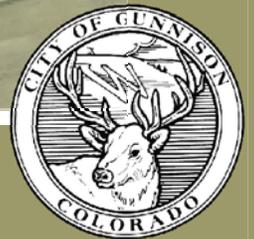




June 2008

Final Report

City of Gunnison



*Phases:*

- 1. Initial Assessment and Analysis*
- 2. Neighborhood Analysis & Concept Land Use Plans*
- 3. Neighborhood Plan Development*
- 4. Economic Development Strategies*
- 5. Implementation Strategy Plan*

DESIGN CONCEPTS  
*Community and Landscape Architects*



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### **Consultant List**

Design Concepts – Planners and Landscape Architects  
GeoWest – GIS and Graphic Production  
Matrix Design Group – Engineers  
Miller, Grouber and Rosenbluth LLC – Economic Consultant  
Kezziah Watkins – Public Facilitators

## **PREAMBLE**

The *West Gunnison Neighborhood Plan* has been developed as a Sub-Area Plan. In this context it has been adopted as a component of the *City of Gunnison Master Plan*. This plan is to serve as a framework for guiding development within this special geographic area. The *West Gunnison Neighborhood Plan* sets forth policies but does not establish specific development standards that must be adhered to for new development. That is not to say that a development should disregard the plan contents, it means that development should use the plan as a general blueprint to ensure that the neighborhood is developed as a vital and special place within the City's urban fabric.

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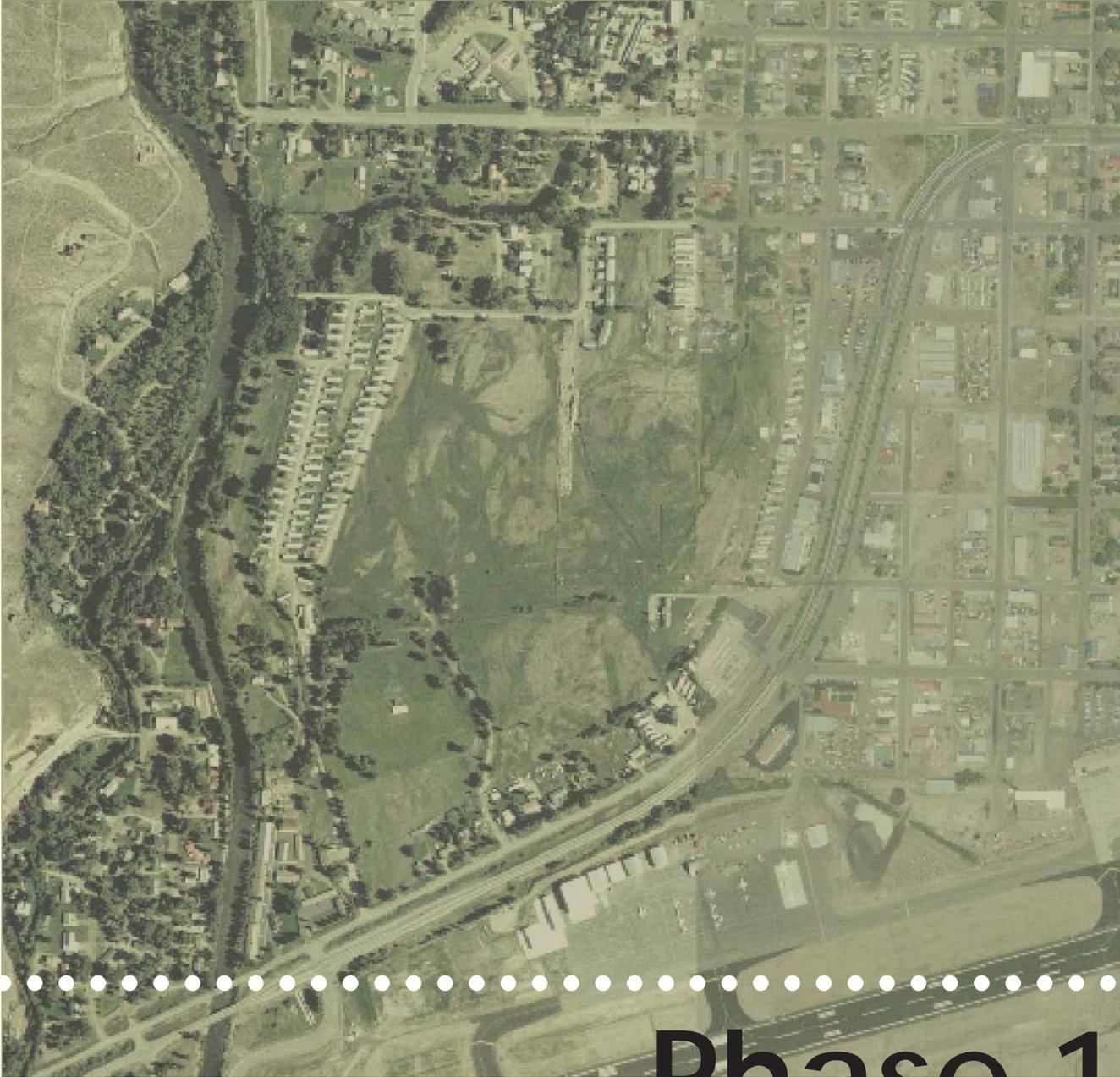
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WEST GUNNISON  
Neighborhood Plan



Phase 1

*Initial Assessment and Analysis*



# WEST GUNNISON

## Neighborhood Plan

## INTRODUCTION

### *Welcome to the West Gunnison Neighborhood Plan*

The West Gunnison Neighborhood plan is a four-part comprehensive program aimed at directing the future development of this unique area. The four program phases include:

1. Initial Assessment & Analysis;
2. Establish alternative development scenarios for the neighborhood and chose a preferred alternative concept;
3. Refine the preferred alternative by establishing additional detail and assessing engineering and financial factors; and
4. Create Implementation Strategies for the plan.

This Initial Assessment & Analysis Report represents the culmination of the first program phase, where existing condition data was compiled, and where the engagement of the public was sought through a multi-faceted outreach program. The conclusion of this report contains a series of goals established by Stakeholders to guide the evolution of the three remaining program phases of the West Gunnison Neighborhood plan.

### *The History*

The neighborhood known as West Gunnison was originally platted in the 1880's as part of the Town of West Gunnison. West Gunnison was later incorporated as a part of the City of Gunnison. The neighborhood is bounded on the south and east by U.S. Highway 50; the Gunnison River creates the western boundary, and an existing minor collector road (Tomichi Avenue) constitutes the northern boundary of the neighborhood. See Figure 1.

1-1

The West Gunnison neighborhood has remained substantially undeveloped and provides a sense of rural living to residents. The Highway 50 corridor is lined with commercial uses within the city core area, and along the outer Highway corridor fringe residential and hotel accommodations exist. Small infill development has occurred in limited areas and an existing mobile home park has been a fixture since the 1960's.

The potential of the West Gunnison neighborhood has never been fully realized and has found itself front and center in the middle of rising land and housing values in the area. A perceived lack of affordable housing has also been associated with potential development in the West Gunnison Neighborhood. The time has come to develop the West Gunnison Neighborhood further, and the community has united to accomplish this goal in a sustainable and organized fashion. The overall theme: to create a wonderful place that feels like Gunnison!



In general, this Initial Assessment & Analysis Report uses narrative descriptions, tabulated data and digitally mapped information to describe and analyze the neighborhood's existing conditions. More specifically, this Report contains seven specific sections considered to be relevant for the dissemination of critical information. These sections include:

1. Public Participation/ Issue Identification;
2. Existing Land Use Assessment;
3. Relative Accessibility Assessment;
4. Housing Assessment;
5. Utilities Assessment;
6. Transportation Assessment; and
7. Defined Project Goals.

### *THE OPPORTUNITY*

Located on our community's western edge, the West Gunnison Neighborhood is made up of approximately 200 acres of publicly and privately owned property. Containing the largest acreage of undeveloped land in our community, it represents an unmatched opportunity to create public-private partnerships that will benefit the community and create the potential for significant economic benefit to the owners of the property.

Working together as a community, we can develop a cohesive plan for the West Gunnison Neighborhood that will provide resources to create a framework for the successful development of private property. The plan could also result in the development of needed community assets such as open space, workforce housing, drainage and transportation improvements, and other community benefits.

Serving as the template for future development in our community, the plan presents an opportunity to encourage innovative and collaborative design and development.

# WEST GUNNISON

## Neighborhood Plan

### INTRODUCTION (CONT.)

#### *THE GIVENS*

- All federal, state and local standards and regulations governing storm water management, the preservation and management of wetlands, and safe transportation corridors will be met.
- Private property owners in the plan area have the right to develop their properties within municipal regulations for development and the provisions of the City's Comprehensive Plan.
- It is the intent of Gunnison County to provide workforce housing on its parcel of land within the plan area.
- Financial strategies for making the plan a reality will be recommended as part of the planning process; those strategies will not preempt the City policy that calls for development to pay its own way.
- The public involvement process is open to anyone interested in the West Gunnison Neighborhood and all voices will be considered equally.
- The Comprehensive Plan will be developed in partnership with the public, reviewed by the Planning Commissions of Gunnison County and the City of Gunnison, and recommended to the Gunnison City Council for adoption as an amendment to the City's Comprehensive Plan.



# PUBLIC PARTICIPATION

## *Introduction and Background*

In initiating this project to develop a cohesive plan for the West Gunnison Neighborhood, the City of Gunnison clearly stated that the “ultimate success of the West Gunnison Neighborhood Plan will fall upon engagement and commitment of neighborhood stakeholders who will be affected by the plan implementation.” The City further underscored its own commitment to public engagement by emphasizing multiple opportunities for Gunnison residents to have a voice in developing a plan for the last, large undeveloped parcel of land within current City limits. A project schedule was created outlining meetings and events at which residents of the city and of the West Gunnison Neighborhood will continue to influence plan development.

