping and backpacking, to ATV and snowmobiling trails. Bayfield is a hidden gem for outdoor enthusiasts.

### 3.7 HOUSING

As the cost of living continues to soar in Durango, maintaining the affordability of Bayfield is of paramount importance. When interviewing stakeholders for the [2018](#) Comprehensive Plan, citizen after citizen said they chose to live in Bayfield for two reasons: 1) great schools and 2) affordable housing. The word affordable though has a different connotation for different income levels. This is why it is important for Bayfield to diversify its housing stock through lot size as well as unit size and unit type.

There are several local agencies and non-profits which assist in cultivating home ownership and developing financially attainable housing. HomesFund is a non-profit organization whose mission is to “build diverse and resilient communities by developing affordable housing and empowering residents with the financial resources and educational tools to achieve homeownership.” (HomesFund, 2018) This organization, as well as other government entities and non-profits in the region, have resources and tools to assist Bayfield in understanding and addressing housing affordability needs.

### 3.8 RISK ASSESSMENT

The accurate assessment of hazard risks and vulnerabilities is becoming increasingly important for communities in Colorado and for a Town like Bayfield. Colorado is a land of extremes and is not exempt from natural disasters. This was recently demonstrated by the 2012-2013 Colorado wildfires and floods that devastated communities and resulted in federal emergency disaster declarations for 19 Colorado counties. By assessing Bayfield’s natural and man-made risks, the town can develop and implement mitigation policies and priorities to anticipate, thrive and positively adapt to, or rebound from changing conditions or challenges—including disasters and climate change. In addition, the Town will be able to maintain its quality of life, healthy growth, durable systems, and conservation of resources for present and future generations.

Community risks have been identified, assessed, and inventoried as part of the La Plata County Hazard Mitigation Plan (HMP). ~~That Goal 3.4 of the~~ plan, adopted by La Plata County in April 2013 ~~and updated in 2018,~~ proposes to “Continue to reduce impacts of natural hazards on future development through land use planning, subdivision review, permitting and building codes.” “serves as a tool to help decision makers direct and coordinate mitigation activities and resources, including local land use policies.” (HMP, pg 1-2) La Plata County is currently updating the HMP and at the time of this plan’s adoption a draft was available to the Planning team.

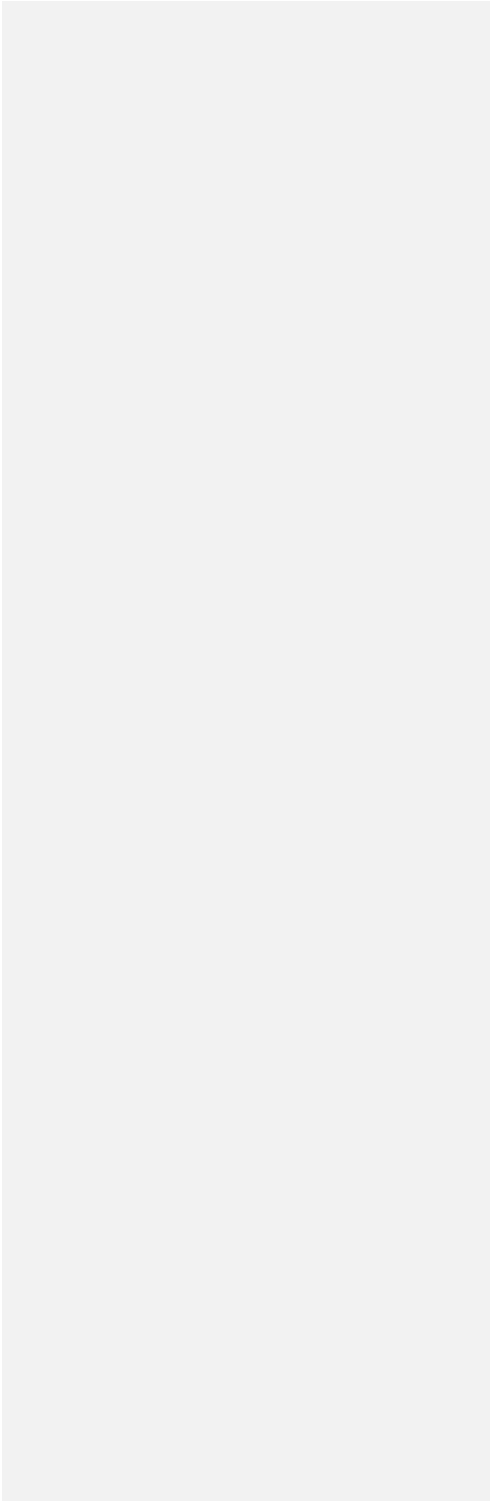
The updated ~~2018-2023~~ Bayfield Comprehensive Plan will rely on the risks identified and conclusions made in the ~~2013-2018~~ HMP’s and apply land use policies to mitigate risks to the extent feasible. ~~Understanding that La Plata County is updating their HMP simultaneously as the Bayfield plan is being updated, outcomes of that effort should be consulted and incorporated when Recommendations and Strategies from this plan are being implemented.~~

The ~~2013-2018~~ HMP states that Bayfield is susceptible to a range of natural hazards- including potential dam failure, drought, flooding, sever weather, wildfire and winter storms. ~~from winter storms to flooding to wildfires.~~ Such events have the potential to adversely impact infrastructure and social networks. They may also potentially result in long-lasting effects on the economy. By all accounts, resiliency is: acknowledging that hazards are inevitable; mitigating potential impacts to the greatest extent feasible as appropriate; anticipating ancillary impacts of individual events; and implementing geographically specific plans that will help get vital networks and systems back online in an expeditious fashion to pre-event status.

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To become a resilient community, there are a number of strategies that can be used to reduce risk and exposure. These strategies include lowering levels of risk, reducing levels of vulnerability, facilitating ongoing and coordinated planning efforts with utility providers, governing agencies, and other appropriate parties, strengthening informal social networks, and planning at the appropriate scale. In order to become resilient to the



greatest extent feasible, it is appropriate to consider strategies that cover the full spectrum of hazards and resiliency, both those natural and man-made.

Due to the local climate and regional geography, the Bayfield community is susceptible to a number of natural hazards. While not all risks can be known, natural hazards that Bayfield could face include winter storms, severe weather, flooding, failure of the Vallecito Reservoir dam, drought, geohazards, and wildfire. The probability and impacts of the potential hazards to the Bayfield community, are provided in Figure 11 below, [which is currently being updated in the HMP](#).

**FIGURE 11: TOP BAYFIELD HAZARDS AND RISKS**

Hazard	Probability	Impact
Winter Storm	Likely	Critical
Severe Weather	Likely	Limited
Flood	Likely	Minor
Dam Failure	Possible	Catastrophic
Drought	Possible	Critical
Geohazards	Possible	Limited
Wildfire	Possible	Minor

*Source: La Plata County Hazard Mitigation Plan 2018 (DRAFT)*

### 3.9 WATER USE EFFICIENCY

While the town currently has sufficient water rights and storage capacity of treated water, they also recognize that this will not always be the case. The town has adopted multiple policies directed at increasing efficient water use as well as limiting water use during droughts and summer months. Currently, the town has watering restrictions which limit outdoor watering and irrigation based on address. In addition, the town has adopted a tiered water rate schedule where increased water use results in exponentially higher rates.

Based on population projections and anticipated growth, the town may not always be in such a good situation with its water. By laying the groundwork now to implement incentives for efficient water use and increase education and awareness, the town can ensure a reliable water supply for decades to come. To make progress to this end, the town is currently in discussions with Pine River Irrigation District (PRID), who oversees and manages the water in Vallecito Reservoir, to acquire additional raw water storage rights in the reservoir. By doing so, they will increase their storage capacity and ensure ample storage to meet current daily needs regardless of the Los Pinos River flows. Furthermore, the town is currently in the process of changing some of their water rights from irrigation use to municipal use. These water court cases are anticipated to take several more months to complete. Once the change of use is complete through water court, the Town will have to obtain sufficient storage rights for those additional rights.

In May of 2021 the Town adopted the Drought Management Plan. This plan outlines a process to mitigate drought impacts on the Town including setting trigger points, mitigation strategies and response measures for sustainable conservation level droughts, serious level droughts, extreme level droughts and long term droughts.

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## 3.10 GROWING TRENDS IMPACTING BAYFIELD

### 3.10.1 BABY BOOMERS

Many people of the Baby Boomer generation have begun to retire and some have made or anticipate a change in their living situation. The departure of this age group from the labor force will create opportunities for younger populations to fill this void, potentially attracting new residents to Bayfield and the surrounding area. The increase in younger populations as well as the continued presence of the Baby Boomer generation will place additional demand on the housing stock and create a need to diversify the range of services and amenities provided.

### 3.10.2 CHANGES IN HOUSING

Traditional rural and suburban development has focused on low-density single-family housing units. However, these trends have begun to change in communities across the country. People are looking for diversity in the housing stock, which may include mixed-use development, high-density multi-family housing units, or even tiny houses. This is fueled by the increasing desire to live, work, and play in the same community. They are interested in revitalized downtown districts or newly developed areas that encourage people to walk or bike, offer smaller spaces that are cheaper and require less maintenance, and provide access to goods and services within proximity to their homes. As the population in and around Bayfield continues to grow, it will be essential to introduce a range of housing options that can accommodate a diverse demographic.

### 3.10.3 RISE OF SMALL TOWNS

Small towns and historically more rural communities have experienced both economic hardship as well as somewhat of a resurgence in recent years. Economic hardship has often times been associated with not enough economic diversity to sustain itself when market conditions change. In addition, the lack of employment often results in people moving to where jobs are more plentiful. However, trends have shifted and many people are moving to small towns and historically rural communities for the quality of life they provide and the availability of affordable housing options. These people bring innovative new business ideas or may work remotely.

There are numerous challenges as well as countless opportunities associated with small towns and historically rural communities increasing in popularity. As it relates to Bayfield, the importance of preserving Bayfield's rich agricultural heritage cannot be overstated and can be showcased in a variety of ways. However, it will also be important to attract people who will help diversify the economic base.

## 3.11 CHANGING NEEDS

Community needs identified in the Recommendations Section are based on existing social and economic conditions and projected population and employment growth in Bayfield by 2050. Identifying changing community needs is fundamental for the town to ensure that future needs are met. Below are the community needs that have been identified during this planning process.

#### 3.11.1 NEED TO DIVERSIFY THE HOUSING STOCK TO ACCOMMODATE CHANGING DEMOGRAPHICS.

Older adults, who often do not have children living at home, are interested in smaller spaces that are with proximity to amenities such as restaurants, retail, and recreation centers. More recent demographic trends also have younger families living in both low-density single-family homes and higher-density multi-family or mixed-use housing within proximity to amenities. In addition, housing options should be able to accommodate both high- and low-income earners. In order to attract and retain a diverse demographic, a range of housing options is essential.

#### 3.11.2 NEED TO DIVERSIFY BUSINESS TYPES IN BAYFIELD.

Even though many employed Bayfield residents travel to nearby municipalities for work, the majority of Bayfield jobs are held by people who live outside the municipal limits. Conversations with local stakeholders and agency partners indicate that one of Bayfield's primary objectives should be to diversify its local employment base. People often move to Bayfield because of the quality of life it provides. They are interested in being part of a community that offers them opportunities to live, to work, and to play in one space. As such, diversification of the employment base will provide continued opportunities for this to occur.

#### 3.11.3 NEED FOR NEW TRAINING PROGRAMS IN UNDERREPRESENTED BUSINESS SECTORS

The creation of training programs in underrepresented business sectors to attract new businesses once potential employees have obtained skills, was identified as a community need. Alternatively, encouraging people to start their own business once training is complete, was also identified as a possible need.

#### 3.11.4 NEED FOR A FULL-SERVICE ECONOMY TO SUPPORT PROJECTED GROWTH.

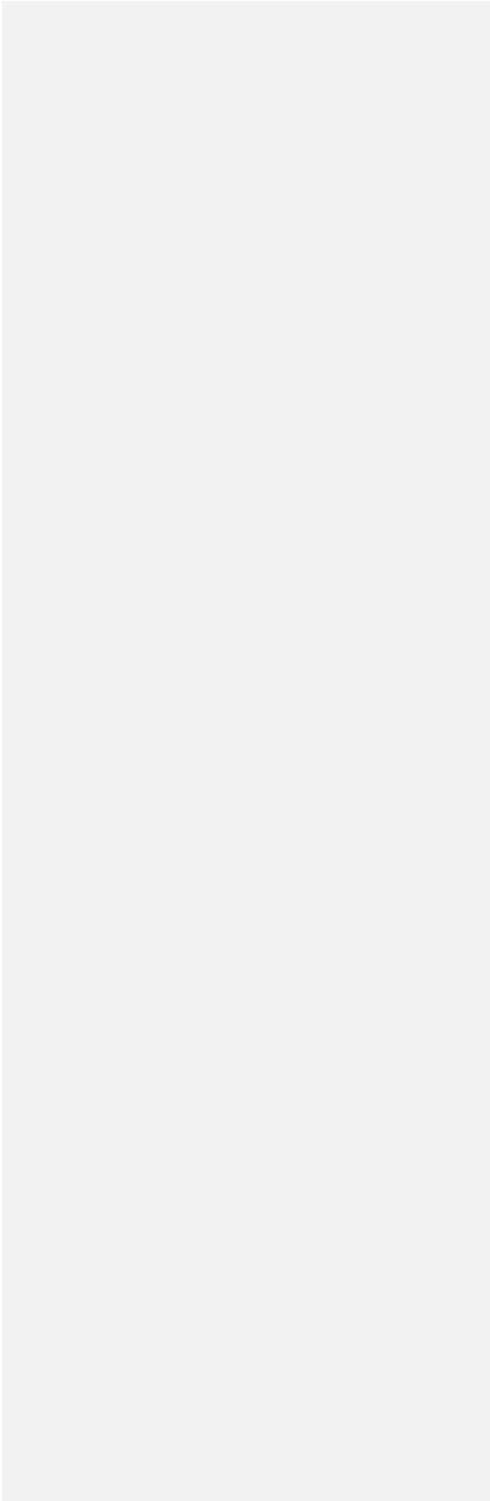
A common theme that emerged during the Plan's outreach efforts was the need for retail and support services to serve the local population. The introduction of a large grocery store and other retailers that provide personal services is necessary to support projected population growth.

#### 3.11.5 NEED FOR INCREASED NUMBER OF POLICE AND OTHER EMERGENCY SERVICE PROVIDERS.

To ensure the adequate delivery of services, an increase in the number of police and emergency service providers may be needed. Continued coordination efforts between Bayfield staff and appropriate municipal departments or agency partners will determine when this increase is appropriate.

#### 3.11.6 NEED TO INCREASE BROADBAND SERVICES TO ATTRACT ADDITIONAL RESIDENTS AND EMPLOYERS.

Our increasingly connected world allows people to live where they want rather than be forced to live close to their job, as previous generations did. Bayfield's beautiful natural setting, easy access to a diverse range of outdoor recreational opportunities, and its small-town culture are all very attractive to a wide range of age groups. However, without offering reliable, high-speed internet service, those who are searching for a place to move to balance their personal needs and professional needs will not be able to meet all their needs in Bayfield. By increasing accessibility to internet services, both residents and employers will be more willing to locate in the Bayfield community.

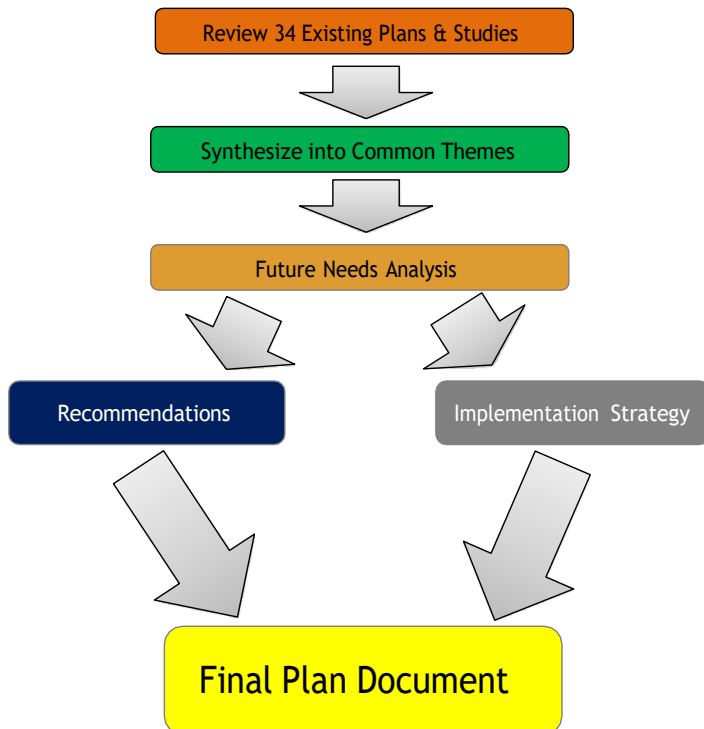


## 4. PLAN RECOMMENDATIONS

Armed with an understanding of the existing conditions, the planning team analyzed Bayfield's future needs by utilizing future population projections and the changing trends impacting the town as discussed in the Existing Conditions Section of this plan. Based on these needs (as outlined in the Existing Conditions Chapter), recommendations and strategies were developed that are specifically tailored to guide the growth and development of the Bayfield community through 2050.

Below is a flow chart outlining the path taken to get to the recommendations in this chapter. The chart (Figure 12 below) also shows the wide range of materials and analysis methods utilized to formulate the recommendations and their associated strategies.

FIGURE 12: PATH TO RECOMMENDATIONS



To organize these recommendations, the same eight themes used in the [Existing Condition Chapter of the 2018 Plan](#) are being used [with the addition of two new themes in the 2023 update including Stormwater and Agriculture](#). The themes include: Utilities and Infrastructure, [Stormwater](#), Transportation, Economic Development, Land Use, Environment & Recreation, Housing, [Agriculture](#), Risk Assessment, and Water Use Efficiencies.

#### 4.1 UTILITIES & INFRASTRUCTURE

New development - regardless of land use type - will require expansion of utilities and supporting infrastructure. As growth build out scenarios are evaluated, it is important to also consider the costs of constructing and maintaining an expanded utility network. The cost of infrastructure actually decreases as density increases because there are more users within each segment, therefore, reducing the per-user cost to that improvement. It may also indirectly reduce the consumption of resources, particularly potable water because residents would have smaller yards and less landscaping to maintain. The greater the amount of utilities and supporting infrastructure that needs to be constructed and maintained to support new development, particularly low-density single-family homes, the greater the potential to increase the tax burden on Bayfield residents.

In particular, expanding water and sewer main lines will be necessary to service new greenfield developments. When those lines are installed, the pipes should be sized appropriately for anticipated future development using that same network, so the lines will not have to be replaced.

~~Stormwater management has increasingly become a greater concern with land development in the Town and surrounding areas. The town completed a Master Drainage Plan in 2014. The methodology of this plan was predicated on the ability to discharge storm water flow into the many open air irrigation ditches that weave through the Town. Recently, this has shifted because of the impacts on the water quality of the irrigation water and the ditch's capacity to carry flows.~~

~~While the town will most likely not reach Colorado's MS4 (Municipal Separate Storm Sewer System) requirements during the planning horizon, any improvements made associated with stormwater management should take these regulations into account to minimize additional costs to retrofit assets and infrastructure if, and when, the town reaches this threshold. (Moved to [Stormwater](#))~~

Furthermore, while many services are outside of the Town organization, working cooperatively with those agencies to understand growth patterns, serviceability, anticipated land uses, and coordination of installation will increase cost and time efficiencies through the course of the Town's build out.



*Example of Sewer Main Expansion Project*



**RECOMMENDATION 1.1:** Establish regularly scheduled review of ~~water-utility master plans and wastewater-master plan to ensure sufficient capacity exists to meet future demand.~~

- 1.1.1 Review utility demand every 2-3 years, when revised population projections become available, and/or prior to the onset of construction activities associated with new large-scale development in coordination with other service providers.
- 1.1.2 Establish a regular maintenance schedule to maintain and replace older mainlines.
- 1.1.3 With new development, ensure resiliency and hazard mitigation measures establish redundancy in the public utility system such as looping water systems, installation of shutoff valves, installation of backflow prevention devices, and regular water testing at treatment facility.
- 1.1.4 Review the water master plan and wastewater master plan to identify priorities and costs annually through the municipal budgeting process.
- 1.1.5 Review water and sewer rates every 3 years and adjust as needed.
- 1.1.6 Monitor the infiltration in the town's wastewater system and develop strategies to reduce infiltration in existing infrastructure.

1.1.7 Update the 2014 Master Drainage Plan to evaluate impacts to the town's storm water infrastructure and identify financial impacts of that decision.

1.1.8 ~~Update the Water, Wastewater and Drainage Master Plan every 7-10 years.~~

~~1.1.9~~ 1.1.9 Continue to secure adequate water rights with new annexations and subdivisions.

**RECOMMENDATION 1.2:** Coordinate with other utility providers and agencies to ensure reliable service and efficiencies.

- 1.2.1 Create a shared trench policy requiring utility providers to coordinate utility installation, when feasible to increase efficiencies in utility installation.
- 1.2.2 Complete a broadband extension plan for Bayfield to identify the locations for logical extensions and to evaluate service provisions.
- 1.2.3 Expand broadband infrastructure for residential and business access throughout Bayfield.

1.2.4 Evaluate current water service area boundary in coordination with LAPLAWD to ensure the most efficient service is provided to customers.

1.2.5 Work with La Plata County to require consistent standards in the Bayfield Future Land Use Map area.

1.2.6 Educate and provide outreach and awareness campaigns to help the community reduce their utility demands.

~~1.2.4~~ 1.2.7 Continue to work with utility proviers to ensure adequate facilities are in place and promote conservation efforts.

**RECOMMENDATION 1.3:** Identify funding sources to assist in paying for major infrastructure projects.

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**1.3.1** Create private-public partnerships among service providers, the town and developers.

**1.3.2** Create a pool of money to act as matching funds for state and federal grant opportunities.

~~**RECOMMENDATION 1.4:** Evaluate Stormwater Master Plan and the assumptions. (Moved to Stormwater Section)~~

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#### 4.1-2 UTILITIES & INFRASTRUCTURE/STORMWATER

Stormwater management has increasingly become a greater concern with land development in the Town and surrounding areas. The town completed a Master Drainage Plan in 2014 and is updating the plan in 2023. The 2014's plan methodology was predicated on the ability to discharge storm water flow into the many open-air irrigation ditches that weave through the Town. Recently, this has shifted because of the impacts on the water quality of the irrigation water and the ditch's capacity to carry flows and this will be addressed in the 2023 plan.

While the town will most likely not reach Colorado's MS4 (Municipal Separate Storm Sewer System) requirements during the planning horizon, any improvements made associated with stormwater management should take these regulations into account to minimize additional costs to retrofit assets and infrastructure if, and when, the town reaches this threshold.

**RECOMMENDATION 2.1: Create or update long-term stormwater plans and evaluate them regularly as conditions change.**

- 2.1.1 Adopt and update the Stormwater Feasibility Master Plan as needed.
- 2.1.2 Update the Stormwater standards in the Bayfield Infrastructure Design Standards consistent with the adopted Stormwater Master Plan.
- 2.1.3 Continue to evaluate the Stormwater Utility Enterprise Fund adopted in 2023, and set a fee based on the Stormwater Feasibility Master Plan's engineering cost estimates.
- 2.1.4 Create a Watershed Management Plan in cooperation with adjacent agencies.
- 2.1.5 Determine the need and location of Regional Detention Facilities.

**RECOMMENDATION 2.1: Make sure new development and redevelopment is adequately addressing their stormwater needs.**

- 2.1.1 Protect Sensitive Floodplains, Riparian Areas, Wetlands and Steep Hillides from new development.
- 2.1.2 Encourage Low Impact Development (Maximize Permeability & Minimize Offsite Discharge - Reduce Parking and Roadway Widths, Increase Building Height & Density)
- 2.1.3 Use Low Impact & Water Wise Landscaping (Native, Drought Tolerant Plants/Reduce Turf Areas)
- 2.1.4 Encourage Green Infrastructure (Bio-Swales, Rain Gardens, Permeable Pavement, Green Roofs, Urban Tree Canopies, etc.)

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**4.23 TRANSPORTATION**

The projected population growth will inevitably have impacts on the regional transportation network. Future impacts will include physical wear and tear on roadways as well as the need to upgrade design standards, cross-sections, and streetscape design to reflect adjacent land uses and facilitate the safe and efficient movement of vehicles, bicyclists, and pedestrians. To meet these needs, innovative and creative solutions should be sought which will be functional, yet also ensure the small-town character and agricultural heritage of the Town is upheld.

Figure 13 below identifies the projected vehicle trips per day based on future population build out by roadway and what the future classification of that roadway should be based on those anticipated vehicle trips per day. This will guide the Town in developing appropriate design standards and streetscape design elements to meet the future needs of the roadway as well as adjacent land uses. The future roadway classifications are depicted on the Future Transportation Map in Appendix G.

**FIGURE 13: FUTURE ADT & ROADWAY CLASSIFICATION\***

**Comprehensive Plan Amendment East & West Bayfield, CO**

Roadway	Existing Average Daily Traffic (VPD)	Anticipated Average Daily Traffic Addition (VPD)	Average Daily Traffic (VPD) = Existing ADT + Anticipated ADT Addition	Type of Roadway	Roadway Geometry**
HWY 160	5,800	33,828	39,628	Expressway	4-6 Lane With TWLT/Turn Lanes
Bayfield Pkwy	6,800	15,923	22,723	Arterial	4 Lane With TWLT/Turn Lanes
Buck Hwy	1,900	3,281	5,181	Arterial	2-4 Lane With TWLT/Turn Lanes
CR 501	8,676	25,454	34,130	Arterial	4 Lane With TWLT/Turn Lanes
CR 502	1,062	55	1,117	Major Collector	2 Lane With TWLT/Turn Lanes
CR 509	1,269	1,956	3,225	Major Collector	2 Lane With TWLT/Turn Lanes
CR 516	1,144	55	1,199	Major Collector	2 Lane With TWLT/Turn Lanes

\* Type of Roadway based on the Federal Highway Administration & Highway Capacity Manual standards

\*\*Dependent on build-out density of commercial areas.

ADT = Average Daily Traffic (Vehicles Per Day)

TWLT = Two-Way-Left-Turn

Source: McDowell Engineering

One issue that needs to be addressed is the perceived inability to cross Highway 160 on foot or bike. As population grows in various neighborhoods of Bayfield, the community will increasingly be bisected – north and south – by Highway 160. Overcoming the physical and mental barrier of crossing Highway 160 by walking or biking will become more and more necessary as there are an increasing number of people wanting to access both sides of the highway.

**RECOMMENDATION 23.1: Identify routes, amenities, and funding sources that create safe non-motorized connections across Highway 160.**

**2.1.1 3.1.1** Determine the safest locations for pedestrians to cross Highway 160 and identify the type of crossing needed.

**3.1.2** Design, fund, and install multi-use paths throughout Bayfield as identified within the 2017 POSTR Master Plan.

**2.1.23.1.3** Prioritize the design and funding of the new Bayfield east intersection with US Highway 160.

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~~2.1.43.1.4~~ Establish public/private partnerships to fund the new intersection near the Northeast Bayfield Neighborhood.

~~2.1.43.1.5~~ When a road connecting the new elementary school to Highway 160 is constructed, the intersection shall be pedestrian/bike friendly including refuges in turn lanes and in the middle of Highway 160.

~~2.1.53.1.6~~ Install wayfinding signage in accordance with recommendations from the Signage Location Plan and Message Schedule prepared by Tangram in December 2017.

**RECOMMENDATION 23.2: Provide a resilient transportation network that encompasses all mobility options to support users of all age groups, abilities, and transportation modes. Ensure that designated corridors, new and existing, are designed to support users of all age groups, abilities, and transportation modes.**

~~2.2.1~~ Develop revised street cross-sections providing adequate vehicle lane width, bike lanes, and sidewalks (multi-modal design) as appropriate based on neighborhood character, adjacent land uses, and roadway classification.

~~2.2.2~~ Incorporate multi-modal design principles into all subdivision regulations and street section design standards.

~~2.2.2~~ Determine if the implementation of multi-modal design principles are feasible.

~~2.2.3~~ Incorporate chosen multi-modal design principles into all subdivision regulations and street section design standards.

~~2.2.42.2.3~~ Increase non-vehicular circulation and connectivity between schools and primary corridors used by students as laid out in the 2017 POSTR Master Plan.

~~2.2.5~~ Create street cross section design standards unique to each of the different neighborhoods of Bayfield.

~~2.2.62.2.4~~ Make modifications to current streets to accommodate bicyclists and pedestrians based on multi-modal design principles.

~~2.2.72.2.5~~ Design and reconfigure Mill Street to create a pedestrian focused environment.

~~2.2.6~~ Introduce signage and wayfinding programs that increase safety for non-motorized modes of transportation as identified in the Signage Location Plan and Message Schedule.

~~2.2.82.2.7~~ Design, fund, and install multi-use paths throughout Bayfield as identified within the 2017 POSTR Master Plan.

**RECOMMENDATION 23.3: Continually Continue to evaluate traffic volumes throughout Bayfield to ensure that roads are classified and designed correctly.**

~~2.3.1~~ Establish a formula for how build out scenarios within the anticipated urban growth boundary would affect traffic volumes.

~~2.3.2~~ Continually work with local stakeholders, agency partners, and the general public to identify approaches that may help reduce single-occupancy vehicle trips.

~~2.3.3~~ Require traffic analysis from all new or redevelopment that exceeds site generated traffic volumes of 100 vehicles per day. (McDowell Engineering Recommendation) projects.