An initial and essential step in developing a neighborhood plan is to understand the issues that residents face in their daily lives. To reach that understanding, Kezziah Watkins conducted 20 interviews over the course of a week at the end of August into the first week of September, 2006. Candidates for the interviews were determined by the City of Gunnison, and were exclusive of individuals invited to serve as members of the Stakeholders’ Committee. Several interviewees are owners of property within the boundaries of the West Gunnison Neighborhood, and others were drawn from people active and / or interested in community and neighborhood development, both professionally and personally.

A complete list of issues found in Phase 1 can be referenced in Appendix A.

### *The purpose of the interviews was two-fold:*

- To describe the public participation process and how it integrates into the entire plan development and to enlist help in engaging Gunnison residents; and
- To ask for a sense of the issues residents would likely be concerned about as the plan is developed and hopes they might have for the neighborhood. Conducted in coffee shops, in offices, and in residents’ homes, the interviews unearthed a rich layer of hopes residents hold for this neighborhood as well as issues they believe the plan should address.

The City of Gunnison has established a Stakeholders’ Committee to guide plan development. At their first meeting, members of the Committee each described their particular concerns for the neighborhood and the plan, and what they hoped the plan could achieve. An initial public workshop was held immediately following the Stakeholders’ Committee session, and issues voiced at that workshop added even greater depth of understanding about each relevant issue.

There is remarkable consistency among all three groups – the Stakeholders’ Committee, the interviewees, and workshop participants – about topics residents believe the plan should address and the strength they believe it can bring to the West Gunnison Neighborhood. The paragraphs below summarize each issue category. A complete list of the issues discussed through the interviews follows.

# WEST GUNNISON

## Neighborhood Plan

### PUBLIC PARTICIPATION (CONT.)

#### *Issues*

#### *Access / Safety / Transportation*

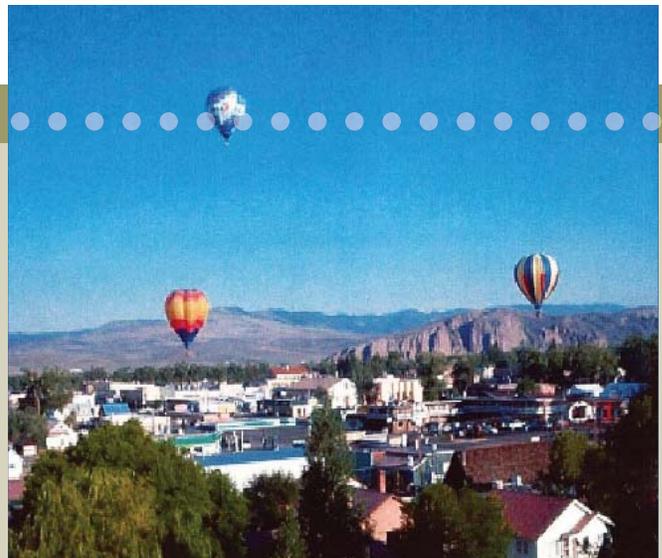
Access into the property is limited, and many people are interested in additional access points into / out of the neighborhood. A number of people believe the current street system is inadequate and cite the need for sidewalks, parking, snow storage, and the accommodation of bicyclists and pedestrians. There is also some interest in a bus circulator system to serve the area.

#### *Commercial / Retail*

Some people would like this to be a mixed use area, with a "New Urbanism" mix of locally owned specialty commercial shops and residential. Others prefer to have commercial uses on the edges of the property, while others do not want a commercial element included.

#### *Community Amenities / Benefits*

Specific amenities mentioned include a community stable where kids could keep horses, a community gathering place, public recreation areas, and multiple public access points to the river. An increase in property values and taxes generated, vibrancy created from an area of income diversity, and a positive "ripple" effect into adjacent neighborhoods are the potential community benefits people anticipate could result from a well planned and executed plan for the neighborhood.



A few people mentioned financial issues, including the belief that developers should pay their share of on-site improvements. One property owner expressed concern over potential increased costs to property owners for infrastructure improvements and through higher taxes.

*Housing Mix*

Many people would like to see a mix and a balance of housing types that would accommodate a wide range of income diversity on the property. Also frequently mentioned was the desire for housing that is built at lower density levels in order to allow for open spaces within the neighborhood. While the community's need for rental property was widely acknowledged, many said they would like the focus of the neighborhood to also include single-family and multi-family owner-occupied housing. There is also a recognized need for the existing mobile homes, but little support for additional mobile home parks in the neighborhood. There is not support for creating a neighborhood characterized by dense, tract housing.

*Infrastructure / Sewer System Improvements*

Many would like to see the City take a lead role in improving the existing infrastructure, including streets, curb and gutter. Poor drainage on the property was a frequently mentioned issue that people want to see addressed. Many cite problems created by the age, limited capacity, and lack of maintenance of the sewer system serving the property. A number of people suggested the City should assume responsibility for the sewer facilities.

*Parks / Open Space / Trails*

The desire for open space, parks, landscaping and trails was widely cited as people described what they would like to see for the West Gunnison Neighborhood. They mentioned the need for open, undeveloped areas, and also for parks with play areas and playground equipment for the kids in the neighborhood. Trails and walkways are also of considerable interest; people would like to see them throughout the property, and particularly along the river and to nearby schools. Connectivity to other trails in the area is also something people expressed interest in having.

*Planning / Design*

There is definitely recognition that the area and the community will benefit from the creation of a cohesive plan for the West Gunnison Neighborhood. Some people cite the advantages of an infill project and others see the consistent application of zoning and development standards as a positive. Some are concerned that over-regulation from local government could hamper development, while others see an increased role of the City as beneficial in assuring quality development and encouraging collateral private investment. People see the potential to "create community" with this plan, and to "Create a place where people will want to live." Attention to development density is important to people, as is the need for public spaces and open areas. Design is a priority as well, with expressed interest in architectural integrity, height limitations that protect local view sheds, and passive solar design. As one person described the area's potential, "It's an opportunity to showcase something different – it could be a model for development."

*Protection of Wildlife*

People enjoy the abundant wildlife that is currently in the area and want the protection of their habitat incorporated into this planning effort.



# WEST GUNNISON

## Neighborhood Plan

### LAND USE

The West Gunnison neighborhood area covers approximately 200 acres; all of which is incorporated into the City of Gunnison. Undeveloped parcels within the planning area account for nearly 83.22 acres. Several natural constraints, including but not limited to wetlands, floodplains and irrigation ditches are found in the neighborhood.

Improved land within the neighborhood is for the most part located on the periphery of the site. The northern border, following Tomichi Avenue, is primarily residential, but the Diamond K Resort, a Planned Unit Development (PUD), fronts a significant part of Tomichi Avenue. The Resort PUD allows for cabin rental accommodation units and the operation of a restaurant. The east neighborhood border, fronting Highway 50, has several commercial uses accessed by the highway frontage road (See Figure 2: Non-Residential Land Use Inventory). Several single family dwellings are located further to the southwest and along the frontage road. The Long Holiday Motel and the Gunnison River Retirement Condominiums are located at the southern most point of the neighborhood. The western fringe of the neighborhood, adjacent to the Gunnison River, is zoned as R-1 District. A large segment of this river fringe area, which is also within the designated flood plain, is presently undeveloped.

#### 1-7

##### Trends and Key Issues

###### *2005 Existing Land Use – West Gunnison Neighborhood*

- The key element for development of a great neighborhood is cooperation between land owners, the city and the greater community.
- Regional economic factors, primarily driven by the development in the Crested Butte area and in more general terms a strong migration element into desirable rural western areas, are affecting development pressures in the City.
- Approximately 90 percent of the city's land area is developed and the availability of undeveloped land with easy access to utilities is limited (See Figure 5: Current Land Development Status).
- Much of the unincorporated land surrounding the city lacks available urban services (water, sewer & roads) and the extension of utilities to these areas is cost prohibitive.
- Gunnison County and the City are working together to reduce development pressures that result in sprawl, and in-fill development within the city limits is the most proactive step to off-set the pressure for sprawl.
- Population growth for the Gunnison Area is creating the need for additional housing units and land for economic development in an area with various physical and political constraints.
- The West Gunnison Neighborhood Plan will consider typologies and suitable locations for future development within the planning area.

**Zoning**

Commercial (C)	42.15 acres (14.54 of this is PUD)
Single Family Residential (R1)	32.83 acres
Duplex Residential (R2)	7.62 acres
Multifamily Residential (R3)	80.33 acres

**Development Status**

Developed	87.43 acres
Undeveloped	83.22 acres

The majority of land in the undeveloped area is an R-3 District zone, which allows high density residential use. The R-3 District entitles 30 dwelling units per acre. Mobile Home parks are also allowed in the R-3 District. R-1 District zoning encompasses the southern portion of frontage road and also covers property adjacent to the Gunnison River, on the western fringe of the neighborhood (See Figure 3: Zoning and Planned Unit Development). Based on land area of undeveloped properties with residential zoning district designations, and the corresponding density allowances, there is development potential of approximately 2,100 units.

A large undeveloped Commercial (C) District zone area is located in the southwest corner of the site. This undeveloped Commercial District enclave has limited highway frontage, and development of adequate access onto Highway 50 is very limited due to adjacent uses and parcel configurations.

The general land use pattern of the site does not follow the existing grid that dominates the majority of the City. Additionally, the land ownership pattern is unstructured in its current form and continuity of any future development is severely constrained by the lack of adequate right-of-way dedications in the planning area. Although there are 130 fee simple parcels in the planning area, three to five individual entities own the majority of the undeveloped land. Future development of these parcels will require cooperation with surrounding owners to create feasible connections to the surrounding community.

See Maps in Appendix B:

- Figure 1: West Gunnison Neighborhood Planning Area
- Figure 2: Existing Non-Residential Land Use
- Figure 3: Existing Zoning
- Figure 4: Parcel Ownership
- Figure 5: Development Status

Sources:

- US Census 2000
- Gunnison County Assessor Data 2005
- Colorado State University Economic Development Report August 2004

# WEST GUNNISON

## Neighborhood Plan

### ACCESS

This summary report examines “access” which in this case is the measure of the physical proximity of the Neighborhood to specific activity centers or nodes, located within the existing city. In essence, “access” is the measure of relative distance between the neighborhood to communal centers such as schools, parks, places of employment, churches and shopping.

A geographic information mapping model know as GRASP® (Geo-Referenced Amenities Standards Program), has been used to generate the measure of accessibility for the West Gunnison Neighborhood. The GRASP model not only measures the relative distance between the neighborhood and related nodes, it also measures the relative Level of Service (LOS) that can be provided by specific activity areas. An analogy to explain the measure of LOS may be applied to the function of a park. If a park lacking playground equipment is located in the relative proximity of a neighborhood with a large number of families with children, it would have a positive distance value, but the LOS would be low due to a lack of playground facilities.

This GRASP® analysis was performed to measure the accessibility of the Neighborhood to the following activity center categories:

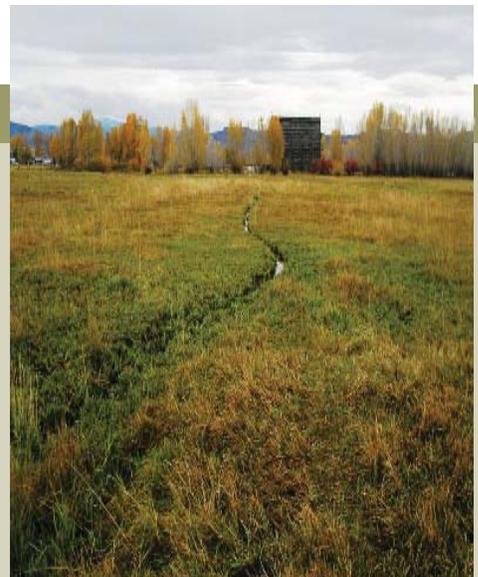
- existing service nodes (post office, city hall, et Al);
- existing employment centers; and
- existing park and open space facilities.

Based on this analysis, key elements may be suggested and designed into the West Gunnison Neighborhood Plan to improve access and livability within the neighborhood.

This initial GRASP® analysis has been simplified to show existing conditions,

1-9

See Maps in Appendix B:  
Figure 6 A-B: Access to Employment  
Figure 7: Access to Parks and Open Space  
Figure 8 A-B: Access to Neighborhood Services



but will be enhanced in later phases to reflect community derived preferences for development.

This computer analysis generates a series of thematic maps depicting the spatial relationship of the West Gunnison Neighborhood to existing service, employment and park nodes found in the city (see Figures 2, 3, 4). Hence, the maps depict (thematic) color scales representing the relative measures generated by the GRASP model. Darker colors are a result of higher quantities.

The GRASP model incorporates existing land use data pertaining to the three activity types (service facilities, employment centers, and parks and open space) and measures a “service radius from those existing locations. The “service radius” is set at one-third mile (1/3 mile) based upon a 10-minute walking distance.

When the service areas for multiple components are plotted on a map, a picture emerges that represents the cumulative service provided by that set of components upon the geographic area. Where service areas for multiple components overlap, a darker shade results from the overlap. Darker shades indicate locations that are “served” by more components. The shades all have numeric values associated with them, which means that for any given location on a GRASP® map, there is a numeric GRASP® Level of Service score for that location and that particular set of components.

The maps can be used to determine levels of service throughout the community from a variety of perspectives. These perspectives can show a specific set of components, depict estimated travel time to services, highlight a particular geographic area or display facilities that accommodate specific community needs.

It is not necessary for all parts of the community to score equally in the analyses. The desired level of service for any particular location will depend on the type of service being analyzed, and the characteristics of the particular location. Commercial and industrial areas might reasonably be expected to have lower levels of service for parks and recreation opportunities than residential areas. Levels of service for retail services in high-density residential areas might be different than those for lower-density areas.

The GRASP model can be used to determine if current levels of service are appropriate in any given location, and whether or not that level of service is appropriate to continue in the development of the West Gunnison Neighborhood. If so, then plans can be developed that provide similar levels of service to new neighborhoods. Conversely, if it is determined that different levels of service are desired, then new planning can differ from the existing community patterns to provide the desired LOS

***Access to Employment Locations:***

Figure 6 is a map depicting relative accessibility to major employment centers in the City. The top ten employers in the community were identified and were given scores based on the number of people that are currently employed at each location. Locations that were not in the top ten received a generic score. By showing the actual number of employees at specific locations, a picture emerges that weights the locations that employ the largest percentages of residents in the community.

**Community-wide:**

The GRASP map shows that residents living near the center of town and within 1/3 mile of the college have the best opportunity for pedestrian commuting to employment centers and service facilities. An obvious gap occurs on the western edge of the town, but the

# WEST GUNNISON

## Neighborhood Plan

### ACCESS (CONT.)

West Gunnison Neighborhood provides a much better accessibility measure when compared to outlying unincorporated residential areas.

West Gunnison Neighborhood:

The retail and commercial locations along the eastern edge of the West Gunnison Neighborhood provide some opportunities to potential residents in that neighborhood, but the majority of employment opportunities in the community require a long walk or short car drive.

Trends:

Generally, the majority of employment locations lie outside of a 1/3 mile walk of most of the residential neighborhoods within the City. Additionally, many citizens in the community work in the Crested Butte area. These facts highlight the importance of the Regional Transportation Authority (RTA) efforts to develop the public bus system serving the city and employee commuters traveling between Crested Butte and Gunnison. These GRASP generated accessibility measures also add credence to the need for developing city-wide pedestrian/bike corridors to make it easier to leave the car at home.

#### ***Access to Outdoor Recreation and Open Water.***

Figure 7 is a map showing parks, open space, and open water in relation to community land uses. Each park, park component, and body of open water was given a simple score of "1". Darker shades of orange show a higher accumulation of components in that area.

Community-wide:

Gunnison enjoys a basic coverage of LOS through out the community. Most of this service is provided by the close proximity to streams and rivers that run

1-11

See Maps in Appendix B:  
Figure 6 A-B: Access to Employment  
Figure 7: Access to Parks and Open Space  
Figure 8 A-B: Access to Neighborhood Services



along the southern and western borders of the community. It must be noted, however, that except for the River Walk Park, significant parts of the river frontage in the southern part of the city is private property, and cannot be considered as a recreation node. Other major providers of service include Jorgensen Park, Legion Park, the Community Center, and Meadows Park. These facilities are located entirely on the eastern side of the community leaving the western portion of the City with few recreation opportunities. In fact, large parts of the City, especially in the south central are of the City, are not within easy walking distance to any recreational amenities. Not shown on the plan is a white water park that is located in the county on the west side of the Gunnison River. While outside of the study area, this facility provides access to passive recreation to residents on the west side of Gunnison.

#### West Gunnison Neighborhood:

Except for the Riverwalk Park, no other recreational access is currently within walking distance from properties in this neighborhood.

#### Trends:

As the nation faces a growing health crisis of obesity in the population, proximity to parks and recreation is increasingly important. Providing parks and recreation opportunities within easy reach of every home is seen as a way to combat childhood obesity and provide healthy transportation opportunities. Strategic placement of a park and recreation facilities within the West Gunnison Neighborhood would provide much needed recreation and greenspace to the western side of Gunnison.

#### ***Access to Neighborhood Service Locations:***

Figures 8A & 8B use land use data to map locations of neighborhood services. These services include amenities such as retail, medical services, educational facilities, and public agencies. In creation of a pedestrian oriented community requires the development of easily accessible service facilities.

#### Community-wide:

Currently neighborhood services are concentrated in the central downtown area of Gunnison as well as along the major highway traveling through town. The northwest part of the community has good access to schools and educational facilities but is otherwise devoid of neighborhood services.

#### West Gunnison Neighborhood:

As in the northwest part of the community the western part of the West Gunnison Neighborhood is lacking in access to neighborhood services. The commercial/retail properties do provide service to the eastern part of the neighborhood and access to these businesses could be preserved and possibly enhanced to encourage pedestrian traffic to these businesses.

#### Trends:

Providing neighborhood level services (within walking distance of home) not only encourages community within neighborhoods, but it also reduces dependence on the car and allows populations that do not or cannot drive such as senior and youth to procure services within their neighborhood.

#### Key Issue:

- An improved pedestrian and vehicular transportation network within and connecting to the neighborhood would benefit access to these key elements and mitigate the current physical barriers that exist.



# WEST GUNNISON

## Neighborhood Plan

### HOUSING

The West Gunnison Neighborhood is composed of a variety of housing types and housing units from single family units to town homes to manufactured units. This diverse housing stock presents a unique opportunity to develop a cohesive vision for the West Gunnison neighborhood that:

- Develops new opportunities for home ownership at all income levels;
- Creates decent affordable housing for working families;
- Enhances neighborhood identity and quality of life.

The zoning for the Neighborhood includes commercial, single family, multi-family, and planned unit developments. With this zoning mix there is the potential to blend a dynamic and desirable community. Given that housing is a key element to the growth and design of the Neighborhood, it is the intent, as this process goes forward that there will be sufficient detail to visualize how development of our newest neighborhood will look and feel.

The West Gunnison Neighborhood Plan will address the need for amenities such as parks, trails, and other quality design considerations that have been proven to enhance housing values.

In considering this, there are several key factors that must be considered as the West Gunnison Neighborhood plan begins to take shape:

- *The average annual income in Gunnison County \$26,832 or \$12.90 an hour – 2005 Region 10 Report*
- *Affordability index suggests that above income can afford to purchase a home at \$93,000. Affordability is defined as housing costs do not exceed 30% of a household's income.*
- *The average median sale price of a single family home in the City of Gunnison increased from \$175,000 in 2003 to \$209,250 in 2005 for a 19.2% increase (2005 Region 10). To stay within the realm of affordability a household of four would need to earn approximately \$55,000.*

1-13

#### *Trends and Key Issues*

- Projections for population growth indicate that by 2020, the Gunnison Area could have up to 1400 new residents who would need housing. (State of Colorado, Department of Local Affairs)
- The average single family home price in the City of Gunnison increased from \$160,000 in 2003 to \$190,000 in 2005. (19% increase) (Gunnison County Assessor, December 2005)
- The West Gunnison Neighborhood Plan will consider the appropriate location for housing to meet the needs of future residents. The Plan will also consider the need for affordable housing within the City of Gunnison.