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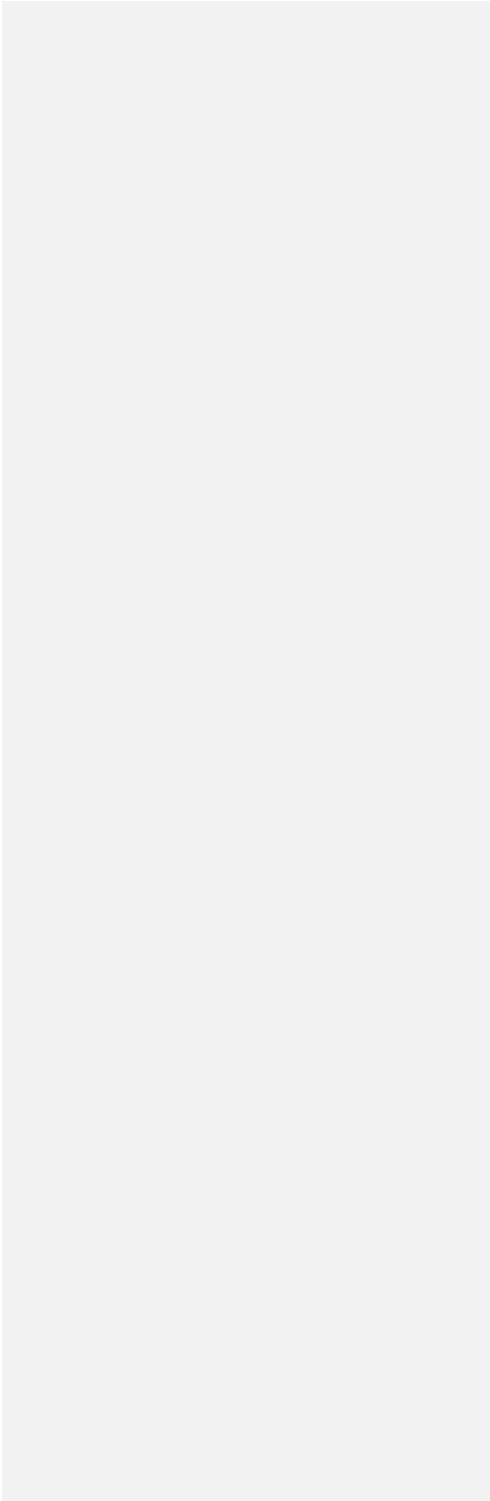
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**RECOMMENDATION 23.4:** Identify and/or establish funding sources for large transportation infrastructure projects.

|



2.4.1 Continue to measure the success of the 2015 Street Tax.

~~2.4.1~~ Develop an easy-to-use scoring system to help prioritize the need for and to measure the success of transportation improvements. Separate classifications could be made for the different agencies responsible for maintaining individual roadways.

2.4.2 Explore outside sources (such as CDOT, FHWA, DOLA, and health based non-profit organizations) to assist in the cost-sharing of transportation improvements along Highway 160.

2.4.3 Utilize special improvement districts, grants, low interest loans, and public-private and public-public partnership to assist in funding of large transportation projects.

~~2.4.4~~ Research the pros and cons of implementing a street impact fee for new development.

**RECOMMENDATION 23.5: Increase public transportation and ride sharing services.**

2.5.1 Coordinate with Southern Ute Community Action Program (SUCAP) to provide adequate public transportation services to Bayfield residents.

2.5.2 Continue to support the new Bustang statewide service in the community.

~~2.5.1-2.5.3~~

~~2.5.2-2.5.4~~ Coordinate with nearby municipalities and agency partners for potential State and Federal funding for public transportation and ride sharing programs specifically addressing commuter traffic between Bayfield and Durango.



Road Runner Transit Bus operated by SUCAP

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**4.3-4 ECONOMIC DEVELOPMENT**

The agricultural and ranching activities in and around Bayfield have been an economic driver for the community for many years. In recent decades though, the economy has diversified and with it the population has increased generating a need for more goods and services. Goods and services are not the only economic engines available to Bayfield. With its proximity to a wide variety of outdoor recreational activities and its projected increase of approximately 2,470 people by 2050 (see Chapter 3.0, Community Profile), Bayfield has an exciting opportunity to diversify its economy in a way that capitalizes on some of the area's most spectacular resources.

A strong focus of this plan, and the recommendations that follow related to economic development, is on expanding and developing Bayfield's tourism attraction, as required in C.R.S. 31-23-201(5). This is obtained in two main ways: 1) by being the basecamp for visitors who seek to enjoy the natural amenities and beauty of the surrounding area and 2) enhancing the economic benefits of Bayfield's recreational opportunities and ability to capture tourism activities through exploring methods to share its rich local heritage and culture. These elements are identified throughout different sections of the plan. For example, encouraging recreational uses to be allowed in various land use classifications is discussed under 4.4 Land Use and enhancing recreational opportunities for both residents and visitors are discussed in 4.6 Environment & Recreation. Furthermore, expanding these offerings will diversify the local economy while also celebrating Bayfield's heritage, culture, and natural beauty and

amenities. A number of the recommendations below are focused on enhancing these principles through the identified actions and strategies.

**RECOMMENDATION 34.1: Attract, retain and expand diverse economic opportunities for Bayfield residents and the local economy. Evaluate employment and economic opportunities not currently being captured.**

- 4.1.1 Inventory Bayfield's business types (including home-based businesses) to get a better understanding of the types of goods and services that currently exist in Bayfield.
  - 4.1.2 Create incentives to foster the growth of local businesses.
  - 4.1.3 Review the Land Use Code to make sure it supports multi-story, pedestrian-oriented commercial districts that include a mix of small and large commercial spaces with residential or live-work components.
  - 4.1.4 Encourage commercial locations within new developments.
  - 4.1.5 Partner with service providers to ensure adequate broadband speeds are available for businesses and home based businesses throughout Bayfield.
  - 4.1.6 Encourage small businesses that provide goods and services to local residents.
  - 4.1.7 Promote local artisans and handcrafted goods.
- ~~3.1.1 Survey Bayfield residents to determine existing skill sets, and home-based business types that currently exist and how to capitalize on them.~~

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- ~~3.1.2 — Create more business partnerships between the Town and potential businesses and / or agency partners utilizing the services of the La Plata County Economic Development Alliance and the Region 9 Economic Development District of SW Colorado.~~
- ~~3.1.3 — Expand recreational based tourism opportunities to capitalize on easy access to hiking and biking.~~
- ~~3.1.4 — Develop an equestrian focused recreational amenity such as indoor riding arenas and hotels with stables.~~
- ~~3.1.5 — Develop co-working spaces with access to broadband to serve home-based businesses and entrepreneurs.~~
- ~~3.1.6 — Partner with service providers to ensure adequate broadband speeds are available for businesses and home-based businesses throughout Bayfield.~~

**RECOMMENDATION 43.2: Encourage investment in downtown Mill Street to enhance the experience for both residents and visitors. Increase diversification in employment opportunities and workforce.**

- 4.2.1 — Create a Mill Street Downtown Plan with Design Guidelines.
- 4.2.2 — Encourage Mixed-Use Development on Mill Street.
- 4.2.3 — Work with property owners along Mill Street that have vacant or underutilized lots to determine redevelopment opportunities.
- 4.2.4 — Continue the installation of new ADA compliant sidewalks and ramps along Mill Street.
- 4.2.5 — Create economic development/redevelopment incentives for properties along Mill Street.

- ~~3.2.1 — Encourage more small businesses providing personal services (i.e. hair, repairs, sporting goods).~~
- ~~3.2.2 — Attract a large distribution center with an associated storefront (i.e. food distribution with grocery store).~~
- ~~3.2.3 — In partnership with the Small Business Development Center and Colorado Workforce Center, offer training programs in underrepresented business sectors to either attract new businesses because of the presence of skilled workers or encourage people to start their own business once training is complete.~~
- ~~3.2.4 — Explore implementing policies encouraging a certain percentage of jobs to be filled by local workforce.~~

**RECOMMENDATION 34.3: Encourage tourism that focuses on the enjoyment of Bayfield's natural, recreational, cultural and historic resources. Optimize recognition and notoriety of under-utilized amenities.**

- 4.3.1 — Inventory Bayfield's current community events and amenities/facilities to determine what is underutilized.
- 4.3.2 — Connect with owners of amenities/facilities to help capitalize on existing infrastructure.
- 4.3.3 — Encourage community events and activities that include:
  - Arts and Music
  - Agri-Tourism
  - Recreational
  - Cultural
  - Historical
  - Social
- 4.3.4 — Encourage lodging opportunities in the community.
- 4.3.5 — Study the pros and cons, and process of adopting a Lodgers Tax.
- 4.3.6 — Implement the Parks and Recreation Master Plan and Joe Stephenson Park Concept Plan.

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~~3.3.1 Partner with the School District to bring in regional and national talent to the Performing Arts Center.~~

~~3.3.2 Explore value-added opportunities that complement existing agriculture, ranching, and recreational activities such as a hops manufacturing or a meat processing facility.~~

~~3.3.3 Expand equestrian offerings in Town to become a hub for equine-related opportunities.~~

~~3.3.4 Promote the educational, business, and personal development resources offered by the Pine River Library.~~

~~3.3.5 Create a directory of home-based businesses in Bayfield and the surrounding area and publish with the Chamber of Commerce.~~

**RECOMMENDATION 43.4: Support local educational, trades, and entrepreneurship opportunities that foster the creation of new small businesses. Identify properties that can be strategically redeveloped or transformed to enhance economic development opportunities.**

~~4.4.1 Support the Chamber of Commerce.~~

~~4.4.2 Encourage Tech School training at Bayfield High School and Pueblo Community College.~~

~~4.4.3 Support businesses in utilizing the services of the La Plata County Economic Development Alliance and the Region 9 Economic Development District of SW Colorado.~~

~~4.4.4 Encourage participation in training programs with the Small Business Development Center and Colorado Workforce Center in underrepresented business sectors to attract new businesses looking for skilled workers, and encourage the start of new businesses.~~

~~4.4.5 Promote the educational, business, and personal development resources offered by the Pine River Library.~~

~~4.4.6 Encourage coworking spaces with access to broadband to serve home based businesses and entrepreneurs.~~

~~3.4.1 Incentivize development in the three existing commerce areas—historic downtown, the business center north of Highway 160, and the industrial park within the Southeast Bayfield Neighborhood.~~

~~3.4.2 Partner with private property owners to conduct a feasibility study on possible uses for the two vacant lots on either end of Mill Street as discussed in the 2015 DCI Community Assessment.~~

~~3.4.3 Prohibit commercially zoned properties or properties identified for commercial use from being developed with residential-only construction.~~

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~~3.4.4 — Work with property owners in the historic downtown area that have vacant or under-utilized sites to determine re-development potential.~~

~~3.4.5 — Encourage the creation of entertainment type facilities such as movie theater, bowling alley, or sporting center.~~

~~(Moved to Agriculture Section) RECOMMENDATION 3.5: Promote Bayfield's agricultural roots and heritage to preserve the community's quality of life and small town character.~~

~~3.5.1 — Identify and actively attract businesses that preserve and promote the region's natural and environmental features.~~

~~3.5.2 — Develop strategies to protect and diversify Bayfield's agricultural economy.~~

~~3.5.3 — Establish and embrace Bayfield's reputation as a supply town and social center for area farmers and ranchers.~~

~~3.5.4 — Encourage bed and breakfasts that celebrate the equestrian and agricultural heritage of the area.~~

~~3.5.5 — Create partnerships between school districts and local farmers and ranchers to provide food to schools.~~

~~3.5.6 — Encourage local agriculture properties to have farm to table culinary options to local restaurants.~~

~~3.5.7 — Explore opportunities to introduce agricultural related tourism by identifying what kinds of opportunities individual properties might provide.~~

~~3.5.8 — Research best practices from municipalities where ag-tourism has been implemented and develop a strategy that works in Bayfield.~~

~~3.5.9 — Actively attract services to Mill Street and commercial/retail areas adjacent to Highway 160 that serve farmer and rancher needs.~~

#### 4.45 LAND USE

A review of existing municipal plans and policies as well as conversations with local stakeholders and agency partners has indicated Bayfield's desire to increase its residential population while maintaining the Town's rural and agricultural heritage. This is a trend demonstrated in smaller and traditionally more rural communities across the country. The success of such an undertaking is the result of land use planning that is cognizant of a land use balance appropriate for the setting, sensitive to the needs of various constituents, and supportive of a diverse economy.

Revenue from sales tax, preservation of agricultural lands, and lifestyle amenities, are vital to a vibrant and thriving community. Striking a balance among these will be important to Bayfield's future. To ensure this balance is met, evaluation criteria are needed to allow decision makers to make sound, informed decisions for the future of Bayfield.

The Land Use recommendations and strategies identified below, along with the Future Land Use Map (See Appendix G), are intended to provide sufficient guidance to the Town in making future land use decisions not only

within the Town limits, but also within the 3-mile area adjacent to the town limits as required by C.R.S. 31-12-105. The Land Use recommendations will also guide the creation of an Intergovernmental Agreement (IGA) with La Plata County for cooperative planning efforts in areas within the Town of Bayfield's Future Growth Area as identified on the Future Land Use Map. The IGA should identify the appropriate reviewing roles and responsibilities of the County and the Town when land use applications are requested 1) within the town boundaries, 2) within the Future Growth Area, 3) within the 3-mile plan area, and 4) outside of the 3-mile plan area within unincorporated La Plata County.

To meet the future land use balance, the following classifications are identified for the Town of Bayfield Future Land Use Map found in Appendix G:

**EMPLOYMENT / LIGHT INDUSTRIAL:** Primary employment uses as well as businesses engaged in the production, storage, and wholesale distribution of products. This classification is also appropriate for general storage, warehousing, mini warehousing, and other uses generally classified as light industrial.

**GENERAL COMMERCIAL:** Businesses providing the sale of goods and offering services to the local and visiting population.

**MIXED USE:** Sales tax generating uses allowed in the General Commercial designation while also allowing residential units above or beside the commercial use. Residential uses should average 10 residential units per acre.

**HIGH DENSITY RESIDENTIAL:** Residential areas consisting of single-family and duplex uses with an average density of 8.5 residential units per acre. Multi-family uses in this area (such as townhomes, condos, rowhouses, apartments, etc) should average approximately 20 residential units per acre. Lot sizes within this land use area should average 5,000 square feet.

**MEDIUM DENSITY RESIDENTIAL:** Single-family residential areas with an average density of 4.5 residential units per acre and average lot sizes of ~~10~~ 10,000 square feet.

**LOW DENSITY RESIDENTIAL:** Single-family residential areas with an average density of 2-4.5 residential units per acre and average lot sizes of ~~20~~ 10,000 square feet.

**LARGE LOT RESIDENTIAL:** Single-family residential areas with an average density of 2 residential units per acre and average lot sizes of 20,000 square feet.

**RURAL AGRICULTURE:** Larger parcels having the potential for incorporation into the Town in the ~~distant~~ future ~~but are best left~~ as larger intact agricultural and rural parcels ~~for the foreseeable future.~~

**OPEN SPACE / PARKS:** Land designated for parks, open space, or recreational uses.

**COMMUNITY SERVICES:** Municipal utilities, schools, and other uses provided by public utilities for the use of the public.

**GEM VILLAGE BUSINESS OVERLAY:** Gem Village is a neighborhood with a range of existing regional commercial, restaurant, light industrial and residential uses. A mix of general commercial and light industrial uses supporting the retail and service needs of the region are characteristic of this overlay and should continue to be encouraged and supported.

**RECOMMENDATION 45.1: Develop design standards and guidelines that enhance the aesthetic value and sustainability of the built environment, and foster desired architectural design and character for specific areas within the Town. Develop design guidelines and standards which will describe desired unique architectural design and character for specific areas within the Town.**

- 5.1.1 Develop commercial design standards unique to Bayfield that showcase the Town's history while also allowing for modern interpretations of historic structures.
- 5.1.2 Investigate designating Mill Street a historic downtown and create design standards that respect and represent its historic character.
- 5.1.3 Evaluate the Land Use Code dimensional, parking and streetscape standards and update from time to time as needed to ensure that it adequately meets the desires of the community.
- 5.1.4 Promote the use of signage that is consistent with community character and helps enhance the architecture of the building.
- ~~4.1.1 In an effort to streamline the development review process, create standardized design measures for building setbacks, parking requirements, building facades, signage, and streetscape requirements.~~
- ~~4.1.2 Develop design standards unique to Bayfield that showcase the history of Bayfield and can be incorporated into Town-wide gateway, wayfinding, and architectural features or elements.~~
- ~~4.1.3 Establish standards for building facades, canopies, and signage, among others for new commercial development.~~
- ~~4.1.4 Include a designation of Mill Street as the historic downtown and create design elements and standards that respect and represent the historic character of the neighborhood.~~
- ~~4.1.5 Create commercial design guidelines reflecting the design character of each unique neighborhood: Northeast — Modern mixed use buildings; Highway 160 — Historic downtown mixed use buildings; Downtown — Historic downtown mixed use and converted buildings.~~

**RECOMMENDATION 54.2: Encourage infill development that is in proximity to amenities and services that will contribute to the reduction of resource consumption and greenhouse gas emissions, and improves quality of life. Facilitate a variety of housing types through various land use classifications.**

- 5.2.1 Prioritize rehabilitation of existing structures over new development when feasible.
- 5.2.2 Prioritize development of land that is adjacent to existing utility services.
- 5.2.3 When new commercial development is being proposed, encourage mixed use/multi-level buildings that have retail below and residential above.
- 5.2.4 Adopt criteria that encourages rehabilitation and redevelopment of buildings along Mill Street to support mixed use.
- 5.2.5 Create an inventory map of existing vacant platted lots and their current zoning.
- 5.2.6 Site new commercial buildings, including mixed use, along Highway 160 and other primary corridors so they are easily accessible to area residents and visible to visitors.
- 5.2.7 Identify areas along or in proximity to primary corridors where light industrial uses would be appropriate.
- 5.2.8 Site new residential development in proximity to primary corridors with sidewalks and recreational trails connecting them to commercial and public uses.

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**4.2.1** — Work with residents and community organizations to evaluate allowing non-traditional housing options within residential and mixed-use zoning designations such as co-operatives, communal open-space/gardens, tiny homes, or multi-unit complexes.

**4.2.2** — When new commercial development is being proposed, encourage mixed-use/multi-level buildings that have retail below and residential above.

**FIGURE 14: PROPOSED RESIDENTIAL LOT SIZES**

<i>Residential Classification</i>	<i>Average Lot Size (sf)</i>	<i>Average Density (du/ac)</i>
<i>Low-Density Single-Family</i>	<i>20,000</i>	<i>2</i>
<i>Medium-Density Single-Family</i>	<i>10,000</i>	<i>4.5</i>
<i>High-Density Single-Family</i>	<i>5,000</i>	<i>8.5</i>
<i>Multi-Family</i>	<i>N/A</i>	<i>20</i>
<i>Mixed-Use Building</i>	<i>N/A</i>	<i>10</i>

Source: Town of Bayfield, 2005. RGA, 2018. Note: The figures presented above were derived based on relevant information presented in the 2005 Comprehensive Plan, conversations with municipal staff, and the professional judgement of the RGA Team.

<u>Residential Classification</u>	<u>Average Lot Size (sf)</u>	<u>Average Density (du/ac)</u>
<u>Large Lot Residential</u>	<u>20,000</u>	<u>2</u>
<u>Low-Density Single-Family</u>	<u>10,000</u>	<u>4.5</u>
<u>Medium-Density Single-Family</u>	<u>8,000</u>	<u>5.5</u>
<u>High-Density Single-Family</u>	<u>5,000</u>	<u>8.5</u>
<u>Multi-Family</u>	<u>N/A</u>	<u>20</u>
<u>Mixed-Use</u>	<u>N/A</u>	<u>10</u>

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**RECOMMENDATION 4.3: Develop criteria to assist decision makers (staff, Planning Commission, and Town Board) in evaluating the land use aspects of development applications, Future Land Use Map**

- 5.3.1 ~~Maintain and update the Future Land Use Map, as needed from time to time, to provide guidance on land use decisions for the public and decision makers.~~
- 5.3.2 ~~Future Land Use Map updates should be consistent with plan priorities, compatible with future land uses for surrounding areas of the community, and enhance the overall quality of life in the community.~~
- 4.3.1 ~~Complete an assessment of the existing Land Development Code to identify areas where the code is inconsistent with these recommendations.~~
- 4.3.2 ~~Prioritize rehabilitation of existing structures over new development when feasible.~~
- 4.3.3 ~~Implement a growth strategy that uses population projections and population characteristics to identify land use needs.~~
- 4.3.4 ~~Prioritize land development applications that enhance the network of motorized and non-motorized connections throughout the town.~~
- 4.3.5 ~~Create a simplified and streamlined development review process for applications that meet the goals and vision of the community as identified in this plan.~~
- 4.3.6 ~~Prioritize development of land that is adjacent to existing utility services.~~

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**RECOMMENDATION 4.4: Incorporate flexibility in land use regulations to encourage land uses and development that meet the goals and objectives of Bayfield.**

- 4.4.1 ~~Adopt criteria and a quicker review process that encourages and incentivizes the reuse of existing structures.~~
- 4.4.2 ~~Incentivize developers to construct mix-use development.~~
- 4.4.3 ~~Establish regulations that require new development to have a certain amount of housing diversity and, subsequently, mixed-use development.~~

~~4.4.4 — Study the potential impacts of allowing small scale and backyard farming, including the types and quantity of animals and livestock, as appropriate.~~

~~4.4.5 — Adopt criteria that encourage rehabilitation and redevelopment of buildings along Mill Street to support mixed use.~~

**~~RECOMMENDATION 4.5: Identify land for primary employment and sales tax generating uses.~~**

~~4.5.1 — Create an inventory map of existing vacant platted lots and their current zoning.~~

~~4.5.2 — Have open dialogue with developers to prioritize non-residential development in areas that will offer primary employment and/or provide sales tax generating uses.~~

~~4.5.3 — Create commercial districts that support mixed use development.~~

~~4.5.4 — Site new commercial buildings, potentially mixed use, along Highway 160 and other primary corridors so they are easily accessible to area residents and visible to visitors.~~

~~4.5.5 — Identify areas along or in proximity to primary corridors where light industrial uses would be appropriate.~~

~~4.5.6 — Encourage new restaurants to locate within land classified as commercial or mixed use.~~



**RECOMMENDATION 4.6: Develop policies aimed at connecting neighborhoods, amenities, and destinations.**

- 4.6.1** — Site new residential development in proximity to recreational trails.
- 4.6.2** — Introduce new multi-use trails, to the extent feasible, to connect residential, commercial, and recreational uses.
- 4.6.3** — Design and implement new trails in accordance with the 2017 POSTR Master Plan.
- 4.6.4** — Require new non-residential development to make meaningful connections to the existing and proposed trail network.

**RECOMMENDATION 4.7: Establish an Urban Growth Boundary that prioritizes anticipated future development patterns.**

- 4.7.1** — Require that the availability of water, sewer, and transportation infrastructure determine land uses and densities.
- 4.7.2** — Minimize development in environmentally sensitive and hazard-prone areas as identified on the Future Land Use Map.
- 4.7.3** — Identify areas where development should be discouraged (i.e., floodplain, unstable soils, etc).

**RECOMMENDATION 4.8: Preserve prime agricultural lands for agricultural uses.**

- 4.8.1** — Prepare a map identifying prime and unique farmlands in Bayfield using data available from the Natural Resources Conservation Service, a division of the United States Department of Agriculture.
- 4.8.2** — Identify lands to be preserved for agricultural use and show them as remaining agricultural in future build-out scenarios.
- 4.8.3** — Identify any properties that may qualify for protection under the Colorado Centennial Farms program.
- 4.8.4** — Explore tools the Town can use to preserve agricultural lands such as conservation easements and partnerships with county and state agencies.

## **4.56 HOUSING**

The housing stock, regardless of form, must continue to be affordable to a variety of income levels, accessible to all types of families and residents of the future, and be diverse to meet the changing needs of people over time. Current housing trends are heavily influenced by the Baby Boomer generation and the Millennials. Both of these generations are seeking housing options which do not require extensive maintenance, are affordable on a fixed income, do not tie them to a location for long-term, and allow them to achieve other lifestyle choices such as recreation, career enhancement, and entertainment. These are people who are choosing places to live based on their lifestyle choices rather than by the location dictated by employment opportunities or family members.

As the population shifts, opportunities for all residents to have access to housing that will meet their economic, health, and preferential needs must be provided.



Examples of Existing Bayfield Housing Types and Potential Future Housing Types.

**RECOMMENDATION 56.1:** Diversify housing types to meet the changing demands of population.

~~6.1.1 Continue dialogue with agency partners and local businesses, such as Home Funds, Evening Porch Assisted Living, School District, and Pine River Library, to ensure that demographic trends and needs are understood to the greatest extent possible and reflected in new housing construction and planned for.~~

~~6.1.2 Inventory current housing stock and continue to track new developments.~~

~~6.1.3 Diversify housing types through various land use and zoning classifications to meet the needs of all community members, from low-density single-family homes to multi-family homes and mixed-use commercial/residential buildings.~~

~~6.1.4 Revisit the Land Use Code lot and unit square footage requirements to make sure they align with current needed housing types.~~

~~6.1.5 Encourage the creation and use of Accessory Dwelling Units (ADUs).  
5.1.1~~

~~5.1.2 Develop a diverse housing stock ranging from low-density single-family homes to multi-family homes and mixed-use commercial/residential buildings.~~

~~5.1.3 Work with county and state partners to identify incentives that may be available to developers to diversify the housing stock, particularly attainable housing, in planned communities.~~

~~5.1.4 6.1.6 Consider the housing needs of those seeking potentially less traditional housing options such as tiny homes, accessory dwelling units, and multi-unit complexes with shared public and outdoor spaces.~~

~~6.1.7 Encourage the rehabilitation or repurposing of existing buildings for residential use.~~

~~6.1.8 Require Affordable/Workforce Housing through the Annexation Process.~~

~~5.1.5 6.1.9 Require an architectural and amenity guide for all new subdivisions that includes architectural character renderings, parks and open space amenities, trails, and elements that serve a family oriented neighborhood.~~

**RECOMMENDATION 56.2:** Develop housing options for all income levels.

~~5.2.1 6.2.1 Work with appropriate partners and government entities to ensure that attainable and affordable~~

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housing thresholds are suitable for the area.

6.2.2 Require proposed annexations to provide a report to the Town that accounts for up-front costs as well as long-term maintenance and utility costs when considering potential development scenarios.

5.2.2 Create a formula that accounts for up-front costs as well as long-term maintenance and utility costs when considering potential development scenarios.

6.2.3 Promote non-traditional housing options within residential and mixed-use zoning designations.

6.2.4 Create an Affordable and Workforce Housing Incentive Program to encourage developers to build deed restricted or subsidized housing by providing:

- Infrastructure Support
- Fee Reductions
- Density/Infill Bonus Opportunities
- Public/Private Partnerships
- Redevelopment Opportunities
- Use by Right Simplified Processes
- Reduced Parking Requirements
- Other

6.2.5 Reduce the energy demand and water use of existing and proposed housing to reduce long-term costs to residents.

- Continue to adopt newer Building and Energy Codes
- Require new housing units to be solar ready.
- Adopt water wise landscape standards
- Find funding to help residents reduce existing high water demand landscaping

5.2.3

**RECOMMENDATION 56.3:** Understand the future housing needs of Bayfield's changing population.

5.3.1 6.3.1 Expand on the La Plata County Regional Housing Needs Assessment for Bayfield specifically.

6.3.2 Support regional and county wide housing efforts.

6.3.3 Identify Land for Affordable Housing for land banking.

6.3.4 Continue to track and asses short-term rental impacts on long-term housing in the community.

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## 4.67 ENVIRONMENT & RECREATION

In 2017, the Town adopted its first Parks, Open Space, Trails and Recreation Master Plan. The findings of the 2017 POSTR Master Plan concluded with a list of recommendations related to park and open space facilities, guidelines and standards for park facilities and equipment, and a 10-year outlook on capital improvements and staffing needs. Furthermore, the plan resulted in a recommendations map which indicates locations of existing and future park lands, trail connections, and other recreation related facilities. The Composite Master Plan Recommendations map developed through the 2017 POSTR Master Plan is incorporated into the Future Land Use Map developed through the 2018 Bayfield Comprehensive Plan process.

The 2017 POSTR Master Plan provides a section on funding strategies which identifies the following potential funding sources to support the development and expansion of parks and recreation facilities and programs:

- Special District Formation
- GO Bonds
- USDA Rural Development Programs
- Grant Funding
- Program and Rental Fee Increase
- Sponsorship and Naming Rights
- Partnerships
- Dedicated Sales Tax
- Impact Fee Expansion
- Property Dedication

Of note, as the population grows, additional land will have to be dedicated and available for neighborhood parks, community parks and open space parks. Furthermore, the demands on recreational programs such as soccer, football, basketball, baseball, and softball will increase as the demographic profile of people moving to Bayfield shifts to young families with school-aged children. As this shift occurs, increased programmatic and financial pressures will be placed on the town's recreation department. To continue providing the current and desired level of service to residents of Bayfield and the surrounding area, along with visitors to the area through sporting events or tournaments, the financial model of the department should be evaluated to be able to meet these future needs.

It was abundantly clear through the 2017 community preference survey results that residents would like to see increased recreational and outdoor activities offerings. Specifically, items that were identified as most desirable included improved river access, a community pool, public gun range, and cross-country ski track. These amenities should be included in future public amenity improvements, rehabilitations, and installation projects.

In 2023 the Town of Bayfield conducted another preference survey to determine what the community wanted to see in the Joe Stephenson Park Concept Design. The results of this survey included improved river access, improved playground equipment, better ADA access, more walking paths, more gathering spaces, improved skate park, new splash pad, dog parks, stage area for entertainment, basketball courts and pickle ball courts.

**RECOMMENDATION 67.1: Continue to implement the 2017 Parks, Open Space, Trails and Recreation Master Plan (POSTR) Classify various facility types as either Neighborhood Parks, Community Parks or Open Space Parks.**

- 7.1.1 Update the 2017 Parks, Open Space, Trails and Recreation Master Plan from time to time as needed to ensure that it adequately meets the needs of the community.
- 7.1.2 Complete the projects identified and prioritized in the 10-year parks and recreation outlook outlined in the 2017 POSTR Master Plan, and continually update this list as part of the POSTR updates.
- ~~6.1.1 Once parks are classified, determine if they meet the standard recommendations for amenities.~~
- ~~6.1.2 Prioritize needed improvements at parks and incorporate them into the Town's annual budget process.~~

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**RECOMMENDATION 76.2:** Develop and maintain a system of parks and recreational facilities that adequately serve the needs of the community. Incorporate the design and equipment standards recommended in the 2017-2027 Master Plan.

~~6.2.1~~ 7.2.1 Prioritize needed improvements to parks and incorporate them into the Town's annual budget process. Ensure all park facilities comply with current ADA codes and standards.

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~~7.2.2 Find funding for and implement the Joe Stephenson Park Plan.~~

~~7.2.3 Find funding for and construct a new indoor recreation facility.~~

~~7.2.4 Provide recreation facilities that are consistent with local standards and National Parks and Recreation Association (NRPA) guidelines.~~

~~7.2.5 Embrace and encourage the use of areas outside the Town limits for recreational purposes including Sauls Creek National Forest and Vallecito Reservoir.~~

~~6.2.2 Consider providing access to potable water at larger parks and open spaces where it is not currently offered.~~

~~6.2.3 When possible, park sites should maximize water retention for landscape irrigation.~~

~~6.2.4 Institute safe interaction with waterways.~~

~~6.2.5 Ensure that projects funded with federal dollars adhere to the Endangered Species Act of 1973, which identifies Threatened and Endangered Species, and the Migratory Bird Treaty Act of 1918.~~

**RECOMMENDATION 67.3: Develop and maintain a system of multi-modal trail networks around Bayfield. Provide multi-modal trail networks connecting park amenities and recreation facilities to improve access and use among residents and visitors.**

~~7.3.1 Connect park amenities, recreation facilities and residential neighborhoods with a trail system to improve access and use among residents and visitors.~~

~~7.3.2 Utilize trail systems as a recreational amenity and transportation facility.~~

~~7.3.3 Improve river connectivity and access throughout the community for fishing, boating and other recreational activities.~~

~~7.3.4 Work with existing developments and property owners to gain additional access points to the river.~~

~~6.3.1 Adopt a Shared Use Path cross section (as shown in the 2017 POSTR Master Plan) as the standard for any trail carrying multiple users such as pedestrians and bicyclists.~~

~~6.3.2 Participate in the Bicycle Friendly Communities Program, administered by the League of American Bicyclists to position the town for grant funding for multi-use trails.~~

~~6.3.3 Establish paved shoulders on the edge of roadways to serve as a functional space for bicyclists and pedestrians, if separated facilities (such as a trail) are not available.~~

~~6.3.4 Require any new development encompassing all or part of potential future connections to provide public non-motorized access easements.~~



Eagle Park-Bayfield

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**RECOMMENDATION 67.4: Create a long-term sustainable funding source for future parks and recreation facilities, programs and projects. To streamline maintenance — both in terms of stocking equipment and training maintenance staff — the Town should establish standards for equipment types and standard manufacturers.**

~~7.4.1 Explore the use of sales tax, lodgers tax, creating a recreation district beyond Bayfield's Town limits, or other long-term funding opportunities.~~

~~7.4.2 Continue to evaluate grant funding for recreation capital investments.~~

~~7.4.3 Evaluate the Town's cost to run recreation programs and special events and make sure the adopted fees continue to remain appropriate for those services.~~

~~6.4.1 For replacement or renovation of the equipment in Joe Stephenson Park and Eagle Park, the Town should consider the pros and cons of replacing playground equipment with new equipment from the same manufacturer. For ADA compliance and cost efficiency, engineered wood fiber mulch is recommended.~~

~~6.4.2 Facilities requiring irrigation should have automatic, underground systems that maximize water efficiency.~~

~~6.4.3 Site furnishings should be standardized to establish visual continuity and increase ease of maintenance and product replacement.~~

**RECOMMENDATION 67.5: Require new developments to provide parks and recreation facilities for their new residents. Design and construct an indoor recreation facility dedicated to Parks and Recreation uses.**

~~7.5.1 Work with developers of new subdivisions to make sure they provide space for new parks and open space.~~

~~7.5.2 Update the Park Land Dedication acreage and impact fee requirements, and the Park Facility impact fees regularly as needed based on level of service standards and new growth needs.~~

~~7.5.3 Require new developments to provide multi-modal trail networks throughout their project with linkages to larger community trail networks and recreational amenities.~~

~~6.5.1 Due to safety and functionality reasons as well as inadequate space for Town programming needs, remove the Old Middle School building and replace it with an indoor recreation facility as described in the 2017 POSTR Master Plan.~~

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**6.5.2** — To help fund a new indoor recreation facility, partner with stakeholder groups that could provide additional revenue through leasing space in the facility.

**6.5.3** — Develop pickle ball courts in town parks and at recreation facilities.

**RECOMMENDATION 67.6: Undertake sustainability measures for long-term maintenance of park and recreation facilities, improve trail connectivity, trail expansion, and improved river access for fishing and boating.**

**7.6.1** — When possible, park sites should maximize water retention and reuse for landscape irrigation.

**7.6.2** — Facilities requiring irrigation should have automatic, underground systems that maximize water efficiency.

**7.6.3** — Where parks abut the Los Pinos River or other waterways, safe interaction with the waterways should be practiced.

**6.6.1** — Capitalize on the Town's recent purchase of the 23-acre parcel south of the Old Middle School Gym and property west of the river across from Joe Stephenson and Eagle Park to expand the Town's trail network, connect existing parks, and extend pedestrian access across Highway 160 under the Los Pinos River bridge.



Hiking Trail near Bayfield

**RECOMMENDATION 67.7: Discourage development within environmentally sensitive areas and mitigate impacts as necessary. Complete the nine projects identified and prioritized in the 10-year parks and recreation outlook outlined in the 2017-POSTR Master Plan.**

**7.7.1** — Map the Town of Bayfield's watershed area and understand what development and natural impacts may effect the watershed area and conveyance system to ensure a safe, clean and quality raw water supply.

**7.7.2** — Identify areas where development should be discouraged such as:

- Flood hazard areas
- Wildlife habitat areas
- Unstable soil/geologic areas
- Steep topography areas
- River and stream areas
- Wildland and forested areas where fires are a concern
- Wetland areas
- Archeological/historic resource areas
- Scenic resource areas

**7.7.3** — Establish a River Overlay District that further limits development, and specifies setback distances from the river, types of structures and construction which may occur within that district, and other standards which are intended to preserve the natural river corridor.

● Make ADA improvements to playgrounds and senior center grounds.

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- ~~Reconfigure Joe Stephenson Park field and irrigation system as described in the 2017 POSTR Master Plan.~~
- ~~Develop up to 13 miles of extensions and connections to the existing trails system to significantly improve the connectivity within Bayfield.~~
- ~~Develop the 23 acre parcel between Joe Stephenson Park and Senior Center with trail and river access, development, enhancement of wetlands habitat, roadway improvements and parking.~~
- ~~Renovate the parking at Joe Stephenson Park to improve safety and access to the park.~~
- ~~Replace playground equipment at Eagle and Joe Stephenson Parks.~~
- ~~Determine if land acquisition is necessary for athletic field expansion.~~

~~**RECOMMENDATION 67.8:** Work with the Upper Pine River Fire Protection District to keep the Wildland Urban Interface map updated and implement measures to reduce the fire risk to the Town of Bayfield and surrounding areas. Update the Town's policy requiring dedication of park land or fee in lieu.~~

- ~~**6.9.1** Review the level of service requirement specifying the amount of land required to be dedicated for parks and open space at the time of development.~~

~~**RECOMMENDATION 67.9:** Create Oil and Gas Regulations in the Bayfield Land Use Code. Discourage development within environmentally sensitive areas and mitigate impacts as necessary.~~

- ~~**6.9.1** Monitor development within the Town's watershed area and conveyance system to ensure safe, clean, and quality raw water supply.~~
- ~~**6.9.2** Identify areas where development should be discouraged such as floodplain areas, wildlife habitat, unstable soils, etc.~~

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~~6.9.3 — Establish a River Overlay District that further limits development, and specifies setback distances from the river, types of structures and construction which may occur within that district, and other standards which are intended to preserve the natural river corridor.~~

~~**RECOMMENDATION 6.10:** Evaluate forming a Recreation District to fund future recreation center, recreational programs, and maintaining and acquiring parks and open space to sustain the desired level of service for recreational opportunities to Bayfield community residents and visitors.~~

~~6.10.1 — Determine future location and possible functions of an indoor recreation facility as part of Phase 1 of the indoor recreation facility proposal.~~

~~6.10.2 — Determine if additional functions and amenities are needed with an indoor recreation facility as part of a Phase 2 of the recreation center proposal.~~

~~6.10.3 — Determine the appropriate district boundary based on existing districts such as school district, library district, fire district and determine if properties in Forest Lakes Metropolitan District are eligible.~~

#### 4.78 RISK ASSESSMENT

As the population of Bayfield and the surrounding areas grows, the impact the hazard areas identified in Chapter 4- Existing Conditions, will have on the community will increase. As is trending in many growing communities around the state and county, growth is pushing into wildlands. Based on the growth projection for Bayfield, this reality is all but certain in Bayfield as well. Understanding the high-risk events and areas will inform future land use policies and development application decisions.

In addition to the natural hazards identified in the HMP such as flooding, wildfire, winter storms, etc, there are numerous oil and gas wells within the town limits or future growth area. As growth pushes into areas where wells currently exist, it will be important to evaluate the risks associated with these facilities. Working with the operators and County staff to adopt adequate setback and development standards associated with the many oil and gas wells in and around the town limits, is one strategy to address this potential conflict.

The 2013 La Plata County Hazard Mitigation Plan outlines a number of goals and objectives to identify, reduce, and mitigate impacts of natural and man-made hazards throughout La Plata County. A number of the identified goals and objectives are applicable to the Bayfield community and should be referenced in addition to the specific strategies identified below.

**RECOMMENDATION 78.1:** Promote redundancies within systems and communication for critical facilities.

~~7.1.1 8.1.1~~ Inventory, evaluate, update, and coordinate physical addressing and GIS data for critical facilities.

**RECOMMENDATION 78.2:** Limit or prohibit development of land within Bayfield's wildland urban interface (WUI), 100-year flood plain, floodway, steep slopes, and fire prone areas.

~~7.2.1 8.2.1~~ Develop policies and standards within the Bayfield Land Use Code requiring development applications to minimize and mitigate risks such as fire, flood, and drought and optimize resiliency. Such standards should be implemented through land use, subdivision, and building permit reviews.

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**7.2.2** 8.2.2 Participate in the Community Rating System (CRS) and identify and pursue actions that improve the town's CRS rating.

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**7.2.3** 8.2.3 Consider adoption of development standards requiring nonconforming properties to be brought into compliance.

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**7.2.4** 8.2.4 Evaluate and consider adoption of Wildland Urban Interface Code.

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**Recommendation 78.3:** Pursue engineering and physical projects that provide mitigation for priority hazards.



*Wildfire Burning in the San Juan National Forest*

**7.3.1** 8.3.1 Work with ditch companies and other stakeholders to establish a Ditch Treatment Policy outlining standards and criteria for appropriate treatment of ditches which would be enforced through the development review process.

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**RECOMMENDATION 78.4:** Identify location of all active and abandoned oil and gas lines within the town's growth boundary and include their locations on development plans and site plans.

**7.4.1** 8.4.1 Establish a required buffer distance between oil/gas well heads and residential homes.

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**RECOMMENDATION 78.5:** Educate the public about risks and programs to mitigate those risks (flood insurance, wildfire) and find innovative methods to increase public participation in mitigation measures and programs.

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**8.5.1** Develop a public outreach strategy for educating residents that live within the floodplain of the importance of flood insurance.

**8.5.2** Develop or make available the strategies and options to reduce flood risk and flood insurance premiums.

## **4.89** WATER USE EFFICIENCY

Bayfield has already built a solid foundation for implementing water use efficiency measures through watering restriction policies and adopting tiered water rates where rates increase as water use increases. To continue to ensure a reliable water supply long into the future, a number of other strategies can be implemented.

There are two priorities which the Town should focus on when it comes to water supply and use efficiencies. First is to increase raw water storage to have a reliable raw water supply that is able to be tapped into in years with low snowpack and persevere through seasonal fluctuations in river flow. Secondly, develop a program including marketing materials, handouts, incentives, and rebates to inform and educate community members on the benefits of reducing water use.

**RECOMMENDATION 8.1:** Reduce water use in town facilities and town parks.

**8.1.1** 9.1.1 Convert current sprinkler heads to sensor equipped sprinkler heads in town parks and property.

**8.1.2** 9.1.2 Evaluate shifting park irrigation systems to a raw or a treated water system.

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**9.1.3** 9.1.3 Continue to audit the Town's water system annually and identify steps for increased efficiencies.

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**RECOMMENDATION 9.2:** Establish a water use educational program.

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**9.2.1** 9.2.1 Partner with the Library District and School District to develop a youth water use and efficiency educational program.

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**9.2.2** 9.2.2 Develop educational materials such as brochures, pamphlets, and website materials to inform residents and business owners of the potential cost savings associated with water use efficiencies.

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**9.2.2** 9.2.2.3 Adopt a Water Efficiency Plan and update as needed.

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**RECOMMENDATION 9.3:** Explore establishing a rebate program for water efficient purchases and improvements.

**9.3.1** 9.3.1 Partner with utility providers to support and encourage residents who install water efficient appliances in their homes or businesses.

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**9.3.2** 9.3.2 Partner with utility providers to support and encourage private property owners to install automatic irrigation systems with moisture sensors.

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**9.3.3** 9.3.3 Develop a list of plant materials, including ground covers, trees, shrubs, and flowers, which thrive in the Bayfield environment and are drought tolerant.

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**9.3.4** 9.3.4 Partner with utility providers to support and encourage the installation of drought tolerant landscape materials.

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**RECOMMENDATION 9.4:** Develop xeriscaping standards and policies.

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**9.4.1** 9.4.1 Adopt a list of preferred landscape materials which are drought tolerant and naturally thrive in Bayfield's ecosystem.

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**RECOMMENDATION 9.5:** Ensure adequate raw water rights and ample storage are available for the Town's use.

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**9.5.1** 9.5.1 Establish additional storage to firm up current raw water supply by either purchasing from PRID or acquiring land and constructing a storage reservoir upstream from the existing Water Treatment Plant.

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**9.5.2** 9.5.2 When the Town acquires additional raw water rights through development, purchase, annexation or other means, change use of rights through Water Court to Municipal use.

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**9.5.3** 9.5.3 Explore leasing excess water to local farmers or ranchers to put unused water to beneficial use.

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**9.5.4** 9.5.4 Continue to update the 2022 Development Impact Water Review report as needed when new developments are proposed in the community.

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**4.810 WATER USE EFFICIENCY/AGRICULTURE**

**RECOMMENDATION 10.1: Promote and share Bayfield’s agricultural heritage.**

- 10.1.1 Develop strategies to protect and diversify Bayfield’s agricultural economy.
- 10.1.2 Inventory agricultural products and services local farmers can provide.
- 10.1.3 Encourage partnerships between the school districts and local farmers and ranchers to provide food to schools.
- 10.1.4 Support a location for a year-round farmers market.
- 10.1.5 Encourage local agriculture properties to have farm to table culinary options for local restaurants.
- 10.1.6 Establish and embrace Bayfield’s reputation as a supply town and social center for area farmers and ranchers.
- 10.1.7 Enhance the equestrian heritage of the area.

**RECOMMENDATION 10.2: Protect prime agriculture lands for agricultural uses and reduce development pressure in areas based on:**

- Soil types
- Water availability
- Topography
- Conservation easements or other financial support

**RECOMMENDATION 10.3: Create an Agriculture Zoning District in the Bayfield Land Use Code**

**RECOMMENDATION 10.4: Create educational, recreational, and food support opportunities around Bayfield’s agriculture heritage and businesses including:**

- Pine River Shares Food Insecurity programs
- Farm to School programs
- Farm to Table programs
- Table to Farm zero-waste programs
- FFA/4H programs
- Internships
- Summer programs
- Farm Coops
- CSAs

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## 5. IMPLEMENTATION STRATEGIES

In order to actually achieve the Recommendations and Strategies outlined in Chapter 4, the Table below identifies the stakeholders that will need to be involved in the implementation of each specific strategy. In addition, the Timeframe column provides a general timeframe of when these strategies should try to be achieved. Finally, if there is a "\$" next to a category, this indicates that grant money may be available to assist in funding that particular strategy.

**THIS SECTION WILL BE UPDATED ONCE RECOMMENDATIONS ARE FINALIZED IN DOCUMENT TEXT.**

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<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
<b>1. UTILITIES AND INFRASTRUCTURE</b>			
<b>RECOMMENDATION 1.1:</b> Establish regularly scheduled review of water master plan and wastewater master plan to ensure sufficient capacity exists to meet future demand.			
<b>1.1.1</b>	Review utility demand every 2-3 years, when revised population projections become available, and/or prior to the onset of construction activities associated with new large-scale development in coordination with other service providers.	Town Staff, LAPLAWD, Developer	Ongoing
<b>1.1.2</b>	Establish a regular maintenance schedule to maintain and replace older mainlines.	Town Staff, LAPLAWD, Developer, Town Board	0-2
<b>1.1.3</b>	With new development, ensure resiliency and hazard mitigation measures establish redundancy in the public utility system such as looping water systems, installation of shutoff valves, installation of backflow prevention devices, and regular water testing at treatment facility.	Town Staff, County Emergency Management, Developer, LAPLAWD	0-2
<b>1.1.4</b>	Review the water master plan and wastewater master plan to identify priorities and costs annually through the municipal budgeting process.	Town Staff, PC, Town Board	0-2
<b>1.1.5</b>	Review water and sewer rates every 3 years and adjust as needed.	Town Staff, Town Board	Ongoing
<b>1.1.6</b>	Monitor the infiltration in the town's wastewater system and develop strategies to reduce infiltration in existing infrastructure.	Town Staff, Town Board	Ongoing
<b>1.1.7</b>	Update the 2014 Master Drainage Plan to evaluate impacts to the town's storm water infrastructure and identify financial impacts of that decision.	Town Staff, Town Board	0-2 \$
<b>RECOMMENDATION 1.2:</b> Coordinate with other utility providers and agencies to ensure reliable service and efficiencies.			
<b>1.2.1</b>	Create a shared trench policy requiring utility providers to coordinate utility installation, when feasible to increase efficiencies in utility installation.	Utility Providers, Town Staff	0-2
<b>1.2.2</b>	Complete a broadband extension plan for Bayfield to identify the locations for logical extensions and to evaluate service provisions.	LPCDEA, Chamber of Commerce	3-5

1.2.3	Expand broadband infrastructure for residential and business access throughout Bayfield.	LPCDEA, Chamber of Commerce	3-5
1.2.4	Evaluate current water service area boundary in coordination with LAPLAWD to ensure the most efficient service is provided to customers.	Town Staff, Service Providers	0-2 \$
<b>Recommendations &amp; Strategies</b>		<b>Stakeholders</b>	<b>Timeframe (Years)</b>
<b>RECOMMENDATION 1.3:</b> Identify funding sources to assist in paying for major infrastructure projects.			
1.3.1	Create private-public partnerships among service providers, the town and developers.	Town Staff, Town Board, Developers, Service Providers	0-2
1.3.2	Create a pool of money to act as matching funds for state and federal grant opportunities.	Town Staff, Town Board, PC, Developers, FHWA, CDOT	0-2
<b>RECOMMENDATION 1.4:</b> Evaluate Stormwater Master Plan and the assumptions.			



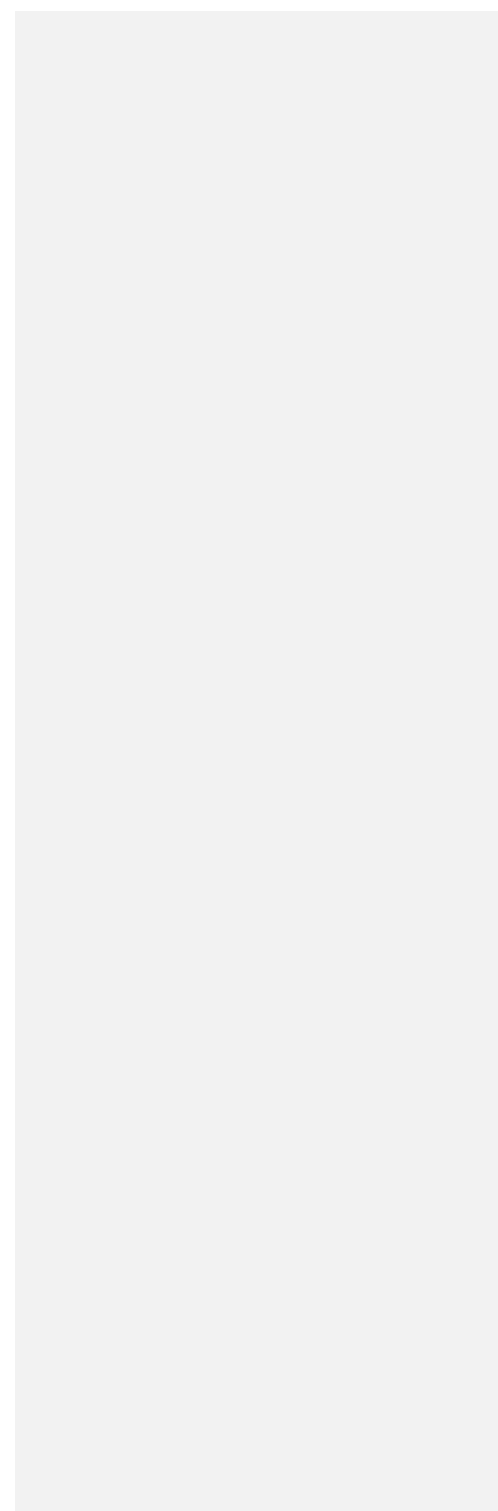
<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
<b>2. TRANSPORTATION</b>			
<b>RECOMMENDATION 2.1:</b> Identify routes, amenities, and funding sources that create safe non-motorized connections across Highway 160.			
<b>2.1.1</b>	Determine the safest locations for pedestrians to cross Highway 160 and identify the type of crossing needed.	Community, PC, Town Staff	0-2
<b>2.1.2</b>	Design, fund, and install multi-use paths throughout Bayfield as identified within the 2017 POSTR Master Plan.	Town Staff, Community, PC	5+ \$
<b>2.1.3</b>	Establish public/private partnerships to fund the new intersection near the Northeast Bayfield Neighborhood.	Developers, Town Staff, CDOT, LPCEDA	0-2
<b>2.1.4</b>	When a road connecting the new elementary school to Highway 160 is constructed, the intersection shall be pedestrian/bike friendly including refuges in turn lanes and in the middle of Highway 160.	CDOT, School District	0-2 \$
<b>2.1.5</b>	Install wayfinding signage in accordance with recommendations from the Signage Location Plan and Message Schedule prepared by Tangram in December 2017.	CDOT, Chamber, Business Owners, Town Staff	3-5 \$
<b>RECOMMENDATION 2.2:</b> Ensure that designated corridors, new and existing, are designed to support users of all age groups, abilities, and transportation modes.			
<b>2.2.1</b>	Develop revised street cross-sections providing appropriate vehicle lane width, bike lanes, and sidewalks (multi-modal design) as appropriate based on neighborhood character, adjacent land uses, and roadway classification.	Town Staff, PC, CDOT, School District	0-2
<b>2.2.2</b>	Determine if the implementation of multi-modal design principles are feasible.	Town Staff, PC, CDOT, School District	0-2 \$
<b>2.2.3</b>	Incorporate chosen multi-modal design principles into all subdivision regulations and street section design standards.	Town Staff, PC, CDOT, School District	0-2 \$
<b>2.2.4</b>	Increase non-vehicular circulation and connectivity between schools and primary corridors used by students as laid out in the 2017 POSTR Master Plan.	School District, CDOT, Town Staff	3-5 \$
<b>2.2.5</b>	Create street cross section design standards unique to each of the different neighborhoods of Bayfield.	Town Staff, PC, CDOT, School District	0-2 \$
<b>2.2.6</b>	Make modifications to current streets to accommodate bicyclists and pedestrians based on multi-modal design principles.	Town Staff, CDOT	5+ \$
<b>2.2.7</b>	Design and reconfigure Mill Street to create a pedestrian focused environment.	Chamber, Business Owners, Community, Town Staff	5+ \$
<b>2.2.8</b>	Introduce signage and wayfinding programs that increase safety for non-motorized modes of transportation as identified in the Signage Location Plan and Message Schedule.	CDOT, Chamber, Business Owners, Town Staff	3-5 \$
<b>RECOMMENDATION 2.3:</b> Continually evaluate traffic volumes throughout Bayfield to ensure that roads are classified and designed correctly.			
<b>2.3.1</b>	Establish a formula for how build out scenarios within the anticipated urban growth boundary would affect traffic volumes.	Town staff	0-2

<b>Recommendations &amp; Strategies</b>		<b>Stakeholders</b>	<b>Timeframe (Years)</b>
<b>2.3.2</b>	Continually work with local stakeholders, agency partners, and the general public to identify approaches that may help reduce single-occupancy vehicle trips.	SUCAP, CDOT, Developers, Town Board, PC, La Plata County	5 +
<b>2.3.3</b>	Require traffic analysis from all new or redevelopment that exceeds site generated traffic volumes of 100 vehicles per day. (McDowell Engineering Recommendation)	Town staff	0-2
<b>RECOMMENDATION 2.4:</b> Identify and/or establish funding sources for large transportation infrastructure projects.			
<b>2.4.1</b>	Develop an easy-to-use scoring system to help prioritize the need for and to measure the success of transportation improvements. Separate classifications could be made for the different agencies responsible for maintaining individual roadways.	Town Staff, La Plata County, CDOT	0-2
<b>2.4.2</b>	Explore outside sources (such as CDOT, FHWA, DOLA, and health based non-profit organizations) to assist in the cost-sharing of transportation improvements along Highway 160.	CDOT, DOLA, FHWA, CDPHE	0-2 \$
<b>2.4.3</b>	Utilize special improvement districts, grants, low interest loans, and public-private and public-public partnership to assist in funding of large transportation projects.	CDOT, DOLA, FHWA, CDPHE, SDA	3-5 \$
<b>RECOMMENDATION 2.5:</b> Increase public transportation and ride sharing services.			
<b>2.5.1</b>	Coordinate with Southern Ute Community Action Program (SUCAP) to provide adequate public transportation services to Bayfield residents.	SUCAP, FTA, CDOT, Durango, La Plata County	5 + \$
<b>2.5.2</b>	Coordinate with nearby municipalities and agency partners for potential State and Federal funding for public transportation and ride sharing programs specifically addressing commuter traffic between Bayfield and Durango.	SUCAP, FTA, CDOT, Durango, La Plata County	5 + \$

<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>	
<b>3. ECONOMIC DEVELOPMENT</b>				
<b>RECOMMENDATION 3.1:</b> Evaluate employment and economic opportunities not currently being captured.				
<b>3.1.1</b>	Survey Bayfield residents to determine existing skill sets, and home-based business types that currently exist and how to capitalize on them.	LPCEDA, Chamber, Library	0-2	\$
<b>3.1.2</b>	Create more business partnerships between the Town and potential businesses and / or agency partners utilizing the services of the La Plata County Economic Development Alliance and Region 9.	LPCEDA, Chamber, Library, Region 9	0-2	
<b>3.1.3</b>	Expand recreational based tourism opportunities to capitalize on easy access to hiking and biking.	OEDIT, USFS, Colorado Parks & Wildlife	3-5	\$
<b>3.1.4</b>	Develop an equestrian focused recreational amenity such as indoor riding arenas and hotels with stables.	Equestrian Community, LPCEDA, Chamber	3-5	
<b>3.1.5</b>	Develop co-working spaces with access to broadband to serve home-based businesses and entrepreneurs.	Library, Chamber, Service Providers, LPCEDA	0-2	
<b>3.1.6</b>	Partner with service providers to ensure adequate broadband speeds are available for businesses and home-based businesses throughout Bayfield.	Library, Chamber, Service Providers, LPCEDA	0-2	
<b>RECOMMENDATION 3.2:</b> Increase diversification in employment opportunities and workforce.				
<b>3.2.1</b>	Encourage more small businesses providing personal services (i.e. hair, repairs, sporting goods).	Chamber, LPCEDA, SBDC, Region 9	3-5	
<b>3.2.2</b>	Attract a large distribution center with an associated storefront (i.e. food distribution with grocery store).	Chamber, LPCEDA, Region 9	3-5	
<b>3.2.3</b>	In partnership with the Small Business Development Center and Colorado Workforce Center, offer training programs in underrepresented business sectors to either attract new businesses because of the presence of skilled workers or encourage people to start their own business once training is complete.	Library, SBDC, Colorado Workforce Center, Chamber	0-2	\$
<b>3.2.4</b>	Explore implementing policies encouraging a certain percentage of jobs to be filled by local workforce.	Library, SBDC, Colorado Workforce Center, Chamber, Region 9	5+	\$
<b>RECOMMENDATION 3.3:</b> Optimize recognition and notoriety of under-utilized amenities.				
<b>3.3.1</b>	Partner with the School district to bring in regional and national talent to the Performing Arts Center.	Library, Chamber, School District	0-2	
<b>3.3.2</b>	Explore value-added opportunities that complement existing agriculture, ranching, and recreational activities such as a hops manufacturing or a meat processing facility.	USDA, Ranching Community, Local Businesses	3-5	
<b>3.3.3</b>	Expand equestrian offerings in Town to become a hub for equine related opportunities.	Equestrian Community	3-5	