- *Although somewhat dated, the 2000 Census is the most widely used data to express housing conditions. As such, Gunnison County had a total of 5,649 households, of those households 42% or 2,348 were renter households.*

It is important to not only examine existing conditions, but also to consider a full range of housing types and locations for persons of all income levels and ages and create and maintain adequate opportunities for family living (including children of all ages) with proximity to services that provides a mixed-use neighborhood that fosters a vibrant, convenient, and well-served community.



See Maps in Appendix B:  
Figure 3: Existing Zoning  
Figure 5: Development Status  
Figure 8&9: Housing Values

Sources:

US Census 2000  
Gunnison County Assessor Data 2005  
State of Colorado Department of Local Affairs  
Region 10 Review 2004  
Colorado State University Economic Development Report August 2004

# WEST GUNNISON

## Neighborhood Plan

### WATER, SEWER, & STORMWATER

#### INTRODUCTION

This summary report section provides an overview of the existing utility capacity and service in the West Gunnison Neighborhood. This section provides a description of existing conditions related to utility/engineering considerations. General assumptions were made in order to perform the analysis and may or may not reflect the final development plan.

**Ground Cover.** The area is covered with native grasses with some occasional wooded areas. The site currently drains southwesterly across pasture into various existing irrigation ditches and drainage channels. Fences separate property lines and several irrigation ditches follow fence lines.

**Flood Plains.** Review of the Flood Insurance Rate Map Panel 2 (080080 002 C), effective date September 18, 1985, published by the Federal Emergency Management Agency (FEMA), reveals that portions of the West Gunnison Neighborhood are located within a regulatory 100-year floodplain.

**Regional Ground Water.** The local ground water system is characterized as an unconfined aquifer, meaning that the atmospheric pressure at the top of the saturated zone equals the atmospheric pressure. This aquifer consists of a sandy gravel deposit underlain by Morrison Formation shale. Within the neighborhood it is estimated that aquifer's saturated thickness ranges between 70 and 130 feet. The water table elevation varies seasonally with irrigation and steam flow, but it likely ranges between 2 feet to 15 feet. Tomichi Creek and the Gunnison River are the main recharge sources during the spring and summer. Natural

1-15

See Maps in Appendix B:  
Figure 11: Water Supply  
Figure 12: Wastewater System  
Figure 13: Drainage Patterns

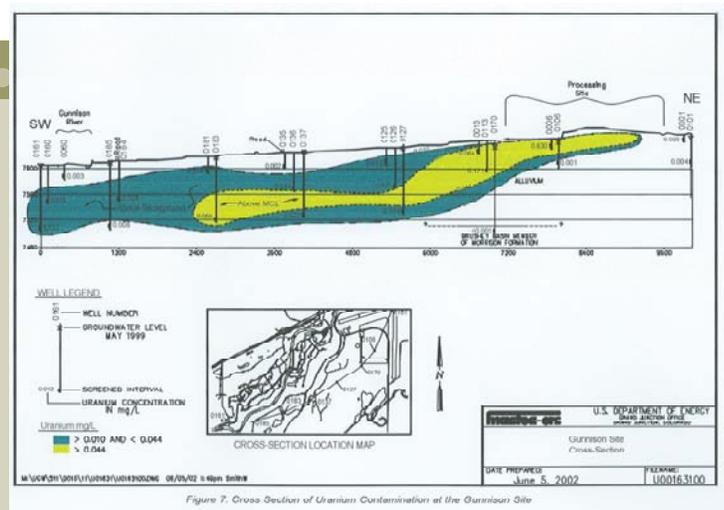


Figure 7. Cross Section of Uranium Contamination at the Gunnison Site

discharge from the aquifer to these streams occurs in a narrow zone (less than 20 feet) below the ground surface. These water table conditions are important in protecting the quality of the regional ground water and also in relation to engineering design.

**General Topography.** General topography of the site declines to the northwest at slopes ranging from 0.5% to 2%.

**General Soil Conditions.** The soil condition for this site has been determined by an interactive website available from the National Resource Conservation Service. One primary soil type can be found in and around the planning area:

SOIL ID NO.	SOIL	HYDROLOGIC CLASSIFICATION	PERMEABILITY	EROSION HAZARD
1	Fola Cobbly Sandy Loam (1%-8% slopes)	B	RAPID	MODERATE
2	Gas Creek Sandy Loam (0%-1% slopes)	D	RAPID	MODERATE

The northeast half of the project, 31.5 acres, is a Fola Cobbly Sandy Loam and the southwest half of the project, 36.7 acres, is a Gas Creek Sandy Loam. See Appendix for Soils Map and Hydrologic Group descriptions. During a site visit the test pit was found on the southwest portion of the site, and water was observed standing in the pit approximately 1 foot below the ground surface. A high water table on the western side of the project may provide for a reduced infiltration rate and higher runoff potential.

#### WASTEWATER

The southwest neighborhood plan area (AREA) is presently served by the West Gunnison Sewer District. The City is involved in negotiations to acquire the District.

Existing piping in the District consists of a 10" truck line running generally north along Brookside Drive, an 8" lateral running generally east along the southern boundary of the AREA and some 8" laterals in the northern section of the Area and to the north of the Area. Both lines connect to a manhole in the south-west corner of the area and then through a 21" pipe passing under Highway 50 to the City interceptor line to the Waste Water Treatment Plant. (See Figure 12)

In 2000 the City retained Black & Veatch Consulting Engineers to model the City Wastewater Collection System. The AREA was included in that model. Only 10" and larger and some 8" lines identified as collector lines were modeled. The zoned land use was used to calculate wastewater flows in the AREA. The report identified the north/south 10" trunk line as under sized at full built out of the AREA and property north of the AREA.

The 21" highway crossing, main interceptor line and Wastewater Treatment Plant had sufficient capacity for full development flows.

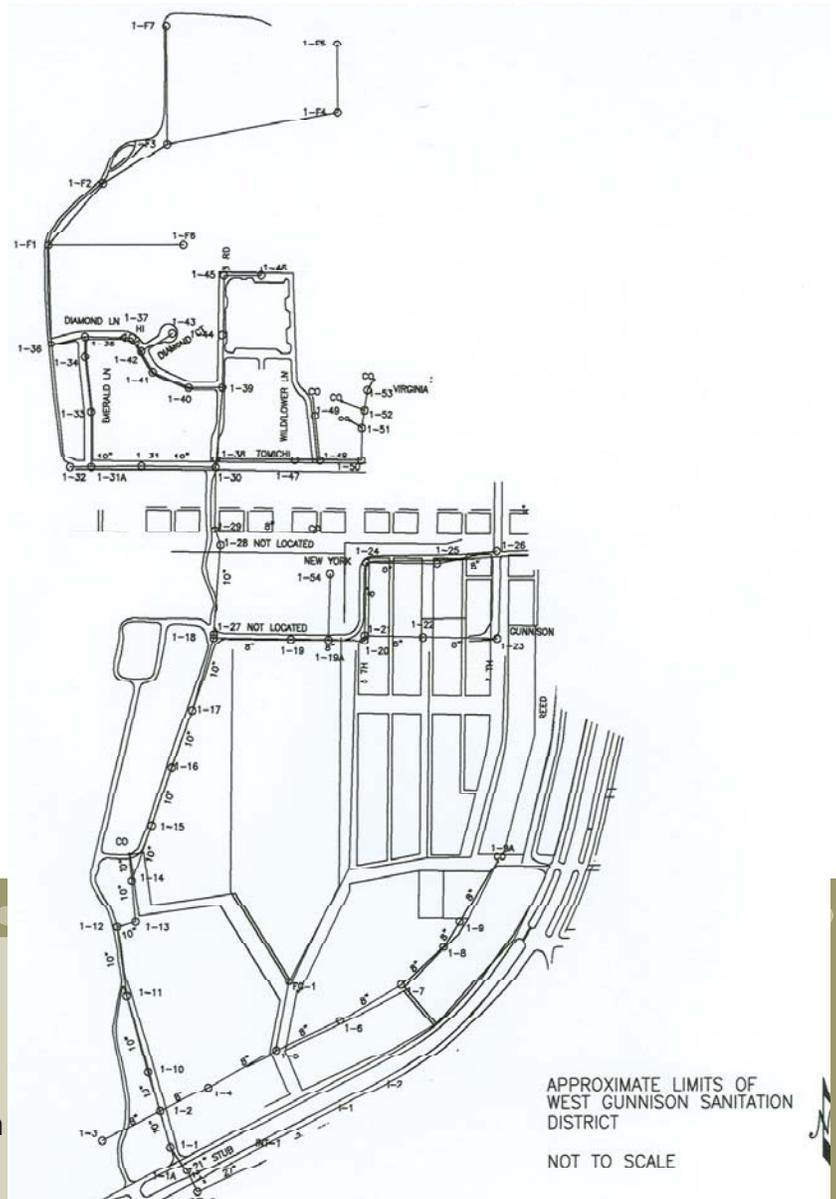
Since the 2000 model was completed significant development has occurred north of the AREA and limited development has occurred within the AREA. The City has retained Black & Veatch to update the Wastewater Collection System Model to reflect this growth and proposed land use changes both within the AREA and to the north of the AREA.

The updated model includes all piping regardless of size and refined information on

# WATER, SEWER, & STORMWATER (CONT.)

existing pipe slopes and condition. The updated model assumes changes in connection points of new laterals to serve the AREA. The revised model will change conclusions reached in the 2000 model.

The revised model should be completed by the end of 2006. Conclusions of the affect of development in the AREA and north of the AREA on the existing wastewater collection system would be premature at this time.