<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
<b>3.3.4</b>	Promote the educational, business, and personal development resources offered by the Pine River Library.	Library, Chamber, LPCEDA	0-2
<b>3.3.5</b>	Create a directory of home-based businesses in Bayfield and the surrounding area and publish with the Chamber of Commerce.	Chamber, Business Community	0-2
<b>RECOMMENDATION 3.4:</b> Identify properties that can be strategically redeveloped or transformed to enhance economic development opportunities.			
<b>3.4.1</b>	Incentivize development in the three existing commerce areas – historic downtown, the business center north of Highway 160, and the industrial park within the Southeast Bayfield Neighborhood.	Town Staff, Chamber, LPCEDA	0-2
<b>3.4.2</b>	Partner with private property owners to conduct a feasibility study on possible uses for the two vacant lots on either end of Mill Street as discussed in the 2015 DCI Community Assessment.	Property Owners, Town Staff, Community	3-5
<b>3.4.3</b>	Prohibit commercially zoned properties or properties identified for commercial use from being developed with residential only construction.	Town Staff	0-2
<b>3.4.4</b>	Work with property owners in the historic downtown area that have vacant or under-utilized sites to determine re-development potential.	Town Staff, Community, Chamber	3-5
<b>3.4.5</b>	Encourage the creation of entertainment type facilities such as movie theater, bowling alley, or sporting center.	Town Staff, Chamber, OEDIT	5+
<b>RECOMMENDATION 3.5:</b> Promote Bayfield’s agricultural roots and heritage to preserve the community’s quality of life and small-town character.			
<b>3.5.1</b>	Identify and actively attract businesses that preserve and promote the region’s natural and environmental features.	OEDIT, USFS, Colorado Parks & Wildlife	3-5
<b>3.5.2</b>	Develop strategies to protect and diversify Bayfield’s agricultural economy.	Town Staff, Agriculture Community, Chamber	0-2
<b>3.5.3</b>	Establish and embrace Bayfield’s reputation as a supply town and social center for area farmers and ranchers.	Town Staff, Agriculture Community, Chamber	0-2
<b>3.5.4</b>	Encourage bed and breakfasts that celebrate the equestrian and agricultural heritage of the area.	Town Staff, Agriculture Community, Chamber	3-5
<b>3.5.5</b>	Create partnerships between school districts and local farmers and ranchers to provide food to schools.	School District, Library, Agriculture Community	3-5
<b>3.5.6</b>	Encourage local agriculture properties to have farm to table culinary options to local restaurants.	USDA, Chamber, OEDIT	3-5
<b>3.5.7</b>	Explore opportunities to introduce agricultural-related tourism by identifying what kinds of opportunities individual properties might provide.	Chamber, Property Owners	3-5

<b>Recommendations &amp; Strategies</b>		<b>Stakeholders</b>	<b>Timeframe (Years)</b>
<b>3.5.8</b>	Research best practices from municipalities where ag-tourism has been implemented and develop a strategy that works in Bayfield.	Chamber, OEDIT	3-5
<b>3.5.9</b>	Actively attract services to Mill Street and commercial/retail areas adjacent to Highway 160 that serve farmer and rancher needs.	Chamber, Town Staff, LPCEDA	0-2



<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
<b>4. LAND USE</b>			
<b>RECOMMENDATION 4.1:</b> Develop design guidelines and standards which will describe desired unique architectural design and character for specific areas within the Town.			
<b>4.1.1</b>	In an effort to streamline the development review process, create standardized design measures for building setbacks, parking requirements, building facades, signage, and streetscape requirements.	Town Staff	0-2
<b>4.1.2</b>	Develop design standards unique to Bayfield that showcase the history of Bayfield and can be incorporated into Town wide gateway, wayfinding, and architectural features or elements.	Town Staff	0-2
<b>4.1.3</b>	Establish standards for building facades, canopies, and signage, among others for new commercial development.	Town Staff	0-2
<b>4.1.4</b>	Include a designation of Mill Street as the historic downtown and create design elements and standards that respect and represent the historic character of the neighborhood.	Town Staff, State Historic Preservation Office	3-5 \$
<b>4.1.5</b>	Create commercial design guidelines reflecting the design character of each unique neighborhood: Northeast – Modern mixed-use buildings; Highway 160 – Historic downtown mixed-use buildings; Downtown – Historic downtown mixed-use and converted buildings.	Town Staff	3-5
<b>RECOMMENDATION 4.2:</b> Facilitate a variety of housing types through various land use classifications.			
<b>4.2.1</b>	Work with residents and community organizations to evaluate allowing non-traditional housing options within residential and mixed-use zoning designations such as co-operatives, communal open/space gardens, tiny homes, or multi-unit complexes.	Town Staff, Library, Community, Homes Fund	0-2
<b>4.2.2</b>	When new commercial development is being proposed, encourage mixed use/multi-level buildings that have retail below and residential above.	Town Staff, Developers	Market
<b>RECOMMENDATION 4.3:</b> Develop criteria to assist decision makers (staff, Planning Commission, and Town Board) in evaluating the land use aspects of development applications.			
<b>4.3.1</b>	Complete an assessment of the existing Land Development Code to identify areas where the code is inconsistent with these recommendations.	Town Staff, PC	0-2 \$
<b>4.3.2</b>	Prioritize rehabilitation of existing structures over new development when feasible.	Town Staff	0-2
<b>4.3.3</b>	Implement a growth strategy that uses population projections and population characteristics to identify land use needs.	Town Staff	0-2
<b>4.3.4</b>	Prioritize land development applications that enhance the network of motorized and non-motorized connections throughout the town.	Town Staff	0-2
<b>4.3.5</b>	Create a simplified and streamlined development review process for applications that meet the goals and vision of the community as identified in this plan.	Town Staff, PC	0-2
<b>4.3.6</b>	Prioritize development of land that is adjacent to existing utility services.	Town Staff	0-2
<b>RECOMMENDATION 4.4:</b> Incorporate flexibility in land use regulations to encourage land uses and development that meet the goals and objectives of Bayfield.			
<b>4.4.1</b>	Adopt criteria and a quicker review process that encourages and incentivizes the reuse of existing structures.	Town Staff	0-2
<b>4.4.2</b>	Incentivize developers to construct mixed-use development.	Town Staff	0-2
<b>4.4.3</b>	Establish regulations that require new development to have a certain amount of housing diversity and, subsequently, mixed-use development.	Town Staff	0-2

<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
4.4.4	Study the potential impacts of allowing small-scale and backyard farming, including the types and quantity of animals and livestock, as appropriate.	Town Staff, Community, USDA	0-2
4.4.5	Adopt criteria that encourage rehabilitation and redevelopment of buildings along Mill Street to support mixed use.	Town Staff, Property Owners, State Historic Preservation Office	0-2 \$
<b>RECOMMENDATION 4.5: Identify land for primary employment and sales tax generating uses.</b>			
4.5.1	Create an inventory map of existing vacant platted lots and their current zoning.	Town Staff, La Plata County	0-2
4.5.2	Have open dialogue with developers to prioritize non-residential development in areas that will offer primary employment and/or provide sales tax generating uses.	Town Staff, Chamber, LPCEDA	3-5
4.5.3	Create commercial districts that support mixed-use development.	Town Staff, Chamber, La Plata County, SBA, DCI	3-5
4.5.4	Site new commercial buildings, potentially mixed use, along Highway 160 and other primary corridors so they are easily accessible to area residents and visible to visitors.	Town Staff, Market, Developers, Chamber	3-5
4.5.5	Identify areas along or in proximity to primary corridors where light industrial uses would be appropriate.	Town Staff, Chamber	0-2
4.5.6	Encourage new restaurants to locate within land classified as commercial or mixed-use.	Town Staff, Market, Developers, Chamber	3-5
<b>RECOMMENDATION 4.6: Develop policies aimed at connecting neighborhoods, amenities, and destinations.</b>			
4.6.1	Site new residential development in proximity to recreational trails.	Town Staff, Developers	5+
4.6.2	Introduce new multi-use trails, to the extent feasible, to connect residential, commercial, and recreational uses.	Town Staff, Developers	5+ \$
4.6.3	Design and implement new trails in accordance with the 2017 POSTR Master Plan.	Town Staff, Developers	5+ \$
4.6.4	Require new non-residential development to make meaningful connections to the existing and proposed trail network.	Town Staff, Developers	3-5
<b>RECOMMENDATION 4.7: Establish an Urban Growth Boundary that prioritizes anticipated future development patterns.</b>			
4.7.1	Require that the availability of water, sewer, and transportation infrastructure determine land uses and densities.	Town Staff, Developers	0-2
4.7.2	Minimize development in environmentally sensitive and hazard prone areas as identified on the Future Land Use Map.	Town Staff, Developers	0-2
4.7.3	Identify areas where development should be discouraged (i.e., floodplain, unstable soils, etc).	Town Staff, Developers	0-2
<b>RECOMMENDATION 4.8: Preserve prime agricultural lands for agricultural uses.</b>			
4.8.1	Prepare a map identifying prime and unique farmlands in Bayfield using data available from the Natural Resources Conservation Service, a division of the United States Department of Agriculture.	Town Staff, USDA, La Plata County	3-5
4.8.2	Identify lands to be preserved for agricultural use and show them as remaining agricultural in future build out scenarios.	Town Staff, Agriculture Community	3-5

<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
<b>4.8.3</b>	Identify any properties that may qualify for protection under the Colorado Centennial Farms program.	Town Staff, Agriculture Community	3-5
<b>4.8.4</b>	Explore tools the Town can use to preserve agricultural lands such as conservation easements and partnerships with county and state agencies.	Town Staff, USDA, La Plata County, Colorado Parks & Wildlife, Great Outdoors Colorado, DOLA	0-2



<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
<b>5. HOUSING</b>			
<b>RECOMMENDATION 5.1:</b> Diversify housing types to meet the changing demands of population.			
5.1.1	Continue dialogue with agency partners, such as Home Funds, Evening Porch Assisted Living, School District, and Pine River Library, to ensure that demographic trends are understood to the greatest extent possible and reflected in new housing construction.	Town Staff, Developers, Homes Fund, School District, Library	0-2
5.1.2	Develop a diverse housing stock ranging from low-density single-family homes to multi-family homes and mixed-use commercial/residential buildings.	Town Staff, Developers	5+
5.1.3	Work with county and state partners to identify incentives that may be available to developers to diversify the housing stock, particularly attainable housing, in planned communities.	Town Staff, Developers, Homes Fund, School District, Library	3-5
5.1.4	Consider the housing needs of those seeking potentially less traditional housing options such as tiny homes, accessory dwelling units, and multi-unit complexes with shared public and outdoor spaces.	Town Staff	0-2
5.1.5	Encourage the rehabilitation or repurposing of existing buildings for residential use.	Developers, Town Staff, Property Owners, Realtors	0-2    \$
<b>RECOMMENDATION 5.2:</b> Develop housing options for all income levels.			
5.2.1	Work with appropriate partners and government entities to ensure that attainable and affordable housing thresholds are suitable for the area.	Town Staff, La Plata County, State	0-2
5.2.2	Create a formula that accounts for up-front costs as well as long-term maintenance and utility costs when considering potential development scenarios.	Town Staff	0-2
5.2.3	Promote non-traditional housing options within residential and mixed-use zoning designations.	Town Staff	0-2
<b>RECOMMENDATION 5.3:</b> Understand the future housing needs of Bayfield's changing population.			
5.3.1	Expand on the La Plata County Housing Needs Assessment for Bayfield specifically.	Town Staff, La Plata County	3-5    \$

<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>	
<b>6. ENVIRONMENT &amp; RECREATION</b>				
<b>RECOMMENDATION 6.1:</b> Classify various facility types as either Neighborhood Parks, Community Parks or Open Space Parks.				
<b>6.1.1</b>	Once parks are classified, determine if they meet the standard recommendations for amenities.	Town Staff	1-2	
<b>6.1.2</b>	Prioritize needed improvements at parks and incorporate them into the Town's annual budget process.	Town Staff	1-2	
<b>RECOMMENDATION 6.2:</b> Incorporate the design and equipment standards recommended in the 2017 POSTR Master Plan.				
<b>6.2.1</b>	Ensure all park facilities comply with current ADA codes and standards.	Town Staff	1-2	\$
<b>6.2.2</b>	Consider providing access to potable water at larger parks and open spaces where it is not currently offered.	Town Staff	1-2	
<b>6.2.3</b>	When possible, park sites should maximize water retention for landscape irrigation.	Town Staff	1-2	
<b>6.2.4</b>	Institute safe interaction with waterways.	Town Staff, Colorado Parks and Wildlife	1-2	\$
<b>6.2.5</b>	Ensure that projects funded with federal dollars adhere to the Endangered Species Act of 1973, which identifies Threatened and Endangered Species, and the Migratory Bird Treaty Act of 1918.	Town Staff, Colorado Parks and Wildlife, USFS	1-2	\$
<b>RECOMMENDATION 6.3:</b> Provide multi-modal trail networks connecting park amenities and recreation facilities to improve access and use among residents and visitors.				
<b>6.3.1</b>	Adopt a Shared Use Path cross section (as shown in the 2017 POSTR Master Plan) as the standard for any trail carrying multiple users such as pedestrians and bicyclists.	Town Staff, CDOT	3-5	\$
<b>6.3.2</b>	Participate in the Bicycle Friendly Communities Program, administered by the League of American Bicyclists to position the town for grant funding for multi-use trails.	Town Staff, League of American bicyclists	3-5	\$
<b>6.3.3</b>	Establish paved shoulders on the edge of roadways to serve as a functional space for bicyclists and pedestrians, if separated facilities (such as a trail) are not available.	Town Staff	3-5	\$
<b>6.3.4</b>	Require any new development encompassing all or part of potential future connections to provide public non-motorized access easements.	Town Staff, Developers	3-5	\$
<b>RECOMMENDATION 6.4:</b> To streamline maintenance – both in terms of stocking equipment and training maintenance staff – the Town should establish standards for equipment types and standard manufacturers.				
<b>6.4.1</b>	For replacement or renovation of the equipment in Joe Stephenson Park and Eagle Park, the Town should consider the pros and cons of replacing playground equipment with new equipment from the same manufacturer. For ADA compliance and cost-efficiency, engineered wood fiber mulch is recommended.	Town Staff	0-2	
<b>6.4.2</b>	Facilities requiring irrigation should have automatic, underground systems that maximize water efficiency.	Town Staff	5+	
<b>6.4.3</b>	Site furnishings should be standardized to establish visual continuity and increase ease of maintenance and product replacement.	Town Staff	0-2	

<i>Recommendations &amp; Strategies</i>		<i>Stakeholders</i>	<i>Timeframe (Years)</i>
<b>7. RISK ASSESSMENT</b>			
<b>RECOMMENDATION 7.1:</b> Promote redundancies within systems and communication for critical facilities.			
<b>7.1.1</b>	Inventory, evaluate, update, and coordinate physical addressing and GIS data for critical facilities.	Town Staff, La Plata County, UPPFPD, Emergency Management	3-5
<b>RECOMMENDATION 7.2:</b> Limit or prohibit development of land within Bayfield’s wildland urban interface (WUI), 100-year flood plain, floodway, steep slopes, and fire prone areas.			
<b>7.2.1</b>	Develop policies and standards within the Bayfield Land Use Code requiring development applications to minimize and mitigate risks such as fire, flood, and drought and optimize resiliency. Such standards should be implemented through land use, subdivision, and building permit reviews.	Town Staff, La Plata County, UPPFPD, Forest Lakes Metro District	0-2
<b>7.2.2</b>	Participate in the Community Rating System (CRS) and identify and pursue actions that improve the town’s CRS rating.	Town Staff, La Plata County, UPPFPD	3-5
<b>7.2.3</b>	Consider adoption of development standards requiring nonconforming properties to be brought into compliance.	Town Staff, Town Board, PC	3-5
<b>7.2.4</b>	Evaluate and consider adoption of Wildland Urban Interface Code.	Town Staff, La Plata County, UPPFPD, Forest Lakes Metro District	0-2
<b>Recommendation 7.3:</b> Pursue engineering and physical projects that provide mitigation for priority hazards.			
<b>7.3.1</b>	Work with ditch companies and other stakeholders to establish a Ditch Treatment Policy outlining standards and criteria for appropriate treatment of ditches which would be enforced through the development review process.	Town Staff, La Plata County, UPPFPD, Forest Lakes Metro District, Developers	0-2
<b>RECOMMENDATION 7.4:</b> Identify location of all active and abandoned oil and gas lines within the town’s growth boundary and include their locations on development plans and site plans.			
<b>7.4.1</b>	Establish a required buffer distance between oil/gas well heads and residential homes.	COGCC, Town Staff, La Plata County, UPPFPD	0-2
<b>RECOMMENDATION 7.5:</b> Educate the public about risks and programs to mitigate those risks (flood insurance, wildfire) and find innovative methods to increase public participation in mitigation measures and programs.			

<b>Recommendations &amp; Strategies</b>		<b>Stakeholders</b>	<b>Timeframe (Years)</b>	
<b>8. Water Use Efficiencies</b>				
<b>RECOMMENDATION 8.1:</b> Reduce water use in town facilities and town parks.				
<b>8.1.1</b>	Convert current sprinkler heads to sensor equipped sprinkler heads in town parks and property.	Town Staff	3-5	\$
<b>8.1.2</b>	Evaluate shifting park irrigation systems to a raw water system.	Town Staff	3-5	
<b>8.1.3</b>	Continue to audit the Town's water system annually and identify steps for increased efficiencies.	Town Staff	3-5	\$
<b>RECOMMENDATION 8.2:</b> Establish a water use educational program.				
<b>8.2.1</b>	Partner with the Library District and School District to develop a youth water use and efficiency educational program.	Library, Town Staff, Ft. Lewis College, School District	0-2	\$
<b>8.2.2</b>	Develop educational materials such as brochures, pamphlets, and website materials to inform residents and business owners of the potential cost savings associated with water use efficiencies.	Library, Town Staff, Ft. Lewis College, School District	0-2	
<b>RECOMMENDATION 8.3:</b> Explore establishing a rebate program for water efficient purchases and improvements.				
<b>8.3.1</b>	Partner with utility providers to support and encourage residents who install water efficient appliances in their homes or businesses.	Town Staff	3-5	\$
<b>8.3.2</b>	Partner with utility providers to support and encourage the installation of automatic irrigation systems with moisture sensors.	Town Staff	3-5	\$
<b>8.3.3</b>	Develop a list of plant materials, including ground covers, trees, shrubs, and flowers, which thrive in the Bayfield environment and are drought tolerant.	Town Staff, Planning Commission, Town Board	0-2	
<b>8.3.4</b>	Partner with utility providers to support and encourage the installation of drought tolerant landscape materials.	Town Staff, Property Owners, Town Board, LAPLAWD	0-2	
<b>RECOMMENDATION 8.4:</b> Develop xeriscaping standards and policies.				
<b>8.4.1</b>	Create list of preferred landscape materials which are drought tolerant and naturally thrive in Bayfield's ecosystem.	Town Staff, Property Owners, Town Board, PC	0-2	
<b>RECOMMENDATION 8.5:</b> Ensure adequate raw water rights and ample storage are available for the Town's use.				
<b>8.5.1</b>	Establish additional storage to firm up current raw water supply by either purchasing from PRID or acquiring land and constructing a storage reservoir upstream from the existing Water Treatment Plant.	PRID, Town Staff, Town Board,	5+	
<b>8.5.2</b>	When the Town acquires additional raw water rights through development, purchase, annexation or other means, change use of rights through Water Court to Municipal use.	PRID, Town Staff, Town Board,	5+	
<b>8.5.3</b>	Explore leasing excess water to local farmers or ranchers to put unused water to beneficial use.	PRID, Town Staff, Town Board,	5+	



# APPENDIX A

## EXISTING CONDITIONS

The first step in drafting a comprehensive plan is to evaluate the existing conditions and identify common themes and recommendations that have already been made. To accomplish this, the planning team reviewed existing planning documents, interviewed various community stakeholders, and met with town staff.

The Existing Conditions Appendix is a summary of the extensive planning and study efforts that have occurred in Bayfield to date and a summary of the many goals, objectives, recommendations and findings previously made to the Town on how Bayfield should grow in a managed, cost effective and responsible manner.

The following pages focus on each of these areas and provide themes and summaries of plan recommendations.

### A.1 UTILITIES AND INFRASTRUCTURE

The Town of Bayfield provides potable water and wastewater collection and treatment for customers within the town limits and surrounding areas. The ability to provide cost effective service and expansion of infrastructure is the constraining factor for where, when, how dense, and what the cost will be for future development on vacant property within Bayfield and within the future service area. As a future growth strategy is considered, it is imperative that thought also be given to these unseen infrastructure necessities to truly control managed growth.

One reason Bayfield is attractive to families and new residents is for its affordability. However, the costs of off-site and public improvements required to develop property and utility fees, coupled with the value placed on property, is chipping away at Bayfield's affordability.

#### A.1.1 PLAN RECOMMENDATIONS FOR PUBLIC IMPROVEMENTS

##### Evaluate future water demand based on population projections and future land use classifications

- There appears to be sufficient capacity through 2035 based on growth projections, however, these projections should be reevaluated.

##### Finance public infrastructure that benefits multiple property owners, reduces fees, and facilitates special improvement districts.

- Provide education on both public and private financing options for infrastructure improvements.

##### Evaluate water and sewer rates to understand the overall cost of development including installation of all public improvements.

- Educate residents, property owners, business owners, and developers on what utility fees pay for and how they are determined.
- Determine if fees are sufficient to provide funding for maintenance of existing facilities as well as expansion.
- Establish policies to assist landowners and potential developers in understanding the costs associated with projects requiring public improvements.

##### Create resiliency & hazard mitigation strategies that create redundancy in public utility systems.

- Identify critical facilities and infrastructure along with their vulnerabilities by hazard.
- Promote redundancies within systems and communications for critical facilities.

- Coordinate with County and emergency response agencies to develop urban action plans for response and recovery to allow Bayfield to manage their local assets.
- Pursue engineering and physical projects that provide mitigation for priority hazards including expansion of the storage capacity of Bayfield's water supply system.
- Identify locations and access points and create fire clear zones around substations, repeaters, cell phone towers, and other communications sites.
- Secure back-up power supply for Bayfield sanitary sewer pumping systems.

**Establish an Urban Growth Boundary that can be serviced by water and sewer services in a cost effective and efficient manner.**

- Update future wastewater service area to reflect growth projections and evaluate the necessary equivalent residential taps (ERT) required for future residents.
- Update future potable water demand to reflect growth projections and evaluate the required water supply to serve the future residential and commercial users.

## A.2 TRANSPORTATION

The 2005 Bayfield Comprehensive Plan includes a section on transportation which provides an evaluation of the current street system, identifies priority considerations, and describes future transportation network policies. While most of the street network was identified as being good or excellent based on community feedback, challenges of the future ability of the network to continue operation at these levels were identified. Some of the challenges identified were:

- Limited access onto Highway 160
- Limited connectivity into future land use areas
- Future traffic demands exceed capacity of some current intersections

Beyond the overall transportation section of the Comprehensive Plan, many of the existing plans that were initiated by both the Town of Bayfield and Colorado Department of Transportation (CDOT) to address access control onto Highway 160. Since Highway 160 is a state highway, CDOT involvement is required for any improvements done to intersections along Highway 160. Conversations with CDOT are documented in both the US 160 Access Study for the Town of Bayfield (2015) and the US 160 Traffic Feasibility Study (2014). These documents recommend extensive improvements to the intersection of US 160 and CR501/Buck Highway which were put into place in the last year.

Other recommendations that were made in the Access Control Plan as well as the feasibility studies are still in need of funding and direction. These include:

- Reconfiguration of intersection of CR 507 with US 160 once US 160 is realigned to the south of Gem Village
- Reconfiguration of Bayfield Parkway (west) intersection with US 160 west to be suitable for a signalized intersection
- Commerce Drive, on the north side of US 160, will be limited to ¼ access
- Reconfiguration of Bayfield Parkway East intersection with Highway 160 so as to be suitable for a signalized intersection.

### A.2.1 PLAN RECOMMENDATIONS FOR TRANSPORTATION INVESTMENT

#### Increase placemaking through highway signage and wayfinding programs

- Establish architectural design and location criteria for signs along Highway 160
- Implement a program which will allow increased commercial signage along Highway 160.

#### Develop complete street standards to create walkable and bikeable connections throughout Town.

- Include multi-modal components in all subdivision regulations and street section design standards.
- Provide protected walkway across Highway 160 to reduce the physical and mental barrier that Highway 160 poses to the town.
- Increase safe pedestrian connectivity and circulation between the Elementary, Middle and High schools.

#### Additional and enhanced intersections with Highway 160.

- Execute improvements at intersection with Bayfield Parkway East with Highway 160 to accommodate future development and increased traffic.

#### Identify funding sources to fund transportation improvements impacting Highway 160.

- Evaluate funding sources to assist in the cost-sharing of transportation improvements needed to accommodate future growth such as special improvement districts, grants, low interest loans, and public-private and public-public partnerships.

#### Create resiliency & hazard mitigation strategies that create a sustainable transportation network.

- Identify and pursue engineering and physical projects that provide mitigation for priority transportation related hazards.
- Identify evacuation routes to reduce vulnerabilities while ensuring accessibility through hazard events.

#### Establish an Urban Growth Boundary that identifies future impacts on transportation network.

- Development of a local street network that serves the areas north of US 160 at Bayfield Parkway (West) and Bayfield Parkway (East).

### A.3 ECONOMIC DEVELOPMENT

Many of the economic focused plans that have been done for Bayfield were completed during the Great Recession and therefore have recommendations that are no longer realistic. For example, even though there is currently a shortage of light industrial space across La Plata County, only a fraction of the hundreds of thousands of proposed square footage for light industrial in the 2005 Comprehensive Plan and subsequent amendments is needed to meet this light industrial need. The existing economic plans also call for a balance between encouraging population growth which means economic growth, but there is also a desire to maintain a small town atmosphere and quality of life. How can these conflicting ideas be addressed in future planning efforts?

La Plata County has experienced tremendous population and employment growth since 2000. Total employment growth rates for the County show 47,000 jobs by 2025 which means that over 7,000 jobs will be added to the County in less than 10 years. Where will these jobs go and what will they entail? There is a theory that jobs follow people. Without jobs, population growth is likely to be slow, flat, or declining. Therefore, it is important to grow the population of Bayfield in order to attract more jobs. The Bayfield Economic Development Strategy memo from the La Plata County Economic Development Alliance set a goal of doubling Bayfield's population from 2,500 to 5,000 residents in the next 15-20 years.



According to the Bayfield Economic Demographic profile, 89% of Bayfield jobs are held by residents outside of town. 92% of Bayfield residents commute out of Bayfield with a high percentage commuting to Durango. They live in Bayfield because of the schools, quality of life and lower cost of living and a more rural feel. This situation leads to leakage of sales tax dollars.

In the recent Retail Leakage and Surplus Analysis done for the Town of Bayfield, businesses were evaluated to determine if more or less of specific types of businesses were needed. The surplus businesses included auto part and outdoor power equipment stores along with liquor stores, used merchandise stores and eclectic gift shops. Sectors that were not represented in Bayfield included auto dealers, furniture, home centers, grocery/convenience food and drug stores, clothing, and office supplies.

### A.3.1 PLAN RECOMMENDATIONS FOR ECONOMIC EXPANSION

#### Promote and enhance Bayfield's Agricultural Heritage/rural/small town quality of life.

- Identify and attract industries that preserve and enhance the region's natural and environmental features and are also unique to the region around Bayfield.
- Provide locally produced food to county school districts.
- Develop strategies to protect and diversify Bayfield's agricultural economy.
- Establish and embrace Bayfield's reputation as a supply town and social center for area farmers and ranchers. The Town seems to value rural lifestyle and agricultural heritage which can sometimes cause conflict between growth and loss of agricultural land.
- Improvements to Mill Street and commercial/retail options in concentrated areas close and north of Highway 160 would serve farmer and rancher needs and help preserve its small town feel.
- Having farm to table culinary options in town as well as bed and breakfasts that celebrate the equestrian and agricultural heritage of the area would also promote the small town feel.

#### Highlight Innovative technology and environmental stewardship.

- Increase accessibility of high speed internet and fiber/broadband throughout the community especially into homes, new co-working spaces and public places. This will help further economic and educational growth and increase quality of life.
- Factor in environmental considerations as they play a key role in SW CO economic development activities.
- Encourage amenity migration by promoting Bayfield's clean air, water and scenic views, geo-thermal and solar accessibility.
- Create a technology map showing location of communication/broadband and electric transmission/distribution resources that could support renewable energy and identify gaps in physical and technological areas for renewable energy development.
- Build a business friendly environment for entrepreneurs.
- Become an attractive innovation and technology hub/business incubator for La Plata County. Business could also include artisanal workspace for local crafters and food makers. These types of business will foster economic opportunities locally.