1-17

See Maps in Appendix B:  
Figure 11: Water Supply  
Figure 12: Wastewater System  
Figure 13: Drainage Patterns

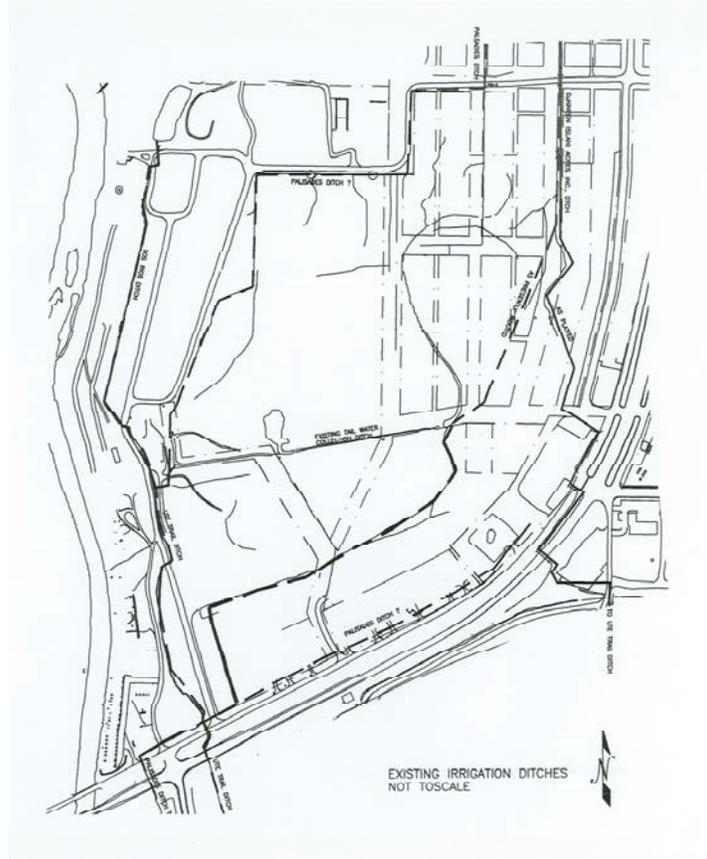
## WATER SUPPLY

The southwest neighborhood plan area (AREA) is presently served by the City of Gunnison.

Existing piping in the area consists of an 8" main along the south boundary, an 8" main along the north boundary and some 6" branches primarily in the northern portion of the AREA.

In 1995 the City of Gunnison retained Black & Veatch Consulting Engineers to model the City water supply system. A preliminary report was completed and reviewed. The review identified revisions were appropriate in some of the planning area assumptions. These revisions were not completed and the report was not finalized and hence the report has not been published.

The City has retained Black & Veatch to complete the water system model. The completed model should be completed by the end of 2006.



The 1995 model indicated the need for off site improvements, mainly looping, that were required. Some of these improvements have been made. The model indicated the City had sufficient capacity to serve the AREA but fire flow pressure was in question.

All of the conclusions in the 1995 model are in question until the 2006 model is completed. Conclusions of the effect of development in the AREA on the existing water supply system would be premature at this time.

## IRRIGATION

There are four (4) existing ditches in the AREA. They are:

1. Dos Rios Ditch located along Partches private drive on the west side of the property.
2. Ute Trail Ditch an extension of the Dos Rios Ditch located along Brookside Drive. It is assumed the Ute Trail Ditch is formed at the juncture of a Palisades Ditch tail water collection ditch and the Dos Rios Ditch.
3. Palisades Ditch located at the intersection of 6th Street and New York Avenue.
4. The Shady Island Inc. Ditch located in 7th Street.

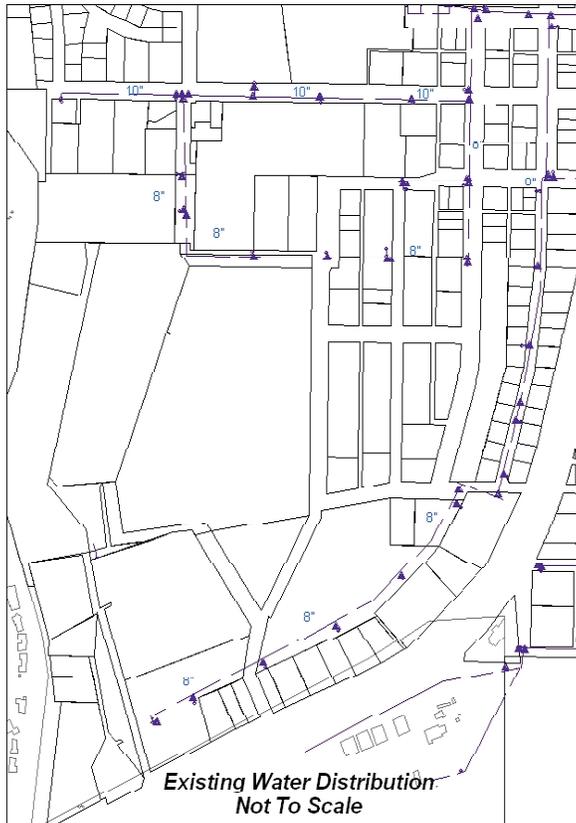
There are downstream water rights associated with these ditches. A complete list of the water rights holders has not been assembled. Development within the area must account for these water rights.

The Dos Rios Ditch and Ute Trail Ditch basically pass through the AREA and are not affected

# WEST GUNNISON

## Neighborhood Plan

### WATER, SEWER, & STORMWATER (CONT.)



by development in the AREA.

A plat of the Palisades ditch is not on record at the Gunnison County Courthouse. There are several potential locations for the Palisades Ditch within the Area. Relocation of the ditch could potentially involve the water court issues. It is believed that the Area was historically irrigated by the Palisades Ditch.

The Shady Island Inc. ditch has a plat on record at the Gunnison County Courthouse. The plat indicates the Shady Island Inc. Ditch generally followed 7th Street to Bidwell Ave. and then east under Highway 50 and south along Airport Road, under the Gunnison County Airport and finally connecting to the Ute Trail ditch south of the intersection of Gold Basin Road and Goodwin Lane. The Shady Island Inc. Ditch was formally known as a branch of the Palisades Ditch and in fact is supplied by the Palisades Ditch at a location on the City of Gunnison Public Works Shop property. The Shady Island

1-19

See Maps in Appendix B:  
Figure 11: Water Supply  
Figure 12: Wastewater System  
Figure 13: Drainage Patterns



Inc. Ditch has been rerouted. It presently follows 7th Street to Bidwell Avenue, as originally platted, but then turns west along Bidwell Ave. and into the existing tail water collection ditch located in the central portion of the AREA.

A list of water rights holders within the Area has not been completed. The effects of development within the AREA on water rights holders, if any, have not been addressed.

The City of Gunnison considers irrigation water a utility and requires all lots to be served with irrigation water. The City can supply water to the AREA from the City Shop through the existing Shady Island Inc. Ditch and the Palisades Ditch.

Presently there are two (2) culverts which carry water out of the area to the south. One culvert located on the west side of Brookside Drive passes under Highway 50 and is the Ute Trail ditch. The second culvert passes east/west under Brookside drive on the north side of the Highway 50 frontage road and then turns south under Highway 50. This culvert MAY be the Palisades Ditch. This can not be confirmed. This ditch passes under the Ute Trail Ditch.

The City can supply sufficient water to satisfy the irrigation needs of the AREA at full development. The main questions surrounding irrigation are the effects of development on existing on site and downstream water rights holders.

#### STORM WATER DRAINAGE

Historically the entire AREA was drained by the two culverts identified in the IRRIGATION section of this report. Flow off site was a combination of irrigation flows and storm event runoff. Predevelopment runoff is very small given the flat nature, vegetative cover and generally porous ground of the AREA.

Changing points of discharge of storm water runoff from the historical locations would be problematic. This would entail acquiring land or easements from adjacent land owners, increasing flow into the Highway 50 right of way or perhaps increasing pipe sizes under





# WEST GUNNISON

## Neighborhood Plan

### WATER, SEWER, & STORMWATER (CONT.)

Highway 50. All options would be difficult and undoubtedly expensive. It will be assumed that all storm water runoff from the site will follow historical patterns.

Since all discharge is through historical points and through existing culverts it would require developed runoff to match historical runoff. This can be best accomplished with the use of Low Impact Development practices (LID). LID simply means, to as closely as possible, mimic the predevelopment site hydrology using design techniques that store, infiltrate, evaporate and detain runoff. The key to making the LID concept work is to think small, utilizing many small technologies distributed throughout the entire site. LID also uses existing features, such as wetlands, for detaining flows and addressing water quality issues. All storm water facilities shall meet the requirements of Phase 2 of the National Pollutant Discharge Elimination System (NPDES) requirements.

LID requires the cooperation of all land owners and the regulatory agency to be effective. A cooperative effort by all stakeholders can reduce the overall cost of development significantly. The City of Gunnison has some examples of typical LID practices for review.

The storm water runoff from the site will eventually enter the irrigation system, the historical points of discharge. The general concept of drainage will be to minimize runoff from each developed site, down to the size of each developed lot, and try to direct runoff into existing delineated wetland areas. The Army Corp of Engineers has been contacted for comment on this use of wetlands. If the general nature of the wetlands does not change the concept is acceptable. If a flow restricting structure is required at the discharge point of the wetlands a permit will be required.

1-21

#### *Trends and Key Issues*

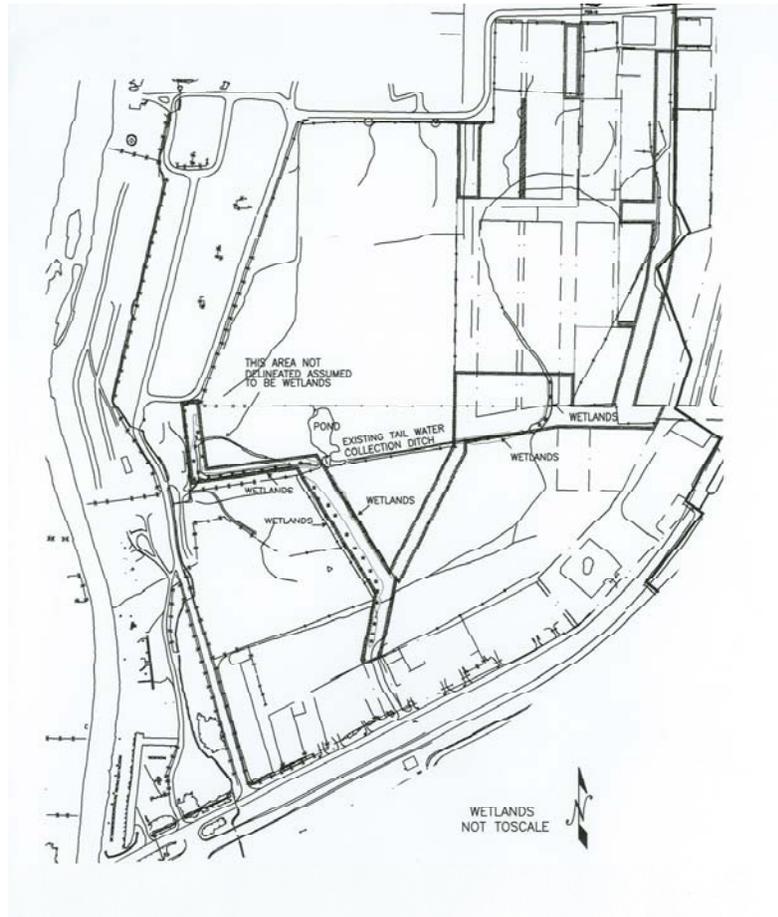
- The 100 year flood plain impacts the western edge of the site and numerous potential wetland areas are present on site and will need further study before development of these areas
- The current sewer and water system capacities do not seem to support large scale future development without significant investment in public infrastructure.
- Future stormwater management practices will need to be carefully designed as not to impact the Gunnison River corridor and associated wildlife. Due to the lack of topography in the planning area, alternative management practices will be explored.