#### Increase the number of light industrial and retail offerings in Bayfield.

- Develop a large industrial park that attracts national retail distribution centers with the intent of becoming a midway supply town between north and eastern parts of Colorado and New Mexico.

- Increase economic self-sustainability by increasing retail, lodging, and services sectors.
- Create and market a stronger Colorado brand.
- When locating light industrial areas in Bayfield, factor in accessibility to highways, airports, public transportation, proximity to executive housing and linkages to complementary firms/suppliers.

**Attract businesses and utilize the educational and support resources available in the County.**

- Educate and train the existing and incoming workforce.
- Establish a regional medical facility in Bayfield to serve more remote parts of La Plata County.
- Utilize existing education and training programs to recruit skilled workers which will provide a diverse workforce for businesses to draw from.
- Partner with Fort Lewis College and SW CO Community College for educated employees, those passionate about the environment and young creative minds who are choosing quality of life over big bucks for jobs. This will also help to develop talent identification, recruitment and retention programs.
- Work closely with SW CO Workforce Center programs to supply the right workers for the incoming industries.
- Provide support to existing and future businesses through the library, chamber of commerce and local colleges. Many businesses surveyed for the La Plata County Economic Strategy Report indicated that they predict a need for more full time employees in order to grow. How do companies in Bayfield do this? Partnerships with the numerous resources that exist for their benefit. Not knowing all the resources that are available is a big part of the problem. The Bayfield Progress Report suggested creating a full time position at the Town that could coordinate information, marketing and recruitment products. The chamber tries to cover this type of position but only as a volunteer.
- Recruit, retain, and grow businesses that support the core values of Bayfield in a business friendly environment.
- Continue to provide “gap” and capital financing and equity for local businesses.
- Work with the companies that are going to know how to support their needs.
- Partner with SW Small Business Development Center to provide technical assistance to existing and potential new businesses.
- Educate businesses on Enterprise Zone Tax Credits and other possible incentives such as sales tax share back.
- Promote existing Bayfield businesses.

**Create resiliency & hazard mitigation strategies that create a diverse economy that can sustain fluctuations in the market.**

**Establish an Urban Growth Boundary that provides sufficient land use classifications for a balanced and sustainable local economy.**

**A.4 LAND USE BALANCE**

A common theme that emerged while reviewing the existing plans was the desire to grow but somehow also maintain the Town’s rural and agricultural heritage. Growth and rural character do not always go together, but with purposeful land use planning, it can be accomplished. Rural character is sometimes identified with larger residential lots and wide open spaces. One way this can be accomplished while still promoting responsible growth is to cluster land uses with increased densities in specific locations and allow open space/agricultural lands to

surround the higher density areas. This concept was not a huge component of the existing land use focused plans such as the 2005 Comprehensive Plan or the subsequent east and west side amendments in 2009 and 2010. The east side comp plan amendment alone called for over 1,100 new residential units spread over 519 acres. This type of sprawl is taxing on not only the transportation network but also on the public utilities necessary to accommodate this type of inefficient development.

The east and west side comprehensive plan amendments also called for a combined 670,000 square feet of commercial and light industrial uses. This type of commercial growth is not realistic, nor is it responsible growth. There are areas of Bayfield that are identified for commercial and light industrial growth which are more realistic in terms of transportation network accessibility and access to public utilities. Non-residential growth needs to occur in these specific areas, which are explored more below.

#### A.4.1 PLAN RECOMMENDATIONS FOR BALANCING LAND USES WITHIN AND AROUND BAYFIELD

##### **Land should be reclassified to ensure a balanced land use pattern that supports cost effective growth.**

- Maintain a rural – urban hybrid through increased residential densities and the preservation of productive agricultural lands.
- Strategically develop light industrial areas to provide local employment opportunities.
- Encourage commercial uses which incorporate and promote Bayfield’s agricultural roots.

##### **Focus on Mill Street as the heart of Bayfield which supports its agricultural heritage.**

- Diversify economic accessibility and consumer base on Mill Street.
- Encourage mixed-use buildings with higher densities and second floor residential in the historic core.
- Develop design standards to identify Mill Street as the historic downtown.

##### **Identify properties which can be strategically redeveloped or transformed to enhance economic development opportunities.**

- Incentivize development in the three existing commerce areas – historic downtown, business center north of Highway 160, and industrial park on east side of town. (See DCI Map)
- Properties already identified as poised for redevelopment are the unused school site on Mill Street and the two parking lots on either end of Mill Street.

##### **Create resiliency & hazard mitigation strategies that create a sustainable land use balance.**

- Identify Bayfield’s Wildland/Urban Interface (WUI) zones and develop appropriate driveway, construction, and fire mitigation policies/standards to mitigate the increased risk in these areas.
- Develop hazard management pre-planning capabilities and capacities to identify dangerous locations and zones of vulnerability.
- Inventory, evaluate, update, and coordinate/standardize physical addressing and GIS data to improve emergency response time.
- Reduce risks to property, environment, and economy from impacts of natural hazards through land use planning, subdivision review, and building codes.

##### **Establish an Urban Growth Boundary that prioritizes future development patterns**

- Future growth should occur where all utility services are available or easily extended.
- Land uses and densities should be determined by the availability of water, sewer, and transportation infrastructure.
- Development should correlate with Census projections for population and economic growth.

## A.5 ENVIRONMENT AND RECREATION

The Town of Bayfield, with the assistance of a planning grant from the Colorado Department of Local Affairs (DOLA) Energy and Mineral Impact Assistance Grant, recently updated the Parks and Recreation Master Plan (2017 POSTR Master Plan). The 2018 Bayfield Comprehensive Plan has included a summary of the recommendations from the 2017 POSTR Master Plan and expanded on them to include implementation strategies and timelines.

Bayfield offers a number of recreational opportunities for its residents and surrounding county residents. The town's softball, youth football and youth soccer programs are well enrolled and popular with the community. In fact, summer evenings when the adult softball league has games have evolved into community gathering events. Furthermore, through discussions with residents and stakeholders, the overwhelming response was that Bayfield's recreation programs are highly valued and appreciated. So much so that there is willingness to pay increased registration fees to ensure the programs longevity.

While programmed activities are important to activate a community, Bayfield is lucky enough to be situated in a geographic region which boasts many natural amenities. Some of these amenities, offering a wide range of year-round activities, are the Los Pinos River, Vallecito Lakes, Wolf Creek and Purgatory Resort ski areas, and easy access to the Weminuche Wilderness, the San Juan National Forest, Navajo Reservoir State Park, and Bureau of Land Management public lands. These public lands offer the full range of outdoor activities from hunting and fishing, to camping and backpacking, to ATV and snowmobiling trails. Bayfield is a hidden gem for outdoor enthusiasts.

### A.5.1 PLAN RECOMMENDATIONS FOR ENVIRONMENTAL & RECREATION ENHANCEMENTS

#### Preserve park system while expanding recreational opportunities.

- Develop hiking and biking trails throughout community along existing recreational corridors.
- Develop Bayfield as a hub of equestrian activities.
- Increase opportunities for access to hunting, fishing, and snowmobiling activities.
- Offer cultural and artistic opportunities and experiences.

#### Capitalize on Los Pinos River as a recreational amenity

- Extend bike and pedestrian path on both sides of Highway 160 along the river.
- Strategically acquire property adjacent to the Los Pinos River to preserve floodplain and future recreational enhancements.

#### Promote Bayfield's environmental and recreational amenities.

- Draw tourists and outdoor enthusiasts to town by promoting Bayfield's healthy outdoor environment.
- Continue partnerships with various government agencies to safeguard the enjoyment of the thousands of publicly owned acres surrounding Bayfield.

#### Create resiliency & hazard mitigation strategies that protect wildlife corridors and restrict development within flood and fire prone areas.

- Inventory and map hazard prone areas and restrict development within those areas.

**Establish an Urban Growth Boundary that identifies future recreation opportunities and level of service for future population.**

- Explore the potential of forming a recreation district that follows Bayfield School District boundaries.
- Establish level of service policies to project increases in facilities, parks, programming, and staffing as the community's population grows.

## A.6 HOUSING

As the cost of living continues to soar in Durango, maintaining the affordability of Bayfield is of paramount importance. When interviewing stakeholders for the Comprehensive Plan, citizen after citizen said they chose to live in Bayfield for two reasons: 1) great schools and 2) affordable housing. The word affordable though has different connotation for different income levels. This is why it is important for Bayfield to diversify its housing stock through lot size as well as unit size and unit type.

### A.6.1 PLAN RECOMMENDATIONS FOR HOUSING DIVERSIFICATION

**Explore the opportunity for rehabilitation or redevelopment of historic downtown residences.**

- Find opportunities to reuse existing structures.
- Identify possible funding assistance for rehabilitation

**Ensure housing remains affordable for all income levels and generation groups.**

- Develop a diverse housing stock ranging from single-family to multi-family and mixed-use buildings.
- Account for up-front costs as well as long-term maintenance and utility costs when considering housing options.

**Prioritize development on already platted lots over greenfield development.**

- Create an inventory map of existing platted lots.

**Create resiliency & hazard mitigation strategies that increase accessibility to housing options.**

- Identify dangerous locations and zones of vulnerability where housing development should be limited or prohibited.
- Develop sheltering and public services strategies for populations impacted by natural hazard events.

**Establish an Urban Growth Boundary that locates housing where infrastructure is most cost-effective.**

- Identify areas to locate higher density residential units to meet future population projections.

# APPENDIX B

## FUTURE NEEDS ASSESSMENT

### B.1 INTRODUCTION

The Town of Bayfield along with its consultant, RG and Associates, LLC (RGA), spent the Fall of 2017 reviewing existing town planning documents, coordinating with local stakeholders and agency partners, and identifying anticipated future needs based on growth and development projections. Understanding and addressing these needs will help ensure that Bayfield continues to be an attractive place for people to live, work, and play. This Future Needs Assessment Report provides a summary of these findings and is based, in part, on the knowledge of subject-matter experts.

Furthermore, the Future Needs Assessment Report incorporates findings identified within the Existing Conditions Report completed earlier in this planning process. For that report, the RGA Team reviewed and incorporated recommendations from over 30 existing plans applicable to growth and development in Bayfield and interviewed 14 community stakeholders. Information gathered from the existing plans and interviews can be found in this report. After existing conditions were understood, the RGA Team set out to identify the future size, composition, and characteristics of the Bayfield community and identify the needs of the future population. This report, the Future Needs Assessment Report, identifies the gap between what exists today, and what future needs may be. The needs identified in this report will help shape recommendations and action steps the town can take to meet these future needs.

This report is crafted to be useable and readable by residents, stakeholders, decision makers, and town staff. Therefore, only summaries of the detailed analysis and research conducted are included in this report. All detailed analysis and data used to create this report will be part of the appendices of the final 2018 Bayfield Comprehensive Plan.

### B.2 UTILITIES & INFRASTRUCTURE

#### B.2.1 ELECTRICITY:

La Plata Electric Association (LPEA) partners with Tri-State Generation and Transmission to provide power to Bayfield and surrounding La Plata and Archuleta counties. There are between 42,000 and 45,000 meters within the service area. Infrastructure to support electric generation includes a combination of above- and below-grade facilities. Infrastructure includes transmission lines, utility poles, and substations. Environmental constraints such as topography and wetlands can make the construction and operation of some facilities more challenging than others. The capacity of current facilities is capable of servicing the future projected population with major facility improvements.

#### B.2.2 TELECOMMUNICATIONS:

There is limited information available regarding existing conditions and future needs of telecommunication services in the area. Conversations with local stakeholders and agency partners indicate that supply is sufficient to

meet current demand. However, in order to attract additional commercial activity, broadband services would need to be upgraded to increase connectivity speed and capacity. Bayfield staff have expressed the desire for new telecommunications lines to be sited either in alleys or below-grade.

#### B.2.3 POTABLE WATER:

The Town of Bayfield Public Works Department provides potable water services to customers in Bayfield town limits and the surrounding areas. A significant portion of the water provided to Bayfield residents is taken from the Pine River and Los Pinos Ditch. The department currently manages 15.5 miles of distribution lines, treatment facility capacity of 2.5 million gallons per day, and 1.7 million gallons of storage capacity. Based on these capacities, the system will have to be expanded to service the projected population growth. The water treatment facility was designed to allow for an expansion up to additional 1 million gallons per day. The capacity and costs are shared between the town and La Plata – Archuleta Water District (LAPLAWD). Historic water usage within the town service area is approximately 250 gallons per day per user in the winter and between 500 and 600 gallons per day per user in the summer. Based on these calculations, the treatment facility can support 7,000 single family equivalents.

LAPLAWD provides potable water to La Plata County and southwest Archuleta County. The service area covers approximately 400 square miles surrounding Bayfield. Much of the district is currently served by well or hauling water.

#### B.2.4 WASTEWATER TREATMENT AND COLLECTION:

The Town of Bayfield provides wastewater collection and treatment services within the Town limits and for the unincorporated community of Gem Village and adjacent areas. The sewer system includes approximately 124,000 linear feet of 8-inch to 15-inch diameter gravity sewer, five lift stations, and approximately 10,100 linear feet of 4-inch and 6-inch force mains. Wastewater is conveyed to Bayfield's wastewater treatment facility, which has a design capacity of 0.6 million gallons per day (Souder, Miller & Associates, 2015). At present, the facility has sufficient capacity, however, as the service area grows, the capacity of these facilities will need to be expanded.

#### B.2.5 STORMWATER COLLECTION:

The Town of Bayfield has built and maintains stormwater conveyance infrastructure including: 77 culverts totaling approximately 4,100 linear feet and 138 storm drain pipes totaling nearly 15,000 linear feet. Although the Town has a significant amount of stormwater conveyance infrastructure a much of it is undersized. For example, 44% of the culverts are smaller than the current minimum standard of 18 inches in diameter and 41% of the drainage pipes are smaller than the current minimum standard of 18 inches in diameter. In addition, a number of culverts and storm drain pipes are silted closed or otherwise obstructed on either the inlet or outlet end, suggesting that more frequent maintenance is required for these pipes.

Stormwater management has increasingly become a greater concern with land development in the Town and surrounding areas. The town has completed a Master Drainage Plan in 2014. The methodology of this plan was predicated on the ability to discharge storm water flow into the many open-air irrigation ditches that weave through the Town. Recently, this has shifted because of the impacts on the water quality of the irrigation water and the ditches capacity to carry flows. While the town will most likely not reach MS4 requirements during the planning horizon, any improvements made associated with stormwater management should take these regulations

into account to minimize additional costs to retrofit assets and infrastructure if, and when, the town reaches this threshold.

#### B.2.6 FUTURE IMPACTS:

New development - regardless of land use type - will require expansion of utilities and supporting infrastructure. As growth build out scenarios are evaluated, it is important to also consider the costs of constructing and maintaining an expanded utility network. The cost of infrastructure actually decreases as density increases because there are more users within each segment, therefore, reducing the per-user cost to that improvement. It may also indirectly reduce the consumption of resources, particularly potable water because residents would have smaller yards and less landscaping to maintain. The greater the amount of utilities and supporting infrastructure that needs to be constructed and maintained to support new development, particularly low-density single-family homes, the greater the potential to increase the tax burden on Bayfield residents.

In particular, expanding water and sewer main lines will be necessary to service new greenfield developments. When those lines are installed, the pipes should be sized appropriately for anticipated future development using that same network so the lines will not have to be replaced/upsized in the future.

Furthermore, while many services are outside of the Town organization, working cooperatively with those agencies to understand growth patterns, serviceability, anticipated land uses, and coordination of installation will increase cost and time efficiencies through the course of the Town's build out.

### B.3 TRANSPORTATION

#### B.3.1 BRIEF BACKGROUND

As described in Chapter 3.0, Community Profile, population projections prepared by the RGA Team anticipate that the Bayfield population will double by 2050. This represents an increase of 2,470 people over 2017 figures for a total of approximately 5,232 people. It can be assumed that employment will also increase during this time. An increase in the residential and employment populations will place additional demand on the existing transportation network.

#### B.3.2 TRAFFIC VOLUMES

With the advent of the "sharing economy" and technological advancements in transportation and telecommunications, the future of transportation is changing. While the personal automobile will continue to be an integral part of living in Bayfield, new employment opportunities closer to home, the ability to work remotely, and bicycling, carpooling, and public transportation options, have the potential to reduce the total number of vehicles on the roadways. This may result in a decrease in existing traffic volumes, particularly during peak travel periods, and may help offset some of the additional traffic volumes introduced as a result of new development and population growth.

Forecasted traffic volumes as well as anticipated behavioral changes were taken into account when determining future needs associated with the Bayfield transportation network. A future traffic count map has been provided in the appendices at the end of this Report.



### B.3.3 HIGHWAY 160 CORRIDOR

There have been numerous plans and studies conducted for the stretch of Highway 160 within Bayfield's future growth area, largely because it serves as the primary travel corridor to and through town. Highway 160 also serves as the commercial center for the town and surrounding areas. In addition, it is the main transportation corridor between Durango and points to the east – even as far as Denver.

### B.3.4 DESIGN PRINCIPLES

The design of a street and its cross section can regulate speed and be used to frame adjacent land uses in a way that either encourages motorists to slow down or speed up. The interest in design principles that encourage people to slow down, get out of their car, or use non-motorized travel modes has increased in municipalities large and small. Conversations with local stakeholders and agency partners have revealed that design principles specific to Bayfield to encourage motorists to slow down would be an appropriate way to help showcase some of the town's attributes, attract additional economic investment, and improve safety.

Within Bayfield's future land use planning area (see Future Land Use Map), the Highway 160 corridor should have a unique identity, design, and function. To achieve this, the town will need to coordinate with CDOT to develop cross sections, intersection signalization timings, and other traffic calming measures that meet the needs of Bayfield but at the same time are also in accordance with CDOT regulations.

The current cross sections, signage, and limited design features along Highway 160 do not encourage travelers to stop to learn about the agricultural heritage, experience the services, or purchase the goods offered in Bayfield. In more residential parts of Bayfield, expansive roadway segments without traffic lights, stop signs, or speed tables encourage higher speeds and decrease safety. A map indicating current street designs has been provided in the appendices at the end of this Report.

### B.3.5 PUBLIC TRANSPORTATION

As described above, there are a considerable number of Bayfield residents who commute to locations outside the municipal limits for their jobs. Also, there are many people from outside of Bayfield who come to Bayfield to work. Given commuting patterns among municipalities along the Highway 160 corridor, there may be an opportunity to expand public transportation options. This would be particularly true as the population and employment base in and around Bayfield continues to grow. The introduction of additional public transportation options would help reduce congestion on identified corridors.

The Southern Ute Community Action Program (SUCAP) currently offers public transportation services between Bayfield, Ignacio, and Durango. As traffic volumes increase along the HIGHWAY 160 corridor, it may be appropriate to coordinate with SUCAP to determine if they are the appropriate organization to provide additional public transportation services. Future development patterns may warrant further exploration of additional public transportation routes.

### B.3.6 FUTURE IMPACTS

The projected population growth will inevitably have impacts on the regional transportation network. Future impacts will include physical wear and tear on roadways as well as the need to upgrade designs, cross-sections, and streetscape design to reflect adjacent land uses and facilitate the safe and efficient movement of vehicles,

bicyclists, and pedestrians. To meet these needs, innovative and creative solutions should be sought which will be functional, yet also ensure the small-town character and agricultural heritage of the Town is upheld.

One issue that needs to be addressed is the inability to cross Highway 160 on foot or bike. As population grows in various neighborhoods of Bayfield, the community will increasingly be bisected – north and south – by Highway 160. Overcoming the physical and mental barrier of crossing Highway 160 by walking or biking will become more Economic Development.

## B.4 ECONOMIC DEVELOPMENT

### B.4.1 BRIEF BACKGROUND

The agricultural and ranching history in and around Bayfield represents a great source of pride for area residents. It has also been an economic driver for the community for many years. In recent decades, the workforce has diversified as the oil and gas industry (and other business sectors) have increased in the region. Not surprisingly, as the population in and around Bayfield has increased so has the provision of goods and services. This in turn has helped attract new residents and businesses. However, the economy has not diversified enough to support sustained population growth, particularly if employment in an individual industry changes as is the case with oil and gas, which has dramatically decreased over the past five years. With its proximity to a wide variety of outdoor recreational activities and its projected increase of approximately 2,470 people by 2050 (see Chapter 2, Community Profile), Bayfield has an exciting opportunity to diversify its economy in ways that capitalize on some of the areas most spectacular resources.

### B.4.2 EMPLOYMENT OPPORTUNITIES

As Bayfield looks to the future, it will be important to consider employment and economic opportunities that are not presently being captured within Bayfield. In addition, it will be important to capitalize on proximity to existing resources and amenities as well as Bayfield's rich agricultural heritage.

Conversations with local stakeholders and agency partners concur with the findings of the 2017 Community Assessment prepared by the Colorado Office of Economic Development & International Trade. The Assessment identifies specific industry sectors which may be appropriate to focus on while developing an approach to diversifying economic activity within Bayfield. Local stakeholders also identified a number of business sectors which could be expanded within the community including:

- Tourism
- Agriculture, farming, and ranching
- Lodging
- Construction
- Education and the arts

### B.4.3 WORKFORCE DEVELOPMENT

As the community grows and primary employment opportunities expand within the existing and future industries, the workforce will need to be adequately trained, professional networks will need to be created, and adequate resources will need to be provided. Recent trends indicate that employers are locating in areas of high quality of life and where there is a skilled and educated workforce. Developing the local workforce will assist in attracting employers.

#### B.4.4 INCENTIVES & PARTNERSHIPS

In order to help Bayfield staff assess current and future needs, it may be appropriate to look into the various financing options that are available to attract new business activities and retain existing ones. Such incentives should address both sides of the needs. The first objective should be to attract, retain, and expand businesses within Bayfield. Secondly, the program must attract, retain, and train a workforce to meet the needs of local businesses.

#### B.4.5 FUTURE IMPACTS

The projected growth in Bayfield will change the economic profile of the Bayfield community. To respond to these changing forces expeditiously, programs and partnerships will have to be refined and fostered. Key partnerships related to economic development efforts are going to be with the Bayfield School District, Pine River Library District, Fort Lewis College, Bayfield Area Chamber of Commerce, Southwest Colorado Community College, Southwest Small Business Development Center, as well as other organizations whose mission is to train, educate, inform, and develop a workforce and businesses. Additionally, there have been a number of potential sectors identified to assist in diversifying the local economy. Now is the time to develop action steps to obtain or grow these priority sectors.

### B.5 LAND USE

#### B.5.1 BRIEF BACKGROUND

A review of existing municipal plans and policies as well as conversations with local stakeholders and agency partners has indicated Bayfield’s desire to increase its residential population while maintaining the Town’s rural and agricultural heritage. This is a trend demonstrated in smaller and traditionally more rural communities across the country. The success of such an undertaking is the result of land use planning that is cognizant of a land use balance appropriate for the setting, sensitive to the needs of various constituents, and supportive of a diverse economy.

#### B.5.2 RESIDENTIAL LAND USE

In order to accommodate projected growth in a cost-effective manner while still preserving the hillsides, ranch lands, and river valley, Table 1 proposes revised residential housing densities that are more aligned with current municipal objectives.

FIGURE B1: EXISTING AND RECOMMENDED LOT SIZES

Classification	Current		Proposed		Local Example
	Density	Lot Size	Density	Lot Size	
Low Density Residential	2 du/ac	20,000sf + lots	2 du/ac	20,000sf avg. lot	Meadowview
Medium Density Residential	3.5 du/ac	Avg. 12,300sf lots	4.5 du/ac	10,000sf avg. lot	Mesa Meadows
High Density Residential	4.5 du/ac	7,500 – 12,500 sf lots	8.5 du/ac	5,000sf avg. lot	Dove Ranch, Fox Farm
Mixed Use		N/A	Varies (residential above commercial)		Mill Street Area

### B.5.3 COMMERCIAL LAND USE

Commercial land uses are primarily concentrated along the Highway 160 corridor and in downtown Bayfield along or near Mill Street. Local stakeholders and agency partners have expressed interest in increasing economic activity along these corridors. Existing businesses provide basic goods and services and some retail and restaurants.

Through outreach efforts, residents and other community members have indicated that they are okay and even embrace the image of being a bedroom community to Durango. This role in the region is integral to Bayfield's heritage and history and, therefore, its future. However, to ensure its long-term financial sustainability and vitality, commercial activity needs to be increased. While residential properties do provide property tax revenue to the town, municipalities across Colorado rely heavily on revenue from sales tax to support public services such as public utilities, infrastructure maintenance, parks and recreational programs, and public safety. Any increase in sales tax revenue is a net positive for Bayfield.

The 2018 Bayfield Comprehensive Plan planning effort identifies primary commercial areas for employment and/or sales tax generation. Because of the limited resource of land, it is imperative that land identified as commercial within the Future Land Use Map is held for such uses to ensure the property provides sales tax revenue to the town. Requests to rezone designated property from commercial or mixed-use classifications to residential only classifications are not supported by this plan.

### B.5.4 INDUSTRIAL LAND USE

Light industrial land uses are currently found in small pockets along Highway 160 and in the southeast area of town along Bayfield Parkway. There is no heavy industrial use in Bayfield. Ongoing outreach activities indicate that heavy industrial use is not desired at this time. However, local stakeholders and agency partners identified the need for a bigger industrial park to house distribution centers (potentially to be sited north of HIGHWAY 160 and east of CR 501). This may also support some small-scale manufacturing.

While there is a need to introduce additional industrial space, it is not anticipated that a considerable amount of developable land would be used for this purpose. New industrial space would be sited in a location with easy access to primary corridors such as Highway 160 for both employees and those businesses moving goods and services. However, larger setbacks and additional landscaping may be appropriate so that these types of land uses do not detract from the visual character of the area.

### B.5.5 AGRICULTURAL LAND USE

Preserving and showcasing Bayfield's rich agricultural heritage is paramount to area residents. While much of the area is steeped in farming and ranching activities, portions of Bayfield have been developed for residential and commercial uses. Such developments are anticipated to continue to the extent permitted by municipal regulations; however, appropriate land management policies will help ensure that designated tracts of Bayfield are maintained for agricultural purposes.

Lands prime for agricultural activities, such as grazing and farming, are identified on the Future Land Use Map and preserved for such uses. Prime lands include soils classified as prime and unique farmlands by the Natural Resources Conservation Service, river corridors, and areas that are accessible to existing irrigation ditches and / or have sufficient water rights. The importance of identifying an appropriate balance between agricultural and other land uses cannot be overstated.

In order to support existing agriculture, and potentially encourage the introduction of new agricultural-related uses, it may be advantageous to explore businesses that would be able to capitalize on proximity to these resources. This may include but is not limited to woolen mills to process sheep fur, hops farms to support Colorado breweries, or meat processing facilities for cattle or other wildlife.

Developing programs which better integrate agricultural activities into the local economy has been identified by stakeholders and agency partners. Such activities may include farm-to-table services, agricultural-related tourism excursions, and incorporating agricultural businesses into educational exhibits and field trips. The introduction of any or a combination of these measures would support environmental stewardship, provide recreational and educational opportunities, help create a more symbiotic relationship between the natural and built environment, and have the potential to increase economic activity.

#### B.5.6 FUTURE IMPACTS

Revenue from sales tax, preservation of agricultural lands, and increasing lifestyle amenities, are vital to a vibrant and thriving community. Striking a balance among these will be important to Bayfield's future. To ensure this balance is met, evaluation criteria are needed to allow decision makers to make sound, informed decisions for the future of Bayfield.

### B.6 HOUSING

#### B.6.1 BRIEF BACKGROUND

The housing stock, regardless of form, must continue to be affordable to a variety of income levels, accessible to all types of families and residents of the future, and be diverse to meet the changing needs of people over time. Current housing trends are heavily influenced by the Baby Boomer generation and the Millennials. Both of these generations are seeking housing options which do not require extensive maintenance, are affordable on a fixed income, do not tie them to a location for long-term, and allow them to achieve other lifestyle choices such as access to recreation, career enhancement, and entertainment. These are people who are choosing places to live based on their lifestyle choices rather than by the location dictated by employment opportunities or family members.

#### B.6.2 FUTURE IMPACTS

As the population shifts, opportunities for all residents to have access to housing that will meet their economic, health, and preferential needs must be provided. The future impact on current housing stock will not only be to expand housing options, but to also explicitly address targeted needs for specific age cohorts. For example, as the population ages, houses will need age-in-place capabilities and be single-story homes.

## B76 ENVIRONMENT & RECREATION

### B.7.1 BRIEF BACKGROUND

In 2017, the Town adopted its first Parks, Open Space, Trails and Recreation Master Plan. The findings of the 2017 POSTR Master Plan concluded with a list of recommendations related to park and open space facilities, guidelines and standards for park facilities and equipment, and a 10-year outlook on capital improvements and staffing needs. Furthermore, the plan resulted in a recommendations map which indicates locations of existing and future park lands, trail connections, and other recreation related facilities. The Composite Master Plan Recommendations map developed through the 2017 POSTR Master Plan is incorporated into the Future Land Use Map developed through this planning effort.

The 2017 POSTR Master Plan provides a section on funding strategies which identifies the following potential funding sources to support the development and expansion of parks and recreation facilities and programs:

- Special District Formation
- GO Bonds
- USDA Rural Development Programs
- Grant Funding
- Program and Rental Fee Increase
- Sponsorship and Naming Rights
- Partnerships
- Dedicated Sales Tax
- Impact Fee Expansion
- Property Dedication

### B.7.2 FUTURE IMPACTS

As is consistent with other areas of this Assessment, as the population grows, additional land will have to be dedicated and available for neighborhood parks, community parks and open space parks. Furthermore, the demands on recreational programs such as soccer, football, basketball, baseball, and softball will increase as the demographic profile of people moving to Bayfield shifts to young families with school-aged children.