The existing tail water collection ditch has been delineated wetlands in street right of ways. (See inset map) There is also an existing privately owned pond adjacent to this ditch. A large portion of the AREA can utilize these natural features to mitigate storm water runoff.

There is a wide variety of LID techniques available but some of the common and least costly are:

1. Direct flow to shallow wide grassy swales that increase the time of detention and reduce peak flow.
2. When a detention pond is required remove impervious overburden and replace it with a porous material that will increase the rate of infiltration and reduce runoff.
3. Delay as long as possible the discharge into irrigation ditches. The ditches are designed to convey water and will decrease time of concentration.

**COLD WEATHER CONSIDERATIONS**  
During winter months the ground is frozen and infiltration techniques are not effective. The irrigation system often requires drop structures at roads. These drop structures contain water and are frozen during winter months. Spring thaws and early rain showers will generate runoff while the drop crossings are still frozen. The volume of runoff from thawing is difficult to quantify. A volume equal to 10% of the summer design flows has been proposed in some areas.



If proposed detention/ retention ponds are not large enough to contain snow melt runoff where irrigation ditches drop structures pass under roads a drain pan should be considered to convey snow melt runoff. Proper overall design should convey this runoff to existing wetlands.

See Maps in Appendix B:  
Figure 11: Water Supply  
Figure 12: Wastewater System  
Figure 13: Drainage Patterns



# WEST GUNNISON

## Neighborhood Plan

### TRANSPORTATION

This summary report examines the existing transportation conditions in the West Gunnison Neighborhood area, and details the opportunities and constraints that will affect the development and implementation of the West Gunnison Neighborhood Plan.

#### *Physical Constraints*

The West Gunnison Neighborhood area is roughly bounded by Tomichi Avenue on the north, US Highway 50 (US 50) on the east and south, and the Gunnison River on the west. The Gunnison River serves as the effective west edge of the neighborhood. There are no existing or planned bridges across the river north of the US 50 corridor. The Transportation Element of the City Master Plan identifies a future bridge across the Gunnison River at approximately the Denver Avenue alignment, but that future bridge will be at least six blocks north of Tomichi Avenue.

US 50 (discussed in more detail below) and its frontage road serves as a limited access roadway which regulates access on the south and east edges of the neighborhood, and the airport limits roadway connections to the south. Gunnison's existing grid of streets extends to the east and northeast of the West Gunnison Neighborhood, but there is limited connectivity currently to the north (west of 8th Street).

#### *Existing Roadways*

***US 50 is a regional corridor that also provides the primary east-west mobility through Gunnison. It is an arterial street with the following characteristics:***

- There are two through travel lanes in each direction and a center turn lane north and east of Rio Grande Avenue. The paved cross-section along the mainline of US 50 is 76 feet wide.

1-23



Southbound on 8<sup>th</sup>



Looking west along Bidwell

- A single travel lane exists in each direction to the west of Rio Grande Avenue.
- There is a frontage road along the northwest side of US 50 from a point west of the Gunnison River to a point just south of New York Avenue.
- There is a frontage road along the southeast side of US 50 from Rio Grande Avenue to New York Avenue.
- The frontage roads typically have a paved width of 32 feet and are separated from the mainline by 20 foot wide landscaped medians.
- The medians between the frontage roads and the mainline of US 50 limit local roadway access to New York Avenue, Gunnison Avenue, Bidwell Avenue, Rio Grande Avenue, and Airport Road.
- The intersection of Tomichi Avenue and US 50 is an unusual 'Y' shaped intersection created where US 50 curves south off of the Tomichi Avenue alignment.
- The only signalized intersection in this part of Gunnison is at US 50 and New York Avenue. All other US 50 intersections are controlled with stop signs on the side streets.
- The close proximity of the frontage roads to the US 50 main line results in very short roadway segments between the frontage road and the mainline at each intersection. These intersection areas typically become problematic from a traffic control and safety perspective as traffic volumes increase with adjacent development.
- According to traffic count information compiled by the Colorado Department of Transportation (CDOT), the daily traffic volume through the neighborhood area is approximately 9,000 to 10,000 vehicles per day between Rio Grande Avenue and Tomichi Avenue where there are four through travel lanes. CDOT projects that there will be approximately 12,000 to 14,000 vehicles per day in the Year 2025 on this segment of US 50. Given that a roadway of this type with a 5-lane cross-section can accommodate over 30,000 vehicles per day, there is adequate capacity to handle the projected traffic growth in this part of Gunnison.
- The daily traffic volume on US 50 west of Airport Road is less than 7,500 vehicles per day. CDOT projects there will be less than 12,000 vehicles per day in the Year 2025. Given that a roadway of this type can accommodate over 15,000 vehicles per day, there is adequate capacity to handle the projected traffic growth in this part of Gunnison.

***There are limited local roadways in the West Gunnison Neighborhood currently:***

- Tomichi Avenue extends across the north edge of the neighborhood and has a 2-lane paved cross-section of variable width. It provides residential access and connects to a sporadic grid of north-south local roadways. Those roadways extending north of Tomichi typically do not connect with streets in the older residential portion of Gunnison with the exception of 8th Street.
- New York Avenue extends west of US 50 to 5th Street before jogging south and then back west along the Gunnison Avenue alignment. This roadway provides access to a mobile home park in the west side of the neighborhood.
- 8th Street connects from the north, across Tomichi and New York Avenues to the Bidwell

# WEST GUNNISON

## Neighborhood Plan

### TRANSPORTATION (CONT.)

Avenue alignment. South of New York Avenue, 8th Street serves as back door access to the US 50 commercial uses.

- There are a few other roadway connections accessing the neighborhood as illustrated on Figure 14: Transportation Opportunities and Constraints diagram, but none have continuity across the neighborhood. Some are paved and some are currently gravel.

#### *Potential Future Roadway Expansion*

##### ***US 50 Corridor***

The US 50 corridor will continue to be the primary roadway corridor through the area, and will also provide the majority of commercial access. The West Gunnison Neighborhood Plan development process should carefully consider the existing and proposed future access to the US 50 corridor to balance the needs of efficient traffic flow on the state highway and adequate access to the adjacent land area. This process should consider potential improvements to the alignment and function of the west frontage road.

The planning process will also need to identify potential future signalized intersections along US 50 as the area develops and local access traffic increases.

It may be appropriate for the City of Gunnison to work with CDOT to develop an access control plan for this portion of US 50.

##### ***Local Roadway Grid***

The Functional Transportation Map of the Transportation Element of the City Master Plan illustrates a number of proposed major and minor collector

1-25



Westbound on Tomichi



Southbound on US

roadways extending into and through the West Gunnison Neighborhood area. Conceptual extensions are shown along 5th Street (Thornton Way), 7th Street, Bidwell, and others. The intent is to provide a grid of roadway connectivity in the area.

The West Gunnison Neighborhood Plan development process provides an opportunity to define a grid of local roadways to serve the area as it develops, and insure an interconnected transportation system. This planned network would define connections at a level of detail more precise than currently included in the City Master Plan. The attached figure illustrates potential connections that could be considered as a starting point in the process. Consideration of specific land uses, current development proposals, and physical constraints may result in a different grid, but the intent is to create a transportation system similar to that which exists in the established areas of the city.

### *Bicycle System*

Currently there are no defined bicycle facilities in the West Gunnison Neighborhood area. However, the low traffic volumes on the local access roadways allow comfortable on-street bicycling for most cyclists.

This plan development process provides the opportunity to identify on-street and off-street bicycle facilities to be included as the area develops. At a minimum, there should be an off-street bicycle path identified to connect from south of US 50 to north of Tomichi Avenue as a link in a city-wide bicycle path loop that is being planned. This link should include a grade separated crossing of US 50, and if possible, travel along the Gunnison River corridor (see Figure 14).

The roadway grid developed for this neighborhood should also include a system of on-street bicycle lanes and signed bicycle routes along selected corridors (to be determined) that connect to other existing and future bike facilities in Gunnison. This planning effort should expand upon the links illustrated in the Bicycle Circulation Plan of the City Master Plan.

### *Pedestrian System*

There are very few sidewalks along existing roadways in the neighborhood area. It is recommended that all future roadways include sidewalks along both sides (consistent with the City Master Plan), and that a plan be developed for adding missing sidewalks along key segments of existing roadways.

### *Transit System*

The Transit Circulation Plan in the City Master Plan does not currently identify any future transit service in the West Gunnison Neighborhood south of New York Avenue. At a minimum, this area should be served by demand responsive transit service for the elderly and disabled. Depending on the intensity of land uses planned for the area, this neighborhood might also be considered for inclusion in any future local transit service in Gunnison.