## B.8 RISK ASSESSMENT

### B.8.1 BRIEF BACKGROUND

Community risks have been identified, assessed, and inventoried as part of the La Plata County Hazard Mitigation Plan (HMP). That plan, adopted by La Plata County in April 2013, “serves as a tool to help decision makers direct and coordinate mitigation activities and resources, including local land use policies.” (HMP, pg 1-2) The updated 2018 Bayfield Comprehensive Plan will rely on the risks identified and conclusions made in the HMP and applies land use policies to mitigate risks to the extent feasible.

The Bayfield community is susceptible to a number of natural hazards because of the local climate and regional geography. While not all risks can be known, natural hazards that Bayfield could face include severe weather, long-term drought, flooding, and failure of the Vallecito Reservoir dam.

### B.8.2 FUTURE IMPACTS

As the population of Bayfield and the surrounding areas grow, the impact these hazard areas will have on the community will increase. As is trending in many growing communities around the state and county, growth is pushing into wildlands. Based on the growth projection for Bayfield, this reality is all but certain in Bayfield as well.

Understanding the high-risk events and areas will inform future land use policies and development application decisions.

In addition to the natural hazards identified in the HMP such as flooding, wildfire, winter storms, etc, there are numerous oil and gas wells within the town limits or future growth area. As growth pushes into areas where wells currently exist, it will be important to evaluate the risks associated with these facilities. Working with the operators and County staff to adopt adequate setback and development standards associated with the many oil and gas wells in and around the town limits, is one strategy to address this potential conflict.

### B.9 WATER USE EFFICIENCY

While the town currently has sufficient water rights and storage capacity of treated water, they also recognize that this will not always be the case. The town has adopted multiple policies directed at increasing efficient water use as well as limiting water use during droughts and summer months. Currently, the town has watering restrictions which limit outdoor watering and irrigation based on address. In addition, the town has adopted a tiered water rate schedule where increased water use results in exponentially higher rates.

Based on population projections and anticipated growth, the town may not always be in such a good situation with its water. By laying the groundwork now to implement incentives for efficient water use and increase education and awareness, the town can ensure reliable water supply for decades to come. To make progress to this end, the town is currently in discussions with Pine River Irrigation Ditch (PRID), who oversees and manages the water in Vallecito Reservoir, to acquire additional raw water storage rights in the reservoir. By doing so, they will increase their storage capacity and ensure ample storage to meet current daily needs regardless of the Los Pinos River flows. Furthermore, the town is currently in the process of changing use of some of their water rights to municipal use from irrigation use. The water court cases are anticipated to take several more months to complete.

### B.10 SUMMARY

After assessing Bayfield 's future needs, it is clear the town is well positioned to accommodate the projected growth in the community. It is important, though, to establish a clear vision and strategy to keep the town ahead of the needs of the future population. As shown in this report, there are several future needs within each analysis area that require prioritization and action.

During February 2018, the RGA Team worked with town leadership, to refine and confirm the needs presented in this report. After the community provided feedback, the RGA Team drafted recommendations and implementation strategies that were incorporated into the 2018 Bayfield Comprehensive Plan.

# APPENDIX C

## APPROACH

### C.1 INTRODUCTION

This Comprehensive Plan update incorporated information gathered from: Reviewing previous plans, Public and stakeholder interviews (Focus Group Meetings, Community input gathered through the Public Meeting – UNLEASHED effort, Recommendations Open House & Draft Plan Presentation), Social and economic indicators and Other Considerations. Synthesizing all this information RGA was able to update Bayfield’s Comprehensive Plan and incorporate Recommendations and Implementation strategies to help guide the town’s growth strategy over the next 30 plus years.

To ensure all of the necessary information was incorporated into the plan update several preliminary documents were drafted. These included: The Existing Conditions Report, The Future Needs Analysis, Plan Recommendations, and Implementation Strategies. Below is more detail on how this plan went about gathering information, formulating the towns needs, and then creating recommendations and strategies specifically for Bayfield.

### C.2 PLAN REVIEW

The Town has embarked on several planning efforts over the last decade. In fact, the Town of Bayfield, in conjunction with non-profit agencies, county departments, and state economic and mapping divisions, has completed over 30 different studies and/or plans influencing land development and growth policies. The focus of these plans ranged from economic development strategies, to transportation and utility infrastructure expansion, to where housing should locate and how the town should capitalize on its open space and recreational amenities which surround the town. These plans were done in an effort to create a system of managed growth for Bayfield, allowing for an increase in the number of residents and businesses while at the same time preserving the rural and agricultural heritage of the area. The existing plans reviewed are listed below:

<i>Plan / Document Name</i>	<i>Date</i>	<i>Plan / Document Name</i>	<i>Date</i>
Bayfield Economic Development Memo	No Date	Wastewater Collection Analysis	2015
Town of Bayfield Comprehensive Plan	2005	DCI Community Assessment	2015
Comprehensive Plan Amendment – Eastside	2008	US 160 Access Study for the Town of Bayfield	2015
Bayfield Community Profile – DOLA	2009	US 160 Access Control Plan	2015
UC Denver Economic Development Strategic Plan	2009	CEDS La Plata County	2016
Bayfield Economic Development Progress Report	2009	CEDS Regional Overview	2016
La Plata County Comprehensive Plan	2009	La Plata County Business Park Strategy	2016
Comprehensive Plan Amendment – Westside	2010	La Plata Retail Sales	2016
Land Use Code Revised 7/18/11	2011	Southwest Region Economic Overview	2016
Bayfield Infrastructure Design Standards	2012	Bayfield Community Profile – DOLA	2017
Bayfield Construction Specifications	2012	La Plata County Community Profile – DOLA	2017
La Plata County Hazard Mitigation Plan	2013	IT Services RFP	2017
US 160 Traffic Feasibility Study	2014	Three-Mile Plan	2017



Water Master Plan	2014	OEDIT Bayfield Community Assessment	2017
Master Drainage Plan	2014	OEDIT Bayfield CA Presentation	2017
Bayfield and Surrounding Area Demographics	2014	Signage Location & Message Schedule Plan	2017
Retail Leakage and Surplus Analysis	2014	POSTR Masterplan	2017

In reviewing the 30 plus plans that reflect the conditions of Bayfield, eight different areas of interest rose to the top. These areas are:

- Utilities and Infrastructure
- Transportation
- Economic Development
- Hazard Mitigation
- Land Use Balance
- Environment & Recreation
- Housing
- Water Efficiency

### C.3 PUBLIC ENGAGEMENT

#### C.3.1 INTERVIEWS

On July 10<sup>th</sup>, 11<sup>th</sup> and 12<sup>th</sup>, 2017, the planning team interviewed several people who are active in the community either as business professionals, service providers or long time residents and activists of Bayfield. Those interviewed include:

- [\*Laura Lewis Marchino, Executive Director of Region 9 Economic Development District.\*](#)
- [\*Brenna Morlan, Executive Director of the Bayfield Chamber of Commerce and Planning Commissioner\*](#)
- [\*Ron Dunavant, First National Bank Branch Manager, Property owner, long-time resident\*](#)
- [\*Phyllis Ludwig, Schroeder and Bean Ditch Companies representative\*](#)
- [\*Carole McWilliams, Heritage Society volunteer and long time Bayfield resident\*](#)
- [\*Tailwinds Nutrition Staff\*](#)
- [\*Julie Westendorff, La Plata County Commissioner\*](#)
- [\*Derek McCoy, Landowner\*](#)
- [\*Isaac Fleener, Bayfield Realty\*](#)
- [\*Shelly Walchek, Bayfield Library Director\*](#)
- [\*Grant Richards, Homestead Trails developer and manager of Homestead Trails Water Company\*](#)
- [\*Brian Sheffield, Forest Lakes Metro District Manager\*](#)
- [\*Amy Lyons, Superintendent Bayfield School Districts\*](#)
- [\*Roger Zalneraitis, Executive Director of La Plata County Economic Alliance\*](#)

During the course of the interviews, approximately 15 typed pages of notes were taken. All interviewees acknowledged the many plans that had been done for Bayfield and the need to use these plans to guide the future of Bayfield. The following is a summary of the common items mentioned in the interviews.

##### C.3.1.1 QUALITY OF LIFE/PUBLIC AMENITIES

- People move to Bayfield because of the great schools, housing affordability, good weather and outdoor recreational amenities. These all need to be capitalized on.
- Diversification of the housing stock is needed.
- Bayfield is a bedroom community. This image needs to be embraced and celebrated.

- The library is an agent of change and is a community hub for Bayfield. It provides services for all residents from children to seniors. The library also acts as a business center for those working remotely and a place for students to hangout after school
- Bayfield's agricultural heritage should be promoted through farm to table events and equestrian centric activities.
- Wayfinding signage is needed on US-160 to direct motorists to destinations within Bayfield.
- The new performing arts center at the high school is a community asset that needs to be promoted and utilized more.
- Bayfield has a small town feel where people are friendly and willing to help each other. They do not want to see growth change this feeling.
- The Bayfield Recreation Department does a tremendous job with little resources.
- A Recreation District should be created, which follows the school district boundary.
- An actual recreation center is desired in addition to a more diverse offering of activities for youth.

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#### C.3.1.2 ECONOMIC FOCUS

- When talking about Bayfield, the stakeholders indicated that Forest Lakes and developments within 3 miles, are considered to be in the Bayfield community. There is support for creating a three-mile plan and using it to promote a larger market area to attract more employees and employers.
- There is a need for additional light industrial manufacturing. Bigger employers are needed in Bayfield. Bayfield could be a regional distribution hub.
- There is a great entrepreneurial spirit in Bayfield that needs to be educated on business and finance and then promoted to clients and customers. Since people work from home and remotely, a co-working space would be nice.
- Need a more diverse retail base - clothing and food in particular. Sprucing up business facades may help attract more businesses and customers.
- The existing grocery store is not attractive, lacks quality produce, is overpriced and is unwilling to meet the needs of the community. However, without a larger population or economic draw (bigger businesses) a new grocery store, or a national chain, cannot be supported in town. Town needs to focus on increasing rooftops to increase commercial opportunities.

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#### C.3.1.3 TRANSPORTATION/INFRASTRUCTURE/DITCHES

- There is a lack of understanding as to the costs associated with development and an expectation that the Town should bear those costs.
- Highway 160 poses many challenges including lack of controlled intersections, being a physical and mental barrier between the northern and southern portions of Bayfield, and fosters high traffic speeds through town.
- Ditches are an amenity to Bayfield, but have seepage problems and are misused. There are differing opinions on whether the ditches should be piped or left open and treated as "water features".

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#### C.3.1.4 LAND FOCUS

- Many landowners have an unrealistic price point for their land which is preventing more growth because they won't sell for a reasonable price.

- A small boutique style hotel or bed and breakfast is needed. Residents need a place for visiting relatives to stay and sports activities bring families that need a place to stay overnight.

### C.3.2 FOCUS GROUPS

In November of 2017, the RGA Team conducted four focus group meetings with local stakeholders and agency partners to discuss existing and anticipated conditions as they relate to individual analysis areas. The four areas discussed were Economic Development, Transportation, Utilities, and Land Use and Housing. Information about each meeting is provided below, however, full participant list and meeting notes will be a part of the 2018 Bayfield Comprehensive Plan. Findings of these meetings have been incorporated, to the extent feasible and appropriate, into the future needs identified throughout this Assessment.

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#### C.3.2.1 ECONOMIC DEVELOPMENT

This meeting was attended by representatives or owners of Bayfield businesses. The conversation paid particular attention to the agricultural heritage of Bayfield, business and service types Bayfield currently lacks, and future needs and opportunities.

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#### C.3.2.2 TRANSPORTATION

This meeting was attended by representatives from the Colorado Department of Transportation (CDOT), public transportation service providers, public works staff, and supporting agencies. Attendees were able to provide valuable insights into the current problem areas, future needs, and financial challenges of providing for the changing transportation needs of Bayfield residents and workers.

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#### C.3.2.3 UTILITIES

This meeting was attended by representatives from the La Plata Electric Association (LPEA), La Plata Archuleta Water District (LPAWD), and Bayfield's public works office. Attendees shared improvements and upgrades planned by each utility and identified possible challenges they face in the future.

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#### C.3.2.4 LAND USE AND HOUSING

This meeting was attended by representatives from Evenings Porch, Homes Fund, Pine River Library District, and a resident who shared her struggles with finding affordable housing. The conversation paid particular attention to existing land use, Bayfield's rich agricultural heritage, potential build out scenarios, and existing and projected housing needs.

### C.3.3 PUBLIC MEETINGS UNLEASHED

One of the most essential elements in the development of a comprehensive plan or associated update is public outreach. The first public outreach effort, Public Meetings - UNLEASHED, was conducted between December 22, 2017 and January 12, 2018. UNLEASHED was a series of graphically rich neighborhood preference surveys in the form of 24" x 36" boards that were strategically placed throughout Bayfield to gather feedback to better understand how residents envision future conditions. Six different surveys were developed, one for each of the Bayfield neighborhoods identified in Sec. 2.5 Neighborhood Development above.

Surveys included questions associated with land use, housing types, street design, walkability, and amenities. In total, 107 surveys were completed. A complete analysis of the responses to these preference surveys are provided at the end of this Appendix.

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#### C.3.3.1 NORTH BAYFIELD

This neighborhood is north of Highway 160 and east of the Los Pinos River. The predominant characteristic of this neighborhood is single-family homes on lots ranging from 5,000 square feet to over 1 acre. This neighborhood is also home to three of the town's five schools (high school, middle school and elementary school which is under construction).

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##### SURVEY RESULTS

There were 88 respondents who answered questions about the North Bayfield Neighborhood totaled however, not all answered each question, or ranked each item within the question. Based on the number of votes received, 'Large Lot Single Family Homes' were the most desirable future land use for this neighborhood and apartment buildings were the least desirable. When asked to rank four images to identify which street design directly related to the functions and uses of adjacent properties, the option that was rated most desirable was 'Complete street with bike lane, median and detached sidewalk', and least desirable was 'Minor access road with no sidewalk'. For most desired way for respondents to get to a destination without using a car, multi-use trails are the most desirable, while 'streets with no sidewalk' was ranked the least desirable. In regards to things to do and places to go, neighborhood parks was ranked most desirable and tennis courts least desirable. In the general comment areas on the survey, the following ideas were provided: Pickleball courts, a grocery store, more options for dining and bars, and recreation activity access.

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#### C.3.3.2 NORTHEAST BAYFIELD

This neighborhood is north of Highway 160 as it curves to the north and extends up the hillside. This neighborhood consists of vacant land with the greatest potential to develop in the near future. Furthermore, this neighborhood is a "blank slate" where the community can influence its future character and design.

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##### SURVEY RESULTS

The total number of respondents who answered questions about Northeast Bayfield totaled 72; however, not all answered each question, or ranked each item within the question. 'Mixed use (commercial with residential above)', was ranked as the most desirable future land use for this neighborhood. 'Distribution Center' was the least desirable future land use for this neighborhood. When asked to rank four images to identify which street design directly related to the functions and uses of adjacent properties, the option that was rated most desirable was 'Complete street with median, bike lane, sidewalk, and raised crosswalk'. The item ranked least desirable was 'Street with no sidewalk'. When asked to rank the most desirable building design for the future of the neighborhood, 'Modern mixed use buildings' was ranked the most desirable followed closely by single family homes. The item rated least desirable was 'Historic downtown buildings'. When asked to rank residents' needs for things to do and places to go 'Entertainment (movies, arcade, theatre)' was rated most desirable and outdoor playground least desirable. Finally, residents listed other options for things they would like to see in the neighborhood including: a connection from the North to the South side of Highway 160, a dog park, community pool/recreational center, more dining options, and community gardens.

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### C.3.3.3 HIGHWAY 160 CORRIDOR

This neighborhood consists of property adjacent to and accessible from Highway 160 running the entire east-west length of the Bayfield community, including Gem Village. The predominant characteristic of this neighborhood is the existing auto focused retail and service uses (gas stations, grocery store, hardware store). This area also consists of large setbacks from the highway and a minimum number of access points due to the speeds and function of Highway 160.

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#### SURVEY RESULTS

There were 73 respondents who answered questions about the Highway 160 Corridor; however, not all answered each question, or ranked each item within the question. For land uses, 'Grocery store' was ranked most desirable and office complex was ranked the least desirable. When asked to rank the types of job opportunities that should be encouraged in this neighborhood Retail was rated most desirable and Manufacturing tied with tourism for the least desirable. In terms of building design 'Mixed use/Multi purpose' was ranked the most desirable and Historic least desirable. When asked to rank residents' needs for things to do and places to go Entertainment was ranked most and Auto Service least desirable. Finally, residents listed other options for things they would like to see in the neighborhood including: river access, teen center, community garden, affordable dining, farmers market/grocery store, larger and safer crosswalks, and improved signage at West and East sides.

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### C.3.3.4 SOUTHEAST BAYFIELD

This neighborhood has the highest variability between land uses. It includes large lot single-family homes, small lot single-family homes, multi-family homes, and industrial uses. Furthermore, this neighborhood has a number of agricultural properties that should remain as such in the future while other parcels are poised for redevelopment. The neighborhood is bordered by national forest land to the east, Buck Highway to the west, and Highway 160 Business Loop to the north.

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#### SURVEY RESULTS

A total of 69 people answered questions about the Southeast Bayfield neighborhood. When asked what the most desirable future land use for this neighborhood would be, 'Single Family homes' was rated most desirable, and Light industrial land uses such as mini-storage and small manufacturing were rated least desirable. When asked to rank four images to identify which street design directly related to the functions and uses of adjacent properties, the option that was rated most desirable was 'Street with attached sidewalk', and 'Rural road' was least desirable. When asked the desired way for respondents to get to a destination without using a car, multi-use trail was the most desirable, while 'streets with no sidewalk' was ranked the least desirable. When asked to rank residents' needs for things to do and places to go neighborhood parks was ranked most desirable and strip retail was ranked least desirable. Finally, residents listed other options for things they would like to see in the neighborhood including: Community gardens, bike and walk paths along Buck Highway, community pool and recreation center, and open spaces for multi-use.

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### C.3.3.5 DOWNTOWN BAYFIELD

This neighborhood encompasses historic downtown Bayfield with Buck Highway on the east and the Pine River Rodeo Grounds on the west. Town Hall, the fairgrounds, traditional single-family homes, and areas for river recreation and a downtown experience are staples of this neighborhood.

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#### SURVEY RESULTS

There were 66 respondents who answered questions about the Downtown Bayfield neighborhood however, not all answered each question. When asked to rank which land use should represent the desired character of the neighborhood in the future, 'Historic downtown' was ranked most desirable. Residential re-use, including bed and breakfasts, was ranked least desirable. In regards to street design, the option that was rated most desirable most often was the existing Mill Street. The item ranked least desirable most often was 'Rural Road'. When asked the desired way for respondents to get to a destination without using a car, 'Retail sidewalk' was rated the most desirable, and detached sidewalks were rated least desirable. When asked to rank residents' needs for things to do and places to go 'Plaza with gathering space' was ranked most desirable and movie theater was ranked least desirable. Finally, residents listed other options for things they would like to see in the neighborhood including: extending bike lanes and walk lanes down Buck Highway, community center/community pool, sports bar, and better advertisement for the historic area along Highway 160 with improved signage and access.

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#### C.3.3.6 SOUTHWEST BAYFIELD

This neighborhood includes land on both sides on Highway 160 extending from the eastern edge of Gem Village to the Los Pinos River. On the south side of 160, this neighborhood extends past the river to the Downtown Neighborhood, providing significant access to the Los Pinos River. Further, this neighborhood offers a variety of housing types on larger lots as well as several agricultural based properties.

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#### SURVEY RESULTS

A total of 64 people answered questions about the Southwest Bayfield; however, not all answered each question. When asked to rank which land use should represent the desired character of the neighborhood in the future, 'Rural residential on large lots' was ranked most desirable and 'Small lot single family residential' as least desirable. When asked to rank four images to identify which street design directly related to the functions and uses of adjacent properties, the option that was rated most desirable was 'Street with sidewalk and landscaping'. 'Rural Road' ranked least desirable. In terms of the desired way for respondents to get to a destination without using a car, 'Multi-use trail' was rated the most desirable and 'Street with no sidewalk' was rated least desirable. Residents' ranking of needs for things to do and places to go put 'Walking trail along river' as most desirable and 'neighborhood park' as least desirable. Finally, residents listed other options for things they would like to see in the neighborhood including: Improved river access, community pool, gun range, cross-country ski track, bed and breakfasts, and condos for tourism.

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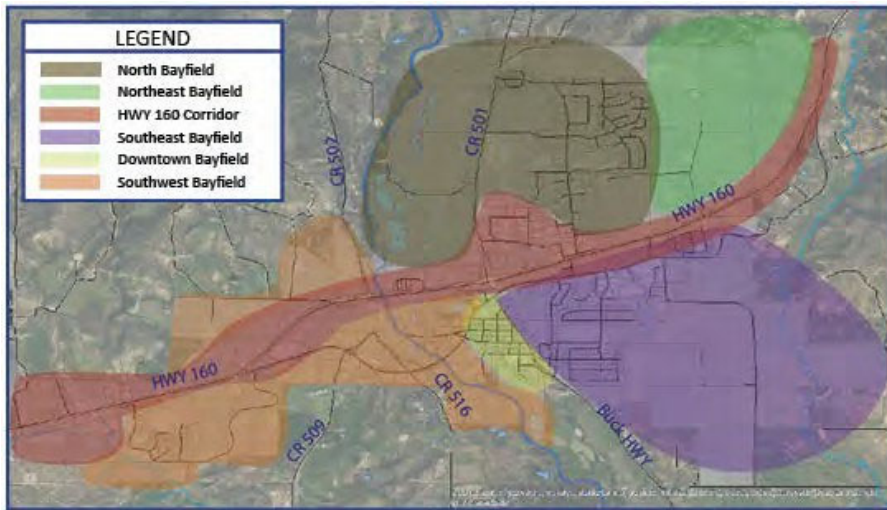
#### C.3.3.7 NEIGHBORHOOD DEVELOPMENT

Findings from the research and meetings conducted by the RGA Team indicated that the future needs of Bayfield are topical and geographical. This led to the creation of separate geographic areas, or neighborhoods, which will allow existing and future Bayfield staff and leaders as well as developers, to have specific guidelines to follow when planning for new growth within specific neighborhoods.

Neighborhoods were identified based on existing and anticipated future conditions across Bayfield and take into account environmental constraints, development potential, land use patterns, utilities, infrastructure, and accessibility, among others.

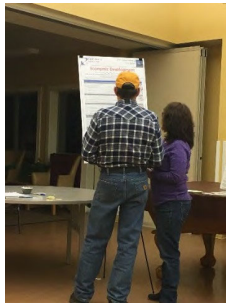
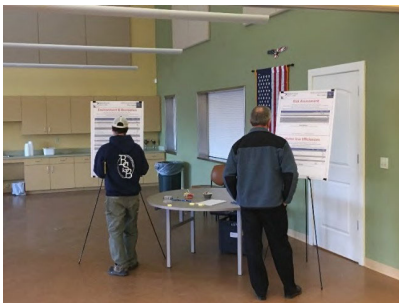
Identified neighborhoods are presented in Figure C-1 and include (1) North Bayfield, (2) Northeast Bayfield (3) Highway 160 Corridor, (4) Southeast Bayfield, (5) Downtown Bayfield, and (6) Southwest Bayfield. Neighborhood-specific future needs are identified within each analysis area within Chapter 4 of this report.

FIGURE C-1: BAYFIELD NEIGHBORHOODS:



C.3.4 RECOMMENDATIONS OPEN HOUSE

Following the development of recommendations, the community was invited to an open house where they were able to view and prioritize each recommendation and strategy for each topic area. Twenty-two residents attended the open house on March 1, 2018 and shared their priorities, comments, input and feedback. Analyzing the input received from this meeting resulted in changes to the recommendations and influenced the timeframe to implement each strategy.



*Pictures from Recommendations Open House on 3/01/2018*

### C.3.5 DRAFT PLAN PRESENTATION

On March 21, 2018, the RGA Team held one last public outreach effort – a Town Hall style presentation. with the Bayfield residents where the overall project approach, public engagement, approach and methodology, recommendations, and strategies were presented and discussed.

## C.4 SOCIAL AND ECONOMIC INDICATORS

Demographic profile and population characteristics are excellent indicators of population needs. For example, an aging population has a very different set of housing, health care, and activity needs than families with two incomes and school-aged children. Projecting the future population and the characteristics of that population will indicate the types of future services, housing, employment, and public programs necessary to meet the needs of that future population.

### C.4.1 POPULATION GROWTH

Using existing population data available through the Colorado Department of Local Affairs' (DOLA) State Demographer's Office and US Census Bureau, the RGA Team projected Bayfield's population at the planning horizon – 2050 – using the town's proportionate share of La Plata County's projected growth. The planning horizon is the year used as the theoretic total buildout year to guide an implementation strategy and specific action steps. The RGA Team employed a ratio method to project Bayfield's future population by increasing the town's share of La Plata County's population over the next 30 plus years. This model was chosen because as Durango becomes less affordable and over-crowded, and as Bayfield offers more personal services (ie barber shop, nail salon, grocery store, bank, etc) and employment opportunities, an increasing amount of people moving to La Plata County will choose to live in Bayfield. A Community Profile is provided within this report and a full analysis of the demographic breakdown through the planning horizon will be a part of the 2018 Bayfield Comprehensive Plan.

### C.4.2 HOUSING NEEDS

Using housing metrics gathered from US Census and DOLA datasets, existing house characteristics were developed, and future needs were calculated. Based on the population forecasts through 2050, the planning horizon for this plan, the Town will have to, on average, construct 34.2 dwelling units annually adding a total of 1,367 dwelling units in that span. It will be imperative that the types of dwelling units diversify in Bayfield to meet the future needs of the changing demographics. This should result in more multi-family options for residents, greater economic access to homeownership, and housing options such as rentals, condos, and other housing types that span the spectrum as driven by the market. Looking at the proposed future land use map, there is sufficient land area allocated to provide the anticipated housing units. Rather than simply approving housing as it is proposed, the Town should track the types of housing and encourage a diverse housing stock to ensure the future needs will be adequately met before the market is saturated and future needs are met.

### C.4.3 AGE/RACE/ETHNICITY CHARACTERISTICS

In Bayfield, the population in each age cohort increased between 2000 and 2010 (see Figure 4). The most significant growth occurred in the 25 years of age to 34 years of age and 55 years of age to 64 years of age cohorts. Other notable growth occurred in the 9 years of age and younger and 65 years of age and older cohorts.



In 2000, the 25 years of age to 44 years of age cohort represented the greatest share of the La Plata County population (approximately 28.9%). This decreased to approximately 26.0% in 2010. In 2010, the 45 years of age to 64 years of age cohort represented the greatest share of the La Plata County population (approximately 30.0%). This represents an increase of almost 5.0% from 2000. In addition, the share of those in the 65 years of age and older cohort increased from approximately 9.4% to 11.8% between 2000 and 2010. The share of those 18 years of age and younger decreased from approximately 22.6% to approximately 20.4% during the same period (DOLA, 2017).

In order to derive age characteristics for Bayfield through 2050, DOLA and the RGA Team assigned the percentage growth identified for each age cohort in La Plata County to Bayfield. As demonstrated in Table 3, the 45 years of age to 64 years of age cohort is projected to represent the greatest share of the total population in 2050, followed by the 25 years of age to 44 years of age cohort. More than 20.0% of the population is projected to be 65 years of age and older.

As described in the 2017 Bayfield Demographic and Economic Profile prepared by DOLA, in-migration to Bayfield and La Plata County will be driven, in part, by the need to replace workers who are aging out of the labor force. In addition, the expansion and diversification of the economy is likely to attract younger, working families to the area. This would also increase the number of children in the area.

#### C.4.4 EDUCATIONAL ATTAINMENT

FIGURE C-2: EDUCATIONAL ATTAINMENT BY AGE:

Age Cohort	Percent of Total 2050 Population	Town of Bayfield	La Plata County
Under 18 years	19.2	1,005	18,286
18 to 24 years	9.6	503	9,153
25 to 44 years	24.4	1,277	23,232
45 to 64 years	25.2	1,320	24,016
65 years and over	21.5	1,126	20,490
<b>TOTAL</b>	<b>100.0</b>	<b>5,232</b>	<b>95,177</b>

Educational attainment is measured for the population 25 years of age and over. It should be noted that educational attainment does have the potential to influence ones employment sector and earnings but it should not be considered as the primary factor.

Information retrieved from the 2011-2015 5-year American Community Survey (a division of the U.S. Census Bureau) concludes that a greater share of Bayfield residents have obtained either a high school diploma or equivalent, attended some college, or attained an associates degree than residents of Colorado overall. The share of those who have earned either a bachelor's or graduate / professional degree in lower in Bayfield than in Colorado overall (DOLA, 2017).

The Bayfield School District is comprised of four schools: one primary, one elementary, one middle, and one high school. An intermediate school to be sited adjacent to and south of the middle school is currently under construction. During the 2014 - 2015 academic year, staff for the district included 92 teachers, 15 paraprofessionals, three counselors, 17 school support specialists, and other personnel such as nurses, custodians, and grounds keepers, among others. The district offers a range of programs to meet the needs of a diverse student

body including those for gifted students and those for whom English is a second language. The school board has five members.

Bayfield Elementary School was constructed in 1988 and expanded in 1996. The building is 52,875 square feet and is located on 12 landscaped acres. During the 2014 - 2015 academic year, there were between 92 students and 124 students enrolled in the primary and elementary school grades. Due to growing enrollment, Bayfield Early Education (preschool) and kindergarten are currently located in the 'old' middle school. A new Intermediate School which will serve grades three through five is currently under construction just south of Bayfield Middle School. In 2016, the district received a Building Excellent Schools Today grant from the State of Colorado Department of Education in the form of approximately \$8.6 million to fund, in part, renovations and updates to the school. Once complete, it will serve kindergarten through second grade. A portion of improvements will also be paid for by local bonds.