See Maps in Appendix B:  
Figure 14: Transportation Opportunities and Constraints

# WEST GUNNISON

## Neighborhood Plan

### GOALS

During the Stakeholder meeting held on October 23, 2006, committee members developed a set of Draft goals; that may be used in guiding the remaining phases of this project. The Stakeholder Committee members agreed to establish goals based upon the "Issues" identified through the public participation process initiated during this first phase. The following are the Draft goals set forth by the Stakeholder Committee.

#### ***GOAL-Access, Safety, Transportation***

1. Provide a safe and efficient transportation network that allows for efficient movement of vehicles through the site and with viable connection to the city's existing road network.
2. Establish a bike and pedestrian trail network throughout the neighborhood that will promote non-vehicular transit and will link to the city and regional circulation system; pedestrian/bike infrastructure design needs to account for ADA (Americans with Disability Act) compliance.

NOTE: Under these two goals it is important to contemplate the following challenges:

- Snow Removal
- Emergency Access
- Signage, full cut-off street lighting, and crosswalks
- Adequately sized sidewalks should be constructed on both sides of the street.
- Coordination with the Colorado Department of Transportation will be critical in achieving these goals



***GOAL - Commercial & Retail***

1. Develop at least one master plan scenario that incorporates mixed zoning elements allowing for commercial/residential uses.
2. Develop a plan with recommendations for the appropriate location for commercial uses to be located in the plan (i.e. continue the commercial uses along the present highway frontage road).

***GOAL -Community Amenities & Benefits***

1. Develop a plan that is an integrated part of the city as a whole, whereby amenities within the neighborhood are shared by the community and existing community assets are easily accessible by the neighborhood.

NOTE: The Committee felt this goal might be an overriding Goal statement for the project

***GOAL - Financial***

1. Identify the financing techniques and resources that may be available to implement infrastructure extensions, and whereby all developers pay a proportional share for necessary improvements.

***GOAL - Housing Mix***

1. Develop a master plan for the neighborhood that provides a mix of single family, low density and high density residential uses, considering various income levels.

***GOAL- Infrastructure***

1. Develop a master plan that provides for the logical extension of utilities, and appropriately sized to accommodate the future neighborhood needs.

***GOAL - Open Space, Parks & Trails***

1. Develop a master plan that encourages open space, parks and trails that will benefit the neighborhood as a whole, and whereby those amenities serve to enhance property values.

***GOAL - Planning & Design***

1. Develop a master plan where allowed uses within the neighborhood are compatible.
2. Develop design guidelines that may be used to promote quality architectural design within the neighborhood.

***GOAL - Wildlife protection***

1. Develop a master plan with open space areas that provide habitat for wildlife and take into account the existing riparian areas within the neighborhood.
2. Maintain naturally existing wetlands and provide appropriate areas to enhance wildlife habitat.

WEST GUNNISON  
Neighborhood Plan



# Phase 2

*Neighborhood Analysis &  
Alternative Land Use Plans*

# WEST GUNNISON

## Neighborhood Plan

### PHASE 2-GOALS & OBJECTIVES

**Phase 1** of the **West Gunnison Neighborhood Development Plan** created an Initial Assessment and Analysis of the property by conducting a thorough evaluation of the existing conditions of the site. The analysis included not only technical information about the physical properties of the land, but also included an analysis of surrounding land uses and an in depth look at the public's ideas and concerns about the site. During this process key stakeholders were identified and interested citizens created the Steering Committee. In addition, these people were introduced to the process and their buy-in and continued input was solicited.

**Phase 2** used the information gathered in Phase 1 to create a base from which a land use plan was created. The creation of this land use plan also relied heavily on input from the public, in particular the stakeholders that were identified in Phase 1. This consensus-building process included several meetings at which feedback was gathered and revisions were made:

**Steering Committee Meeting #1** Six plans created by participants.

**Steering Committee Meeting #2** Three Alternative Concepts were developed and presented to the Steering Committee on January 22, 2007.

*Based on the input from the Steering Committee, the Three Alternative Concepts were revised for presentation to the general public.*

2-1

**Public Workshop #2** three concepts were presented to the public on February 5, 2007.

*Based on comments and feedback at the February 5th Public Workshop, Concept A was selected as the "favorite" and revised to show the comments received from the public.*

*The Preferred Alternative was created based on a refinement of the Revised Concept A.*

**Steering Committee Meeting #3** The Preferred Alternative was presented.

*The Preferred Alternative was revised based on input from the Steering Committee Meeting #3.*

Detailed descriptions of the process are provided in the pages that follow, including graphics that were produced at each stage.

# SITE ANALYSIS

Information collected in Phase 1 as well as information gathered during site visits was used to create the site analysis.

This analysis map (Figure 1) is schematic and portrayed existing land uses and natural features including:

Existing and Zoned Commercial

Existing Residential

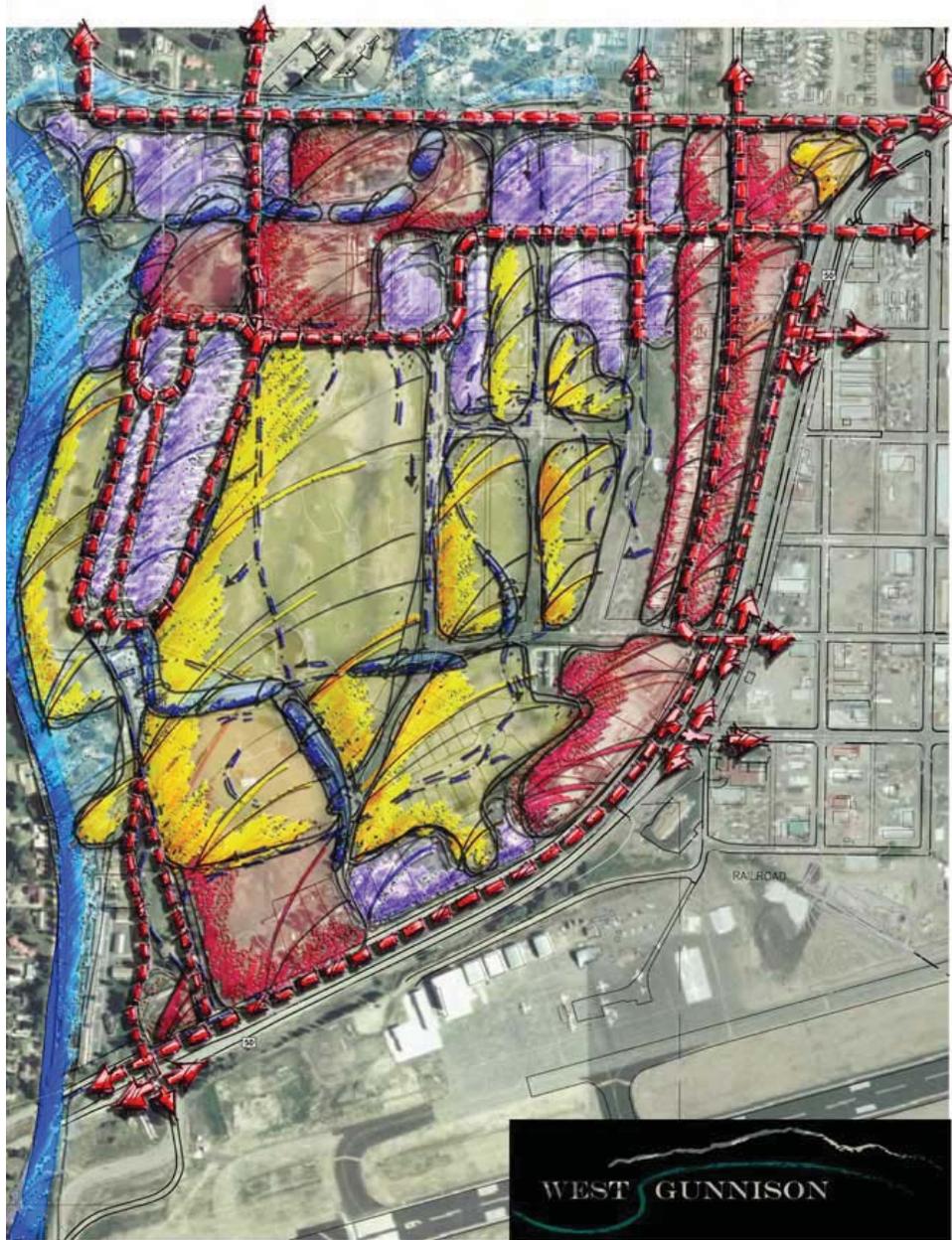
Not Yet Developed

Existing Lodging

Drainage

100 Year Floodplain

Existing Roads



### LEGEND:

- EXISTING AND ZONED COMMERCIAL
- EXISTING RESIDENT
- NOT YET DEVELOPED
- EXISTING LODGING
- DRAINAGE
- 100 YEAR FLOODPLAIN
- EXISTING ROADS

WEST GUNNISON

DESIGN CONCEPTS  
Community and Landscape Architects



The West Gunnison neighborhood is located in the western part of the community and bordered on the west and east by major geographic features - the Gunnison River and US 50. The site slopes generally to the southwest and drains into the Gunnison River. Several intermittent and perennial drainages occur on site and include significant wetlands located in the south central part of the site. In addition to natural drainages the site also contains several irrigation ditches which define this landscape. Current land uses include commercial and residential uses, while a significant portion of the site is undeveloped and contains primarily native grasses and trees. The existing community grid pattern of Gunnison is interrupted by US 50 which prevents the grid from continuing fully into the West Gunnison Neighborhood. Currently there are three existing major site access points along US 50.



# WEST GUNNISON

## Neighborhood Plan

## CREATION OF THE PREFERRED ALTERNATIVE

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### Review of Goals and Project Objectives

The overriding goals for the project were formulated in Phase 1 by the Steering Committee and are a great source for an overview of the intended outcomes of the plan. A review of these goals and objectives was completed prior to completion of the Three Alternative Concepts. See Phase 1 pg. 1-27 for a complete list of these goals and Appendix A for a discussion of how the Goals were interpreted specific to the creation of the Three Alternatives.