Bayfield Middle School serves grades six through eight. The school, which previously served as the high school, was constructed in 1976 and was renovated and expanded in 2001. The building is 67,961 square feet and is located on 235 acres. Lands associated with the school include a football field, baseball field, and playground. During the 2014 - 2015 academic year, there were between 92 students and 117 students enrolled in the middle school grades.

Bayfield High School was constructed in 1996 and the associated athletic facility was constructed in 2000. The building is 84,680 square feet and is located on 44 acres. Lands associated with the school include a state-of-the-art, all-weather track and stadium.

During the 2014 - 2015 academic year, there were between 82 students and 113 students enrolled in the high school grades (Bayfield School District, n.d.).

#### C.4.5 INCOME

Colorado has a notably greater share of households earning below \$39,999 than Bayfield (see Figure 5). Conversely, Bayfield has a notably greater share of households earning between \$50,000 and \$124,999 than Colorado overall. High income households, those earning more than \$150,000, represent a greater share of Colorado households than Bayfield (DOLA, 2017).

#### C.4.6 EMPLOYMENT

In 2015, total La Plata County employment was estimated to be 33,981. This represents an increase of more than 2,500 jobs since 2011 but is still slightly less than reported prior to the pre-recession peak. The following provides a summary of current employment conditions and wages for Bayfield and La Plata County.

Share of Jobs by Industry. The most significant job gains have been in the construction, health services, accommodation and food, and professional and technical services sectors. While construction jobs increased notably between 2011 and 2015, they are still 750 jobs less than prior to the recession.

Bayfield has a notably greater share of people employed in the government, construction, retail trade, administrative & waste services, wholesale trade, and mining sectors than La Plata County. Employment in all other sectors is less than that of La Plata County (DOLA, 2017).

## C.5 OTHER CONSIDERATIONS

### C.5.1 RESILIENCY

The La Plata County Hazard Mitigation Plan (April 2013) states that Bayfield is susceptible to a range of natural hazards from flooding to wildfires to extreme storm events. Such events have the potential to adversely impact infrastructure and social networks. They may also potentially result in long-lasting effects on the economy.

By all accounts, resiliency is acknowledging that hazards are inevitable, mitigating potential impacts to the greatest extent feasible as appropriate, anticipating ancillary impacts of individual events, and implementing geographically specific plans that will help get vital networks and systems back online in an expeditious fashion to pre-event status.

To become a resilient community, there are a number of strategies that can be used to reduce risk and exposure. These strategies include lowering levels of risk, reducing levels of vulnerability, facilitating ongoing and coordinated planning efforts with service providers, governing agencies, and other appropriate parties, strengthening informal social networks, and planning at the appropriate scale. In order to become sustainable to the greatest extent feasible, it is appropriate to consider strategies that cover the full spectrum of hazards and resiliency, both those natural and man-made.

The Existing Conditions, Recommendations, and Implementation Chapters of this plan take these strategies into account and incorporate resiliency into each analysis area.

### C.5.2 WATER USE EFFICIENCIES

An ample supply of high quality potable water is essential to all people and communities. Water quality is attained by careful treatment techniques to treat any anomalies within the raw water supply and by ensuring the health of the watershed. In the Rocky Mountain West, municipal water supplies generally consist of snow pack gained during the winter months. Bayfield is no different. The town's water supply comes from snow pack which recharges Vallecito Reservoir approximately 16 miles north of Bayfield and its contributing watershed. The natural conveyance of the town's water includes spring runoff, Vallecito Reservoir, and the Los Pinos River. By maintaining and managing a healthy watershed, treatment costs may be reduced – especially if natural hazards such as fire, flood, or disease, destroy the natural environment.

Once the water is pumped from its natural conveyance system of watersheds, reservoirs, rivers, creeks and streams, it must be treated. By managing the watershed, the cost of treatment may be reduced. As the amount and diversity of natural contaminants and other point- and non-point source pollutants is increased in the water supply, the cost to treat that supply for potable water also increases and treatment techniques change.

The Existing Conditions, Recommendations, and Implementation Chapters of this plan take these strategies into account and incorporate water use efficiencies into each analysis area.

## C.6 NEEDS ASSESSMENT

The Future Needs Assessment incorporates findings identified within the Existing Conditions Report completed earlier in this planning process. For that report, the RGA Team reviewed and incorporated recommendations from over 30 existing plans applicable to growth and development in Bayfield and interviewed 14 community stakeholders. Information gathered from the existing plans and interviews can be found in this report. After existing conditions were understood, the RGA Team set out to identify the future size, composition, and characteristics of the Bayfield community and identify the needs of the future population. This report, the Future Needs Assessment Report, identifies the gap between what exists today, and what future needs may be. The needs identified in this report will help shape recommendations and action steps the town can take to meet these future needs.

This report is crafted to be useable and readable by residents, stakeholders, decision makers, and town staff. Therefore, only summaries of the detailed analysis and research conducted are included in this report. All detailed analysis and data used to create this report will be part of the appendices of the final 2018 Bayfield Comprehensive Plan.

The future needs were evaluated, analyzed and brought to the public for input and feedback multiple times while they were being formulated and refined. Those discussions resulted Recommendations and Implementation Strategies to guide the town in its land use decisions and growth strategies through the planning horizon.



# APPENDIX D

## PREFERENCE SURVEY RESULTS

### D.1 INTRODUCTION:

One of the most essential elements in the development of a comprehensive plan or associated update is public outreach. The first public outreach effort, Public Meetings - UNLEASHED, was conducted between December 22, 2017 and January 12, 2018. UNLEASHED was a series of graphically rich neighborhood preference surveys in the form of 24" x 36" boards that were strategically placed throughout Bayfield to gather feedback to better understand how residents envision future conditions. Six different surveys were developed, one for each of the Bayfield neighborhoods identified in Sec. 2.5 Neighborhood Development above.

Surveys included questions associated with land use, housing types, street design, walkability, and amenities. In total, 107 surveys were completed. A complete analysis of the responses to these preference surveys are provided at the end of this Appendix.

### D.2 GENERAL RESPONDENTS:

- Over 60% of respondents are between the ages of 31-60 years old.
- 92.66% of respondents own their home.
- Some of the most frequent comments received across all neighborhoods relate to:
  - Pickle ball courts
  - Community gardens
  - Dog park
  - Access to and path along the river
  - Grocery store / farmers market
  - Community pool / Recreation center

#### D.2.1 NORTH BAYFIELD NEIGHBORHOOD:

- Large lot single family homes are highest priority land use.
- Apartments and attached townhomes are not desirable – with well over 50% of respondents ranking these two either a 3 or 4. (townhome = 66.2%; Apartment = 77.47%)
- Suburban roads with attached sidewalks are the preferred street design in this neighborhood (82.5% of respondents ranked it either a 1 or 2).
- 50.67% of respondents ranked complete streets as most desirable while over 25% ranked the same image as their least desirable.
- Over 90% of respondents ranked attached streets or complete streets as their most desirable.
- Respondents ranked multi-use path, not within road right-of-way, as most desirable way to walk between destinations.
- Detached sidewalks were the second highest desirable means with 71.06% ranking it either a 1 or 2.
- Streets without any sidewalk are the least desirable design in the North Bayfield Neighborhood.

- Neighborhood parks and recreational fields are the highest desirable activities and places within the North Bayfield Neighborhood.
- Multiple respondents identified pickle ball courts in the comments section as desirable in this neighborhood.

#### D.2.2 NORTHEAST BAYFIELD:

- Mixed use buildings were the highest desirable land use in Northeast Bayfield receiving 49.23% of the respondents ranking it 1.
- Small lot single-family residential was evenly distributed between ranks 1, 2, and 3. (39.39%, 21.21%, and 24.24%, respectively.)
- Distribution centers were the least desirable (54.24%).
- Complete streets and streets with attached sidewalks were, again, the highest priority street design.
- Once again, no sidewalks was the least desirable design with 74.58% of the respondents ranking it a 4.
- The most desirable building designs were modern mixed use and single-family homes.
- Historic downtown building design was the least desirable with 34.92% of the respondents ranking it a 4.
- Create a transition in land uses between North and Northeast Neighborhoods.
- Most desirable things to do were entertainment uses with outdoor playgrounds second most as well as least desirable uses.
- Stand alone restaurant and personal services were second and third, respectively, most desirable.

#### D.2.3 HIGHWAY 160:

- Retail job opportunities are the most desirable with 77.62% ranking it either a 1 or 2.
- Co-Working space ranked the next highest with 32.2% ranking it a 3.
- When compared to the other two options, manufacturing and tourism jobs received, in general, ¼ of responses ranking it 1, 2, and 3 while over 30% of respondents ranking these two as least desirable.
- The most desirable building design was mixed-use / multi-purpose with 40.63% of respondents ranking it as most desirable.
- The second highest desired design was historic downtown. However, over 37% of respondents ranked historic downtown as least desirable.
- Entertainment and restaurants were clearly the most desirable things to do in this neighborhood.
- Least desirable was auto services.

#### D.2.4 SOUTHEAST BAYFIELD:

- The most desirable land use, receiving 63.64% ranking it a 1, is single-family homes.
- Least desirable land use was light industrial with 50.91% respondents ranking it a 4.
- Most desirable street design was split between attached and detached sidewalk, but detached sidewalk was the second most desirable design.
- Rural roads were the least desirable with 72.22% of the respondents ranking it a 4.
- The most desirable means of walking between destinations are multi-use paths, outside of street rights of way.
- Second most desirable means is detached sidewalks.
- 65.08% of respondents ranked neighborhood parks as most desirable.
- Stand alone restaurants were the second most desirable thing to do.

#### D.2.5 DOWNTOWN:

- The most desirable land use was a historic downtown.
- Residential re-use and mixed use buildings were the next most desirable land uses in the Downtown Bayfield Neighborhood.
- The existing design of Mill Street was the most desirable street design with a multi-purpose median design coming in second.
- An image of a complete street received the second highest 1 and 2 rankings indicating that these were desirable in this neighborhood.
- Again, multi-use trails were ranked most desirable means of connecting destinations.
- 72.88% of respondents ranked retail sidewalk a 1 or 2, making it the most desirable means to increase walkability.
- Plaza with a gathering space was ranked the most desirable thing to do followed by restaurants.
- Offering festivals in the downtown was ranked as the least desirable in the survey.

#### D.2.6 SOUTHWEST BAYFIELD:

- Rural residential uses and agricultural/ranching uses are the most desirable land uses in this neighborhood.
- Campgrounds and recreation areas were also a desirable use.
- Streets with attached sidewalks was the most desirable street design.
- As evident throughout the town, multi-use trails are most desirable followed by detached sidewalks.
- The most desirable things to do in this neighborhood were identified as a walking trail along the river and river access for recreational purposes.

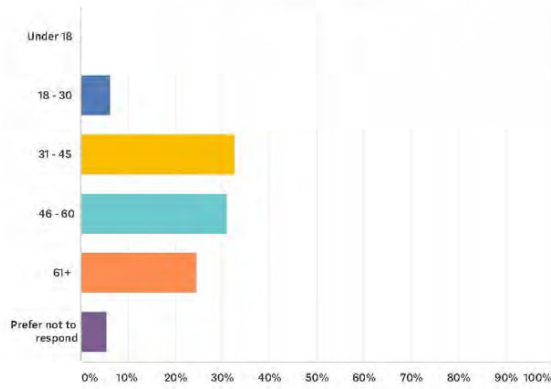
#### D.3 COMPLETE PREFERENCE SURVEY RESULTS:

The following pages contain a complete summary of the survey results including number of responses, charts and tables based on total tabulations received prior to February 18, 2018.



### Q1 What is your age?

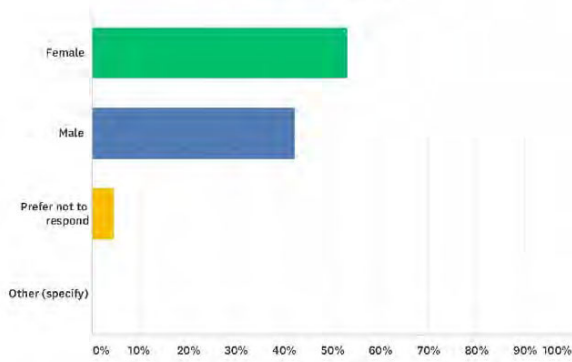
Answered: 110 Skipped: 1



ANSWER CHOICES	RESPONSES	
Under 18	0.00%	0
18 - 30	6.36%	7
31 - 45	32.73%	36
46 - 60	30.91%	34
61+	24.55%	27
Prefer not to respond	5.45%	6
TOTAL		110

### Q2 What is your gender?

Answered: 109 Skipped: 2

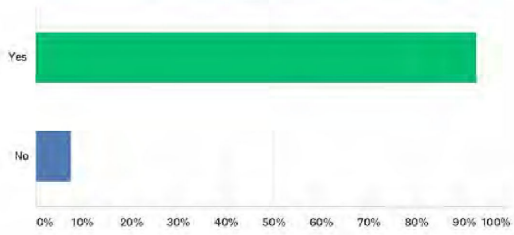


ANSWER CHOICES	RESPONSES	
Female	53.21%	58
Male	42.20%	46
Prefer not to respond	4.59%	5
Other (specify)	0.00%	0
TOTAL		109

#	OTHER (SPECIFY)	DATE
	There are no responses.	

### Q3 Do you own your place of residence?

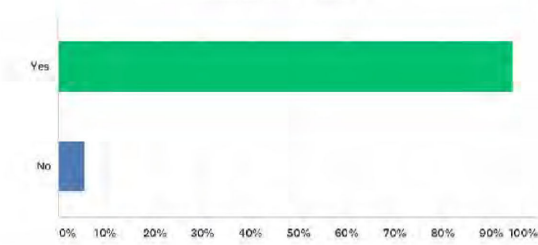
Answered: 109 Skipped: 2



ANSWER CHOICES	RESPONSES	
Yes	92.66%	101
No	7.34%	8
TOTAL		109

### Q4 Do you consider yourself a Bayfield resident?

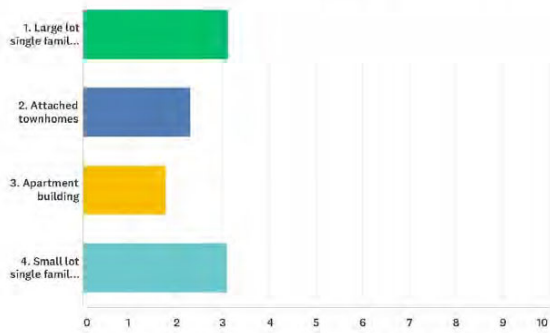
Answered: 109 Skipped: 2



ANSWER CHOICES	RESPONSES	
Yes	94.50%	103
No	5.50%	6
TOTAL		109

**Q5 A. Land Use: Rank each of the following images from the most desirable (ranking 1) to least desirable (ranking 4) land use reflecting your desired character of this neighborhood in the future.**

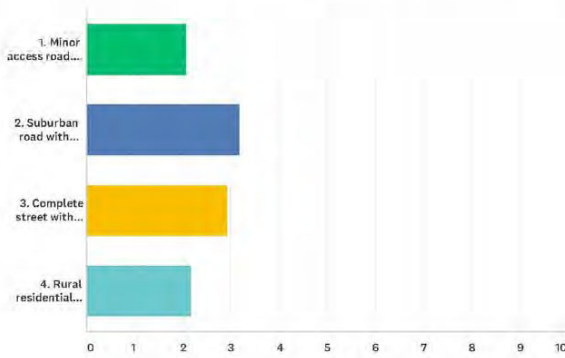
Answered: 90 Skipped: 21



	1	2	3	4	TOTAL	SCORE
1. Large lot single family homes	61.25% 49	10.00% 8	7.50% 6	21.25% 17	80	3.11
2. Attached townhomes	9.86% 7	23.94% 17	53.52% 38	12.68% 9	71	2.31
3. Apartment building	11.27% 8	11.27% 8	21.13% 15	56.34% 40	71	1.77
4. Small lot single family homes	32.05% 25	50.00% 39	12.82% 10	5.13% 4	78	3.09

Q6 B.Streets: Street design directly relates to the functions and uses of adjacent properties. Rank the following images from most desirable (ranking 1) street design to least desirable street design (ranking 4).

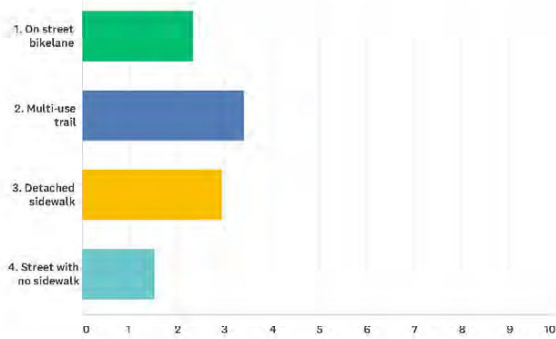
Answered: 91 Skipped: 20



	1	2	3	4	TOTAL	SCORE
1. Minor access road with no sidewalk	13.16% 10	13.16% 10	40.79% 31	32.89% 25	76	2.07
2. Suburban road with attached sidewalk	41.25% 33	41.25% 33	11.25% 9	6.25% 5	80	3.17
3. Complete street with bike lane, median and detached sidewalk	50.67% 38	17.33% 13	6.67% 5	25.33% 19	75	2.93
4. Rural residential road with driveway access	12.16% 9	22.97% 17	35.14% 26	29.73% 22	74	2.18

**Q7 C. Walkability:** Residents should be able to get to desired destinations through a variety of ways. Rank the following images from most comfortable (ranking 1) to least comfortable (ranking 4) way to get to a destination without using a car.

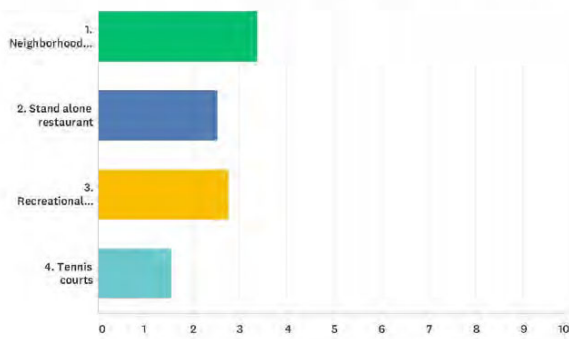
Answered: 90 Skipped: 21



	1	2	3	4	TOTAL	SCORE
1. On street bikelane	11.59% 8	24.64% 17	50.72% 35	13.04% 9	69	2.35
2. Multi-use trail	61.45% 51	22.89% 19	10.84% 9	4.82% 4	83	3.41
3. Detached sidewalk	28.95% 22	42.11% 32	23.68% 18	5.26% 4	76	2.95
4. Street with no sidewalk	9.72% 7	5.56% 4	12.50% 9	72.22% 52	72	1.53

Q8 D. Things To Do: There needs to be things to do and places to go for residents of all ages. Rank the following images of activities/places from the most desired (ranking 1) to the least desired (ranking 4).

Answered: 88 Skipped: 23



	1	2	3	4	TOTAL	SCORE
1. Neighborhood park	60.00% 45	18.67% 14	18.67% 14	2.67% 2	75	3.36
2. Stand alone restaurant	32.89% 25	15.79% 12	23.68% 18	27.63% 21	76	2.54
3. Recreational fields	13.33% 10	56.00% 42	24.00% 18	6.67% 5	75	2.76
4. Tennis courts	5.41% 4	5.41% 4	28.38% 21	60.81% 45	74	1.55



**Q9 Please include any additional comments on things you would like to see in this neighborhood that were not mentioned:**

Answered: 32 Skipped: 79

#	RESPONSES	DATE
1	Walking trail along the pine river	2/9/2018 7:55 AM
2	Under land Uses respondent wrote: Hotel, market	1/18/2018 10:09 AM
3	Pickleball courts	1/18/2018 9:53 AM
4	Pickleball courts	1/18/2018 9:32 AM
5	For things to do respondent wrote "pickleball courts" under "Things to Do", Connection to South side of Hwy 160/ walk and bike lanes.	1/15/2018 11:58 AM
6	city bus pick-ups	1/10/2018 7:48 PM
7	This neighborhood should become a site for infill lots, the existing lots are too large and zoning to allow for smaller lots is appropriate	1/10/2018 6:56 PM
8	signal lights at busy intersections for kids walking to school	1/9/2018 8:10 AM
9	Organic-inspired grocery store	1/9/2018 5:56 AM
10	Keep ag -don't want subdivisions	1/8/2018 3:20 PM
11	Covenants regarding excessive trash	1/8/2018 2:52 PM
12	For land uses respondent typed "east of 501" under small lot single-family homes	1/8/2018 1:40 PM
13	Rec center, movie theatre, more parks	1/8/2018 11:53 AM
14	A trail from Bayfield to Forest Lakes	1/8/2018 9:49 AM
15	rec center	1/8/2018 1:30 AM
16	tennis courts mixed with pickleball courts	1/7/2018 8:50 AM
17	River Access	1/5/2018 2:12 PM
18	Stricter HOA rules	1/5/2018 1:22 PM
19	Dog Park	1/4/2018 9:46 AM
20	Good restaurant variety	1/3/2018 8:51 PM
21	Large grocery store- sprouts or trader jo	1/3/2018 8:17 PM
22	annex stuff to full legal limit	1/3/2018 6:49 PM
23	Sports Bar	1/3/2018 5:45 PM
24	Bayfield is a great town with amazing people who live in it. The only things we lack are a decent grocery store and more of a dining selection (especially with entertainment). People love to have a few drinks and listen to music within walking/biking distance of there homes. The Bayfield Block parties were great the first summer, but last year they kinda fell off. I think if you revamped them and pushed them to Saturday afternoons your outcome would be larger, and more businesses would attend. It would also compete with adjacent towns for spectators, have one good party and the word will spread.	1/3/2018 5:04 PM
25	Connect existing bike paths/sidewalks	1/3/2018 4:55 PM
26	community pool	1/2/2018 8:09 PM

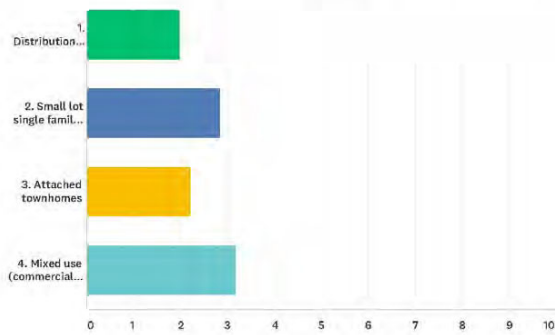
Bayfield Neighborhood Survey

SurveyMonkey

27	would like to be able to see a nice grocery store, a restaurant other than mexican or pizza. Would also love to have our own community center where a community pool and a place where bayfield kids could have more of an opportunity to participate in sports and dance other than just "seasonal" times. There is not a place to take our kids to keep us staying in our community, we either have to go to Ignacio or Durango, why not keep it local and support our local kiddos and families.	1/2/2018 8:25 AM
28	The Bayfield Community has grown to appeal to more families than in the past. Future town designs should incorporate safety for young kids and attractions for families.	12/27/2017 2:51 PM
29	Places to eat	12/22/2017 5:11 PM
30	Niighborhood park in Dove Ranch	12/21/2017 3:13 PM
31	Community garden, fenced and galed.	12/21/2017 2:49 PM
32	We need s major grocery store that has better prices than what we currently have	12/21/2017 2:38 PM

**Q10 A. Land Use: Rank each of the following land use images from the most desirable (ranking 1) to least desirable (ranking 4) reflecting your desired character of this neighborhood in the future.**

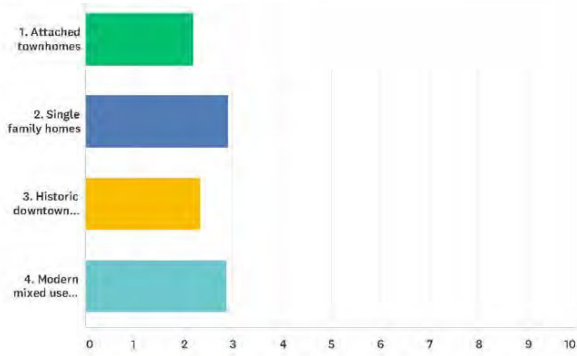
Answered: 74 Skipped: 37



	1	2	3	4	TOTAL	SCORE
1. Distribution Center	18.64% 11	15.25% 9	11.86% 7	54.24% 32	59	1.98
2. Small lot single family residential	39.39% 26	21.21% 14	24.24% 16	15.15% 10	66	2.85
3. Attached townhomes	5.17% 3	29.31% 17	46.55% 27	18.97% 11	58	2.21
4. Mixed use (commercial with residential above)	49.23% 32	27.68% 18	13.85% 9	9.23% 6	65	3.17

**Q12 C. Building Design: Rank the following images from the most desirable (ranking 1) to least desirable (ranking 4) look and feel for this neighborhood in the future.**

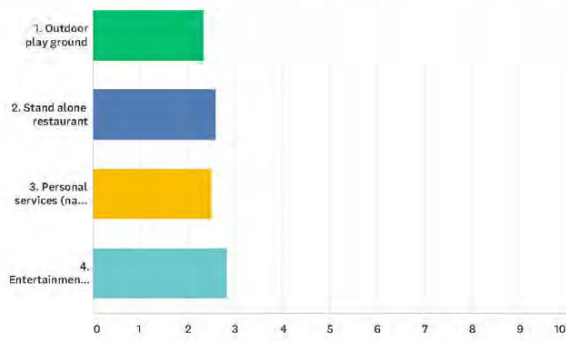
Answered: 75 Skipped: 36



	1	2	3	4	TOTAL	SCORE
1. Attached townhomes	6.56% 4	31.15% 19	37.70% 23	24.59% 15	61	2.20
2. Single family homes	40.30% 27	22.39% 15	23.88% 16	13.43% 9	67	2.90
3. Historic downtown buildings	25.40% 16	19.05% 12	20.63% 13	34.92% 22	63	2.35
4. Modern mixed use buildings	41.27% 26	25.40% 16	12.70% 8	20.63% 13	63	2.87

Q13 D. Things To Do: There needs to be things to do and places to go for residents of all ages. Rank the following images of activities/places from the most desired (ranking 1) to the least desired (ranking 4).

Answered: 74 Skipped: 37



	1	2	3	4	TOTAL	SCORE
1. Outdoor play ground	31.75% 20	12.70% 8	14.29% 9	41.27% 26	63	2.35
2. Stand alone restaurant	24.19% 15	30.65% 19	25.81% 16	19.35% 12	62	2.60
3. Personal services (nail and hair salons, clothing stores, quick places to eat)	20.63% 13	28.57% 18	33.33% 21	17.46% 11	63	2.52
4. Entertainment (movies, arcade, theater)	38.10% 24	23.81% 15	20.63% 13	17.46% 11	63	2.83

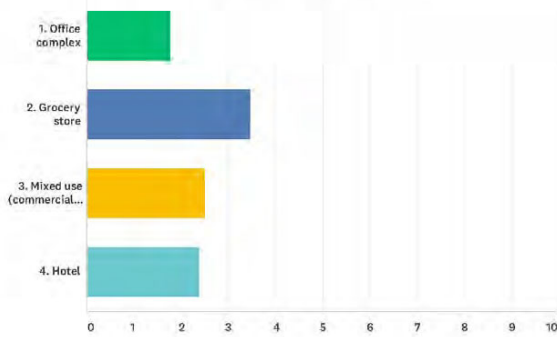
**Q14 Please include any additional comments on things you would like to see in this neighborhood that were not mentioned:**

Answered: 15 Skipped: 96

#	RESPONSES	DATE
1	Walking trail along the pine river	2/8/2018 7:59 AM
2	Under land uses respondent wrote: None of these; Under Streets respondent wrote: Ag land; Under Things to Do respondent wrote: Long 160	1/18/2018 10:10 AM
3	Please develop this area!	1/18/2018 10:01 AM
4	Connection to South side of Hwy 160/dog park/ River access	1/15/2018 11:59 AM
5	Community Gardens	1/8/2018 2:54 PM
6	Swings in playground	1/8/2018 2:30 PM
7	Under land uses respondent wrote "comm'l near hwy, motel, groc store"	1/8/2018 1:41 PM
8	Rec center	1/8/2018 11:54 AM
9	there needs to be a connection from North to South areas with a safe and clearly defined crosswalk or overpass in relationship to hwy 160	1/7/2018 8:53 AM
10	Target, automotive services, Whole Foods!, DMV	1/4/2018 9:49 AM
11	I do not want any marijuana businesses in bayfield.	1/4/2018 6:14 AM
12	Dog park would be great	1/3/2018 8:24 PM
13	accelerate development asap	1/3/2018 6:51 PM
14	Sports Bar	1/3/2018 5:48 PM
15	community pool	1/2/2018 8:12 PM

Q15 A. Land Use: Rank each of the following images from the one you would like to see the most of (ranking 1) to the one you would like to see the least (ranking 4) in this neighborhood in the future.

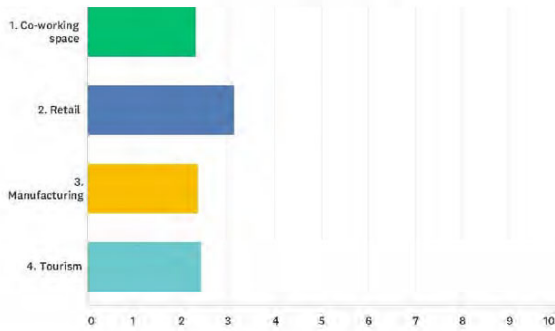
Answered: 75 Skipped: 36



	1	2	3	4	TOTAL	SCORE
1. Office complex	8.47% 5	13.56% 8	25.42% 15	52.54% 31	59	1.78
2. Grocery store	69.23% 45	16.92% 11	6.15% 4	7.69% 5	65	3.48
3. Mixed use (commercial with residential above)	17.46% 11	36.51% 23	25.40% 16	20.63% 13	63	2.51
4. Hotel	13.85% 9	29.23% 19	38.46% 25	18.46% 12	65	2.38

**Q16 B. Job Opportunities: Types of jobs can impact land uses by dictating the amount of land needed, level of development required, and accessibility to the site. Rank the types of job opportunities which should be encouraged in this neighborhood from most desirable (ranking 1) to least desirable (ranking 4).**

Answered: 73 Skipped: 38

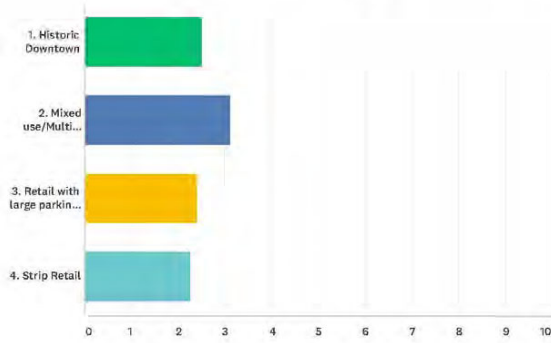


	1	2	3	4	TOTAL	SCORE
1. Co-working space	25.42% 15	11.86% 7	32.20% 19	30.51% 18	59	2.32
2. Retail	38.81% 26	38.81% 26	19.40% 13	2.99% 2	67	3.13
3. Manufacturing	22.95% 14	21.31% 13	24.59% 15	31.15% 19	61	2.36
4. Tourism	25.81% 16	22.58% 14	19.35% 12	32.26% 20	62	2.42



**Q17 C. Building Design: Rank the following images from most desirable look and feel (ranking 1) to least desirable (ranking 4) for this neighborhood in the future.**

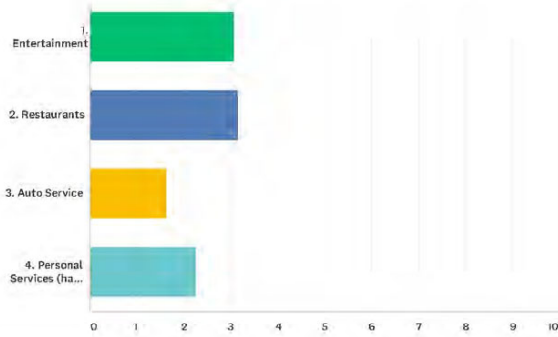
Answered: 74 Skipped: 37



	1	2	3	4	TOTAL	SCORE
1. Historic Downtown	35.94% 23	17.19% 11	9.38% 6	37.50% 24	64	2.52
2. Mixed use/Multi purpose	40.63% 26	34.38% 22	20.31% 13	4.69% 3	64	3.11
3. Retail with large parking lot	26.23% 16	11.48% 7	39.34% 24	22.95% 14	61	2.41
4. Strip Retail	11.67% 7	31.67% 19	26.67% 16	30.00% 18	60	2.25

Q18 D. Things to Do: There needs to be things to do and places to go for residents and visitors of all ages. Rank the following images of activities/places from the most desired (ranking 1) to the least desired (ranking 4).

Answered: 73 Skipped: 36



	1	2	3	4	TOTAL	SCORE
1. Entertainment	52.31% 34	20.00% 13	10.77% 7	16.92% 11	65	3.08
2. Restaurants	39.68% 25	38.10% 24	20.63% 13	1.59% 1	63	3.16
3. Auto Service	3.33% 2	11.67% 7	30.00% 18	55.00% 33	60	1.63
4. Personal Services (hair, nails, repairs, quick food)	14.75% 9	24.59% 15	32.79% 20	27.87% 17	61	2.26

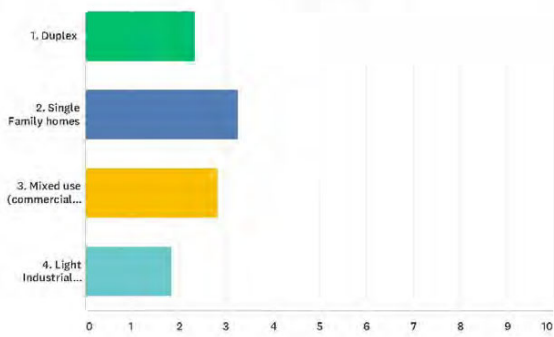
**Q19 Please include any additional comments on things you would like to see in this neighborhood that were not mentioned:**

Answered: 16 Skipped: 95

#	RESPONSES	DATE
1	HWY 160 is a business district and in Gem Village should have industrial and business. Under Land Uses respondent wrote: 5-Gem Village Business and Industrial.	1/18/2018 10:24 AM
2	Under Land Uses respondent wrote: Market, motel, hotel; Under Job Opportunities respondent marked all and wrote: Yes!	1/18/2018 10:11 AM
3	Please develop corridor of 160	1/18/2018 10:01 AM
4	No walmart!	1/18/2018 9:41 AM
5	Larger and safer crosswalks. Improved signage at West and East Side.	1/15/2018 12:01 PM
6	Please can the traffic be slowed in this area	1/8/2018 2:59 PM
7	Teen center community gardens	1/8/2018 2:54 PM
8	Under building design respondent commented that Mixed-use/multi-purpose and strip retail should be combined	1/8/2018 1:43 PM
9	I'd like to see traffic slowed	1/8/2018 12:43 PM
10	there needs to be better signage and improved crosswalks to cross hwy 160. There needs to be general cleanup of hwy corridor in and out of town along hwy 160. The small park at the West side of town needs a major cleanup and needs to connect to the community park off mill st..	1/7/2018 8:57 AM
11	River Access for recreation, kayak park, bike path, fishing	1/6/2018 2:20 PM
12	5 lane highway into Durango with turn lanes, frontage road services	1/4/2018 9:59 AM
13	Please no marijuana businesses	1/4/2018 6:17 AM
14	Affordable breakfast place	1/3/2018 8:29 PM
15	Sports bar	1/3/2018 5:50 PM
16	Farmers market grocery store	1/3/2018 5:00 PM

**Q20 A. Land Use: Rank each of the following images from the most desirable land use (ranking 1) to least desirable (ranking 4) reflecting your desired character of this neighborhood in the future.**

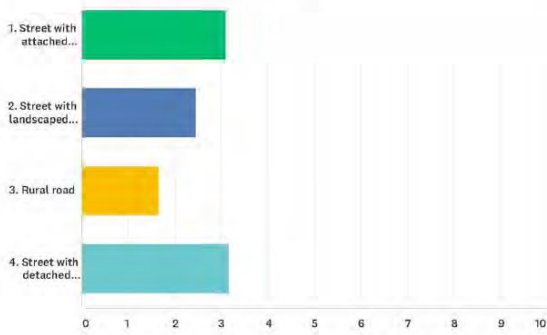
Answered: 71 Skipped: 40



	1	2	3	4	TOTAL	SCORE
1. Duplex	12.07% 7	29.31% 17	39.66% 23	18.97% 11	58	2.34
2. Single Family homes	63.64% 42	12.12% 8	10.61% 7	13.64% 9	66	3.26
3. Mixed use (commercial with residential above)	28.57% 16	37.50% 21	21.43% 12	12.50% 7	56	2.82
4. Light Industrial (mini-storage, small manufacturing)	7.27% 4	20.00% 11	21.82% 12	50.91% 28	55	1.84

Q21 B. Streets: Street design directly relates to the functions and uses of adjacent properties. Rank the following images from most desirable (ranking 1) street design to least desirable (ranking 4).

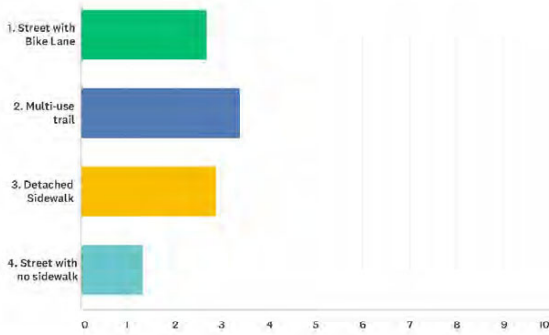
Answered: 70 Skipped: 41



	1	2	3	4	TOTAL	SCORE
1. Street with attached sidewalk	42.62% 26	27.87% 17	26.23% 16	3.28% 2	61	3.10
2. Street with landscaped median	15.09% 8	28.30% 15	43.40% 23	13.21% 7	53	2.45
3. Rural road	16.67% 9	3.70% 2	7.41% 4	72.22% 39	54	1.65
4. Street with detached sidewalk with landscaping	43.86% 25	35.09% 20	14.04% 8	7.02% 4	57	3.16

**Q22 C. Walkability: Residents should be able to get to desired destinations through a variety of ways. Rank the following images from most comfortable (ranking 1) to least comfortable (ranking 4) way to get to a destination without using a car.**

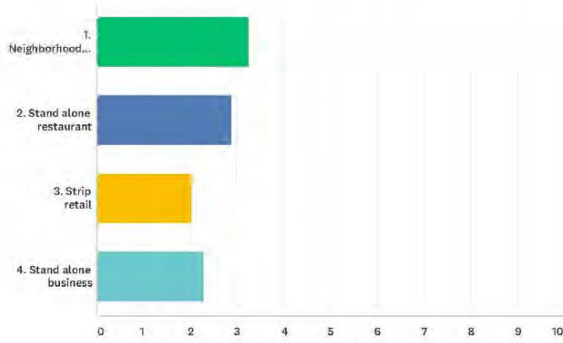
Answered: 70 Skipped: 41



	1	2	3	4	TOTAL	SCORE
1. Street with Bike Lane	23.33% 14	25.00% 15	46.67% 28	5.00% 3	60	2.67
2. Multi-use trail	58.06% 36	29.03% 18	6.45% 4	6.45% 4	62	3.39
3. Detached Sidewalk	25.00% 14	39.29% 22	35.71% 20	0.00% 0	56	2.89
4. Street with no sidewalk	7.27% 4	1.82% 1	5.45% 3	85.45% 47	55	1.31

Q23 D. Things To Do: There needs to be things to do and places to go for residents of all ages. Rank the following images of activities/places from the most desired (ranking 1) to the least desired (ranking 4).

Answered: 71 Skipped: 40



	1	2	3	4	TOTAL	SCORE
1. Neighborhood park	65.08% 41	12.70% 8	3.17% 2	19.05% 12	63	3.24
2. Stand alone restaurant	28.57% 16	39.29% 22	23.21% 13	8.93% 5	56	2.88
3. Strip retail	12.96% 7	20.37% 11	22.22% 12	44.44% 24	54	2.02
4. Stand alone business	12.50% 7	23.21% 13	44.64% 25	19.64% 11	56	2.29

**Q24 Please include any additional comments on things you would like to see in this neighborhood that were not mentioned:**

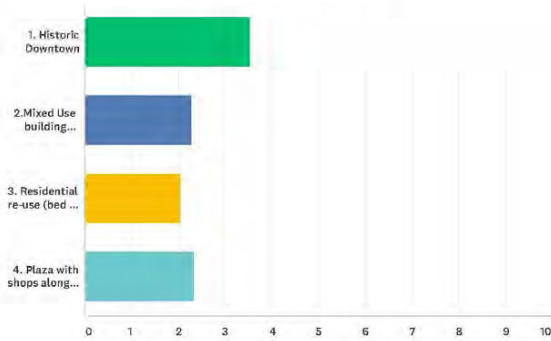
Answered: 9 Skipped: 102

#	RESPONSES	DATE
1	Walking trail	2/8/2018 8:06 AM
2	Create open space for multiuse	1/15/2018 12:05 PM
3	Community gardens	1/8/2018 2:55 PM
4	A bike/walk path along Buck hwy all the way to Ignacio with access where appropriate to river.	1/7/2018 9:00 AM
5	recreational business - paintball, skatepark, dog park, mini-golf, serious playground w/ waterfeature for summer	1/4/2018 10:13 AM
6	No marijuana businesses	1/4/2018 6:19 AM
7	Sports bar	1/3/2018 5:53 PM
8	Swimming pool/rec center	1/3/2018 5:03 PM
9	community pool	1/2/2018 8:15 PM



Q25 A. Land Use: Rank each of the following images from the most desirable land use (ranking 1) to least desirable (ranking 4) reflecting your desired character of this neighborhood in the future.

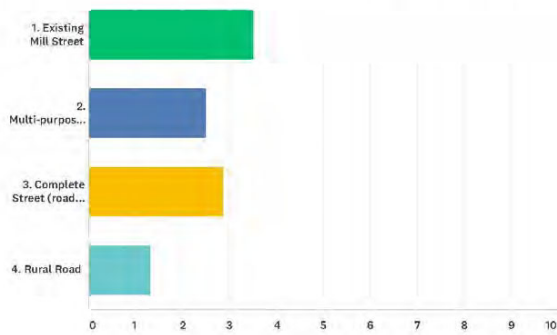
Answered: 68 Skipped: 43



	1	2	3	4	TOTAL	SCORE
1. Historic Downtown	78.33% 47	5.00% 3	8.33% 5	8.33% 5	60	3.53
2. Mixed Use building (residential above commercial)	12.73% 7	30.91% 17	29.09% 16	27.27% 15	55	2.29
3. Residential re-use (bed and breakfast)	3.64% 2	34.55% 19	23.64% 13	38.18% 21	55	2.04
4. Plaza with shops along edges	16.07% 9	26.79% 15	32.14% 18	25.00% 14	56	2.34

**Q26 B. Streets: Street design directly relates to the functions and uses of adjacent properties. Rank the following images from most desirable street design (ranking 1) to least desirable (ranking 4) street design.**

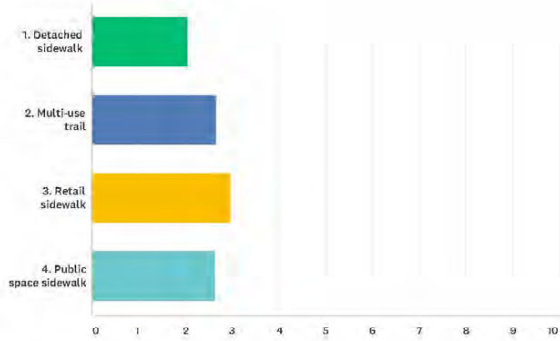
Answered: 67 Skipped: 44



	1	2	3	4	TOTAL	SCORE
1. Existing Mill Street	71.43% 45	9.52% 6	19.05% 12	0.00% 0	63	3.52
2. Multi-purpose median	4.00% 2	52.00% 26	36.00% 18	8.00% 4	50	2.52
3. Complete Street (road, bike lane, sidewalk)	31.58% 18	31.58% 18	28.07% 16	8.77% 5	57	2.85
4. Rural Road	3.85% 2	5.77% 3	7.69% 4	82.69% 43	52	1.31

Q27 C. Walkability: Residents and visitors should be able to get to desired destinations not only by car, but also by foot or bike. Rank the following images from most comfortable (ranking 1) to least comfortable (ranking 4) way to get to a destination without using a car.

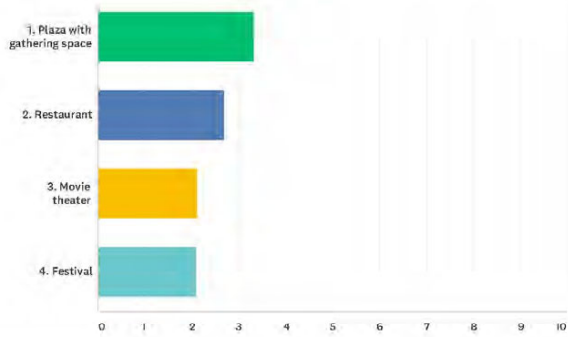
Answered: 67 Skipped: 44



	1	2	3	4	TOTAL	SCORE
1. Detached sidewalk	8.93% 5	21.43% 12	35.71% 20	33.93% 19	56	2.05
2. Multi-use trail	39.66% 23	12.07% 7	22.41% 13	25.86% 15	58	2.66
3. Retail sidewalk	38.98% 23	33.90% 20	13.56% 8	13.56% 8	59	2.98
4. Public space sidewalk	28.07% 16	28.07% 16	22.81% 13	21.05% 12	57	2.63

Q28 D. Things To Do: There needs to be things to do and places to go for residents and visitors of all ages. Rank the following images of activities/places from the most desired (ranking 1) to the least desired (ranking 4).

Answered: 61 Skipped: 50



	1	2	3	4	TOTAL	SCORE
1. Plaza with gathering space	66.67% 36	12.96% 7	7.41% 4	12.96% 7	54	3.33
2. Restaurant	18.52% 10	42.59% 23	27.78% 15	11.11% 6	54	2.69
3. Movie theater	14.55% 8	20.00% 11	27.27% 15	38.18% 21	55	2.11
4. Festival	11.54% 6	21.15% 11	32.69% 17	34.62% 18	52	2.10

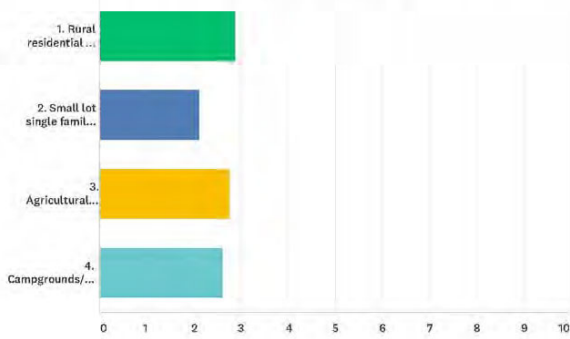
**Q29 Please include any additional comments on things you would like to see in this neighborhood that were not mentioned:**

Answered: 11 Skipped: 100

#	RESPONSES	DATE
1	Walking trail	2/8/2018 8:09 AM
2	The "country fairgrounds" is actually the Pine River Rodeo Grounds.	1/18/2018 9:38 AM
3	extend bike lanes and walk lanes down Buck Hwy to Ignacio	1/15/2018 12:06 PM
4	Community center multi-use	1/8/2018 2:56 PM
5	The historic area needs to be better advertised from hwy 160 with improved signage and access. The community park off of Mill St. needs to be improved and connected to the North area of Bayfield with improved access. The river area from hwy 160 south to the community park needs to be improved with more access areas to the river and general cleanup.	1/7/2018 9:04 AM
6	River Access for recreation, bike path, kayak/surf park, fishing. One way traffic on mill street with diagonal parking on one side. Extend the south side walkway to median. Include bike path	1/5/2018 2:31 PM
7	As it stands Bayfield has allowed trailers and modular home in an near Mill Street. Let's encourage this from reoccurring. Let's adopt a standard for signage along Mill Street. Let's improve the historical signage placed throughout Bayfield. Let's adopt an image, not just the newly created image, but something that easy identify us as Bayfield.	1/5/2018 12:32 PM
8	No marijuana businesses. People who want this can go a short distance to durango or pagosa. Allowing marijuana businesses would ruin the safe, clean, small town feel that so many of us love about Bayfield.	1/4/2018 6:23 AM
9	Sports bar	1/3/2018 5:54 PM
10	community pool	1/2/2018 8:18 PM
11	Would like to see the roping association move to the brown area near Pine valley church. I understand the church members want a rodeo arena. There is school property north of town for horse and bike riding. I'm not sure if the 2 will mix. Work with army Corp of engineers with the property south of the parkway bridges to the property the town recently purchased south of the old school toward the river and design sections of beaches the full length of the river properly and rent the beach areas out or just have it open for public use. The area where the roping arena is would make a great rv and camp site to compliment the beaches. The towns facilities are near by to make it all happen. Throw in a sand volleyball court, a fish cleaning station and a designated spot for exiting and entering the river for boats. This area by the river is a bird sanctuary. I can name probably 2 dozen specie. Bayfield birds and beaches. Dont forget the bike path to tie in eagle park to tie in the new park south of the old school.	1/1/2018 5:52 PM

Q30 A. Land Use: Rank each of the following images from the most desirable (ranking 1) to least desirable (ranking 4) land use reflecting your desired character of this neighborhood in the future.

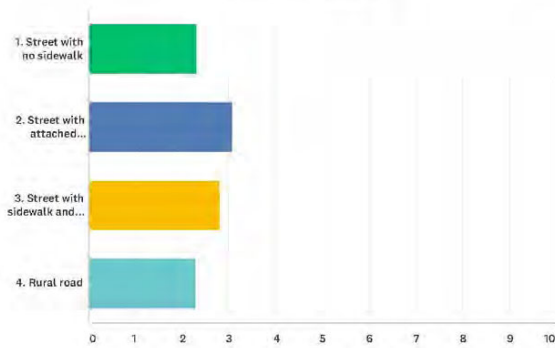
Answered: 66 Skipped: 45



	1	2	3	4	TOTAL	SCORE
1. Rural residential on large lots	37.93% 22	25.86% 15	22.41% 13	13.79% 8	58	2.88
2. Small lot single family residential	16.98% 9	16.98% 9	26.42% 14	39.62% 21	53	2.11
3. Agricultural/Ranching	30.36% 17	28.57% 16	28.57% 16	12.50% 7	56	2.77
4. Campgrounds/Programmed recreation areas	32.73% 18	23.64% 13	16.36% 9	27.27% 15	55	2.62

Q31 B. Streets: Street design directly relates to the functions and uses of adjacent properties. Rank the following images from most desirable (ranking 1) street design to least desirable street design (ranking 4).

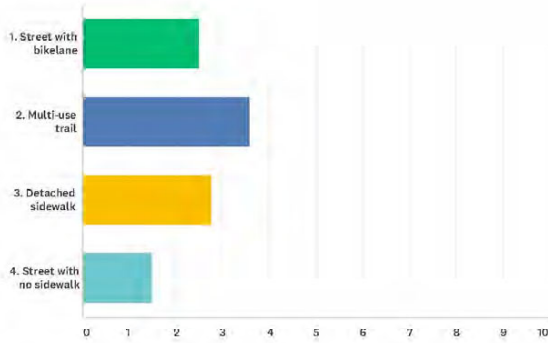
Answered: 69 Skipped: 42



	1	2	3	4	TOTAL	SCORE
1. Street with no sidewalk	16.67% 9	20.37% 11	40.74% 22	22.22% 12	54	2.31
2. Street with attached sidewalk	31.58% 18	43.86% 25	24.56% 14	0.00% 0	57	3.07
3. Street with sidewalk and landscaping	41.82% 23	23.64% 13	7.27% 4	27.27% 15	55	2.80
4. Rural road	30.00% 18	10.00% 6	18.33% 11	41.67% 25	60	2.28

**Q32 C. Walkability: Residents should be able to get to desired destinations through a variety of ways. Rank the following images from most comfortable (ranking 1) to least comfortable (ranking 4) way to get to a destination without using a car.**

Answered: 68 Skipped: 43

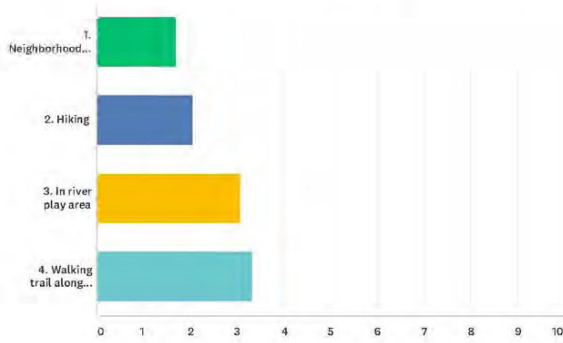


	1	2	3	4	TOTAL	SCORE
1. Street with bikelane	17.24% 10	24.14% 14	50.00% 29	8.62% 5	58	2.50
2. Multi-use trail	70.00% 42	20.00% 12	8.33% 5	1.67% 1	60	3.58
3. Detached sidewalk	24.07% 13	38.89% 21	25.93% 14	11.11% 6	54	2.76
4. Street with no sidewalk	5.77% 3	11.54% 6	7.69% 4	75.00% 39	52	1.48



Q33 D. Things To Do: There needs to be things to do and places to go for residents of all ages. Rank the following images of activities/places from the most desired (ranking 1) to the least desired (ranking 4).

Answered: 66 Skipped: 45



	1	2	3	4	TOTAL	SCORE
1. Neighborhood park	9.26% 5	9.26% 5	24.07% 13	57.41% 31	54	1.70
2. Hiking	5.45% 3	21.82% 12	45.45% 25	27.27% 15	55	2.05
3. In river play area	41.82% 23	30.91% 17	20.00% 11	7.27% 4	55	3.07
4. Walking trail along river	53.97% 34	31.75% 20	7.94% 5	6.35% 4	63	3.33

**Q34 Please include any additional comments on things you would like to see in this neighborhood that were not mentioned:**

Answered: 16 Skipped: 95

#	RESPONSES	DATE
1	Dispensory in NE or SE - Geen Village - incorporate so they pay sales tax!!! Or no improvements or Bayfield Marshall Protection	1/18/2018 10:19 AM
2	No Walmart!	1/18/2018 9:43 AM
3	Improve river access	1/15/2018 12:06 PM
4	I feel a river trail, park, bikeway would be a very good idea bathing area, etc.	1/15/2018 11:42 AM
5	Very important to make multi uses of river!	1/8/2018 3:02 PM
6	Landscaping cross-country ski track	1/8/2018 2:56 PM
7	Need a place to watch river and enjoy nature. We need handicap by river. So handicap can fish or sit in wheelchairs.	1/8/2018 2:37 PM
8	Under Things to Do respondent commented "aside from existing park" when ranking "Neighborhood Park"	1/8/2018 1:47 PM
9	park at hwy 160 West of Bayfield needs to be improved and cleaned up. The park needs to be connected to the community park at Mill St..	1/7/2018 9:07 AM
10	River Access	1/5/2018 2:33 PM
11	great area for b&b's, condos for tourism	1/4/2018 12:01 PM
12	annex annex annex	1/3/2018 6:55 PM
13	Gun range	1/3/2018 5:56 PM
14	river access is key	1/3/2018 2:47 PM
15	community pool	1/2/2018 8:20 PM
16	see previous section	1/1/2018 6:06 PM



# ***APPENDIX E***

## **GLOSSARY**

**BLM** – Bureau of Land Management

**Chamber** – Bayfield Chamber of Commerce

**DOLA** – Colorado Department of Local Affairs

**CEDS** – Comprehensive Economic Development Strategy

**CDOT** – Colorado Department of Transportation

**FHWA** – Federal Highway Administration

**HMP** – Hazard Mitigation Plan

**LAPLAWD** – La Plata-Archuleta Water District

**LPCEDA** – La Plata County Economic Development Alliance

**LPEA** – La Plata Electric Association

**OEDIT** – Colorado Office of Economic Development and International Trade

**POSTR** – Parks Open Space Trails & Recreation Plan adopted by the Town Bayfield in 2017

**PRID** – Pine River Irrigation District

**Region 9** – Economic Development District 9 of Southwest Colorado

**PC** – Town of Bayfield Planning Commission

**SBDC** – Small Business Development Center

**SDA** – Special Districts Association of Colorado

**SUCAP** – Southern Ute Community Action Program

**USFS** – United States Forest Service

**UPRFPD** – Upper Pine River Fire Protection District

**WUI** – Wildland Urban Interface, Refers to the zone of transition between unoccupied land and human development.



## APPENDIX F

### WORK CITED

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# APPENDIX G

## LAND USE IMPACT MAPS

Throughout Plan Bayfield 2018, a number of references are made to various maps used to assist in guiding development and implementation of land use related decisions. The following maps have been completed in conjunction with this plan:

### G.1 FUTURE LAND USE MAP

This map indicates preferred future growth patterns within the currently town limits as well as the area within the Future Growth Boundary. Each parcel is given a Future Land Use Classification as described within the plan.

### G.2 FUTURE TRANSPORTATION MAP

This map indicates the future roadway classifications anticipated based on increased traffic counts. These classifications should influence land use decisions such as acquisition of right-of-way, streetscape design, street construction, and access control, to name a few.

### G.3 WILDLAND-URBAN INTERFACE MAP

This map indicates the areas which are identified as “High” or “Medium/High” Wildland-Urban Interface (WUI) areas. These are areas that are most prone to wildfire and other natural hazards because of the unique geographic location where urban development directly interacts with natural areas within the Town’s Future Growth Boundary and should be used to guide decision making within these areas.

### G-4 NATURAL LIMITATIONS MAP

This map indicates the natural limitations which may be considered when making land use decisions. The map identifies wildlife habitat areas, the Pine River 100 year floodplain, existing and permitted oil/gas wells, and the no development – no service limit elevation of 7,260’ above which no development should occur.

### G-5 3-MILE BOUNDARY

This map indicates the 3-mile boundary based on the current town limits. Additionally, this map identifies the Future Growth Boundary to identify the areas and properties which are anticipated to, at such time they develop, be annexed into the Town of Bayfield.















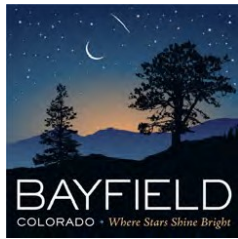








# *Plan Bayfield 2018*



*Bayfield is a safe, livable community, with a small town feel striving to become a multigenerational, diverse community that maintains its values while progressively pursuing ongoing sustainability of economic resources, natural resource stewardship and livability. We are committed to the promotion of a vibrant business community balanced by recreational and educational opportunities in order to foster a unique and complete community for future generations.*