### Gathering Public Input

#### Steering Committee Meeting #1

As a part of Phase 1 the Stakeholder Committee, at a joint City and County meeting, participated in a group planning exercise at which attendees were grouped and provided with a scaled aerial photo map of the existing site. Using colored paper and markers, they were instructed to create their ideal neighborhood (see Appendix C). In this planning exercise, six plans were created, each reflecting the project goals as set in Phase 1 and interpreted by the participants. A majority of the maps included parks and open space including a large green belt along the Gunnison River and a park and open space ribbon incorporating existing wetlands central on the site. Preservation of existing commercial along highway 50 was also provided in the majority of the maps.

These plans were then used in the creation of three alternatives in the next steps of the process.

*Presentation of Alternative Concepts to Stakeholders*

Throughout the development of the West Gunnison Neighborhood Plan, the City and Consultant Team invited the public and stakeholders to actively participate in the process and to provide comments and suggestions. The project reached an important milestone with the development and design of three alternative development scenarios for West Gunnison. The City and Consultant Team came to the conclusion that the Stakeholders Group and other landowners should be the first to review these scenarios and have an opportunity to ask questions and provide suggestions. Incorporating comments and suggestions from this Stakeholders meeting, the development scenarios were then presented to the general public for review and comment.

The City and Consultant Team were mindful of the rights of land owners within West Gunnison and wished to continue the cooperative effort with the goal of providing a neighborhood plan that benefits all in the community. Feedback from this meeting led to several minor changes in each of the three concepts. These revised concepts were presented at Public Workshop #2 on February 5, 2007.

**Public Workshop #2**  
February 5, 2007

Following a review of the comment and suggestions from the Stakeholders meeting, the development scenarios were presented on February 5th, 2007 to the general public for review and comment. The agenda for that workshop included opening remarks, a look back at the Phase 1 report, a look forward at the three alternative concepts, and a question and answer session. (The complete detailed agenda can be found in Appendix C.) The following concepts and summaries were presented at that meeting. Comments and suggestions were received after the presentation.



# WEST GUNNISON

## Neighborhood Plan

### Preliminary Concepts

2-5

#### Concept **A**

The central feature of this concept is the **teardrop park** that would incorporate community amenities and necessary drainage improvements and provide direct access to the Gunnison River.

A **riverfront greenbelt** was established for access to the Gunnison River and to function in flood control and stormwater management for future development.

Existing **wetlands and habitat** were carefully incorporated to minimize the impact of development on these valuable resources.

The intent of the land use designations was to provide key commercial frontage at major intersections and along Highway 50 and to transition those uses into residential areas. This was accomplished through incorporation of **mixed use areas** that effectively blend residential uses with small scale neighborhood commercial. This design allows mixed frontage on Highway 50 which adds interest to the neighborhood by migrating away from the strip zoning that currently exists.

The street alignment was designed in a modified grid to disperse traffic and respond to existing drainage patterns. The intersections of Bidwell Street and New York Avenue at Highway 50 have been realigned to provide perpendicular crossings that create a safe environment for traffic and pedestrians. These alignments are in accordance with recommended models from the Colorado Department of Transportation (CDOT).

A **future transit corridor** was incorporated which allowed for direct public transportation access to the river and the entire West Gunnison Neighborhood.



## CONCEPT A

LAND USE OVERLAY	LAND USE ACRES	%
MIXED-USE COMMERCIAL/OFFICE (MUCB)	25.6 ACRES	12.4%
MIXED-USE COMMERCIAL/RESIDENTIAL (MUCR)	11.6 ACRES	5.6%
MIXED-USE RESIDENTIAL (MUR)	108.5 ACRES	52.7%
PARK/OPEN SPACE	23.5 ACRES	11.4%
CIVIC / TRANSIT	3.1 ACRES	1.5%
RIVER/PONDS		
ROADS	33.7 ACRES	16.4%
<b>TOTAL</b>	<b>206 ACRES</b>	

\*\*HATCH AREAS INDICATE EXISTING LAND USE

DESIGN CONCEPTS  
Community and Landscape Architects



0 175 350 700  
SCALE: 1" = 350'





# WEST GUNNISON

## Neighborhood Plan

### Preliminary Concepts

2-7

#### Concept B

The focus of Concept B was to create a **neighborhood center** with the focal point being a **community green space**. This amenity could host concerts, markets, and other events that promote cultural interaction while also creating traffic for surrounding retail uses. A mix of commercial, office, and residential uses would provide consistent traffic and activity in the neighborhood.

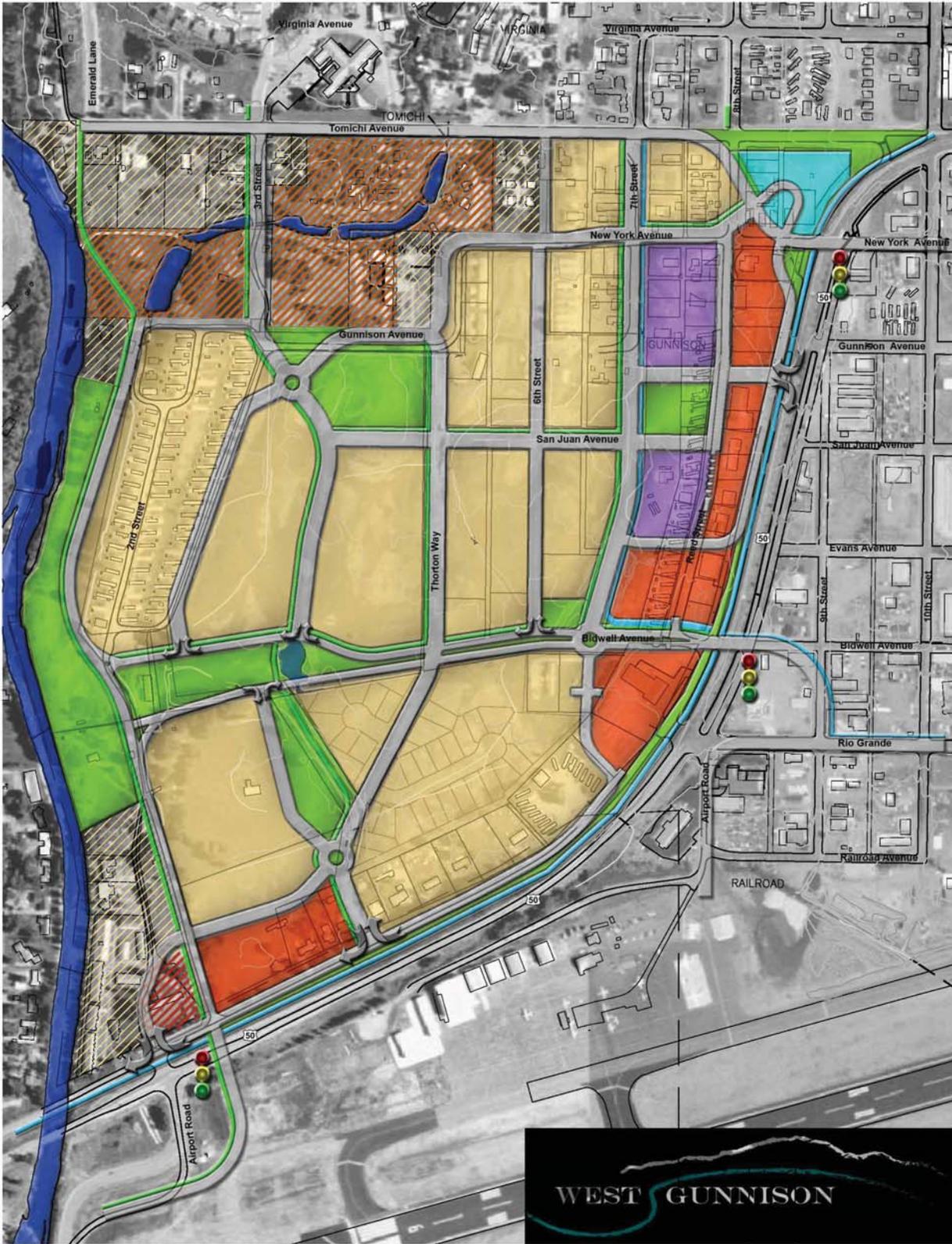
The neighborhood center provides transition into **residential uses** that would be connected by greenbelt and trail connections. These connections would effectively move pedestrians from the parks and recreation areas along the river through the neighborhood to commercial and transit services along Highway 50.

The traffic pattern in the northeast area of the site is designed around a proposed **park-and-ride area** that would serve the existing and future transit service for Gunnison and the surrounding area. In conjunction with the park-and-ride, Tomichi Avenue would be realigned to flow traffic through the area to the existing lighted intersection at New York Avenue. Tomichi Avenue between 8th and 10th Streets would be closed and converted into a park space that would provide a safe pedestrian connection between the West Gunnison Neighborhood and Downtown Gunnison. This park space would also provide a positive terminal view looking west down Highway 50.

The existing alignments of Bidwell Street and New York Avenue would remain in their current configuration and a right-in, right-out intersection would be added to service the neighborhood center while maintaining a safe pedestrian environment in the area.

Similar to Concept A, a **river front greenbelt** was established for access to the Gunnison River and to function in flood control and stormwater management for future development.

Significant **wetland and drainage** corridors were maintained.



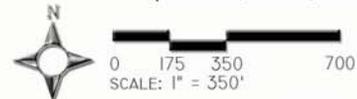
## CONCEPT B

LAND USE OVERLAY		LAND USE ACRES		%
	MIXED-USE COMMERCIAL/OFFICE (MUCB)	32.8 ACRES	15.9%	
	MIXED-USE COMMERCIAL/RESIDENTIAL (MUCR)	6.4 ACRES	3.1%	
	MIXED-USE RESIDENTIAL (MUR)	100 ACRES	48.6%	
	PARK/OPEN SPACE	27.9 ACRES	13.5%	
	CIVIC / TRANSIT	2.3 ACRES	1.1%	
	ROADS	36.6 ACRES	17.8%	
<b>TOTAL</b>		<b>206 ACRES</b>		

 RIVER/PONDS    
  EXISTING RESIDENTIAL    
  EXISTING PUD    
  EXISTING COMMERCIAL



DESIGN CONCEPTS  
 Community and Landscape Architects





# WEST GUNNISON

## Neighborhood Plan



### Preliminary Concepts



2-9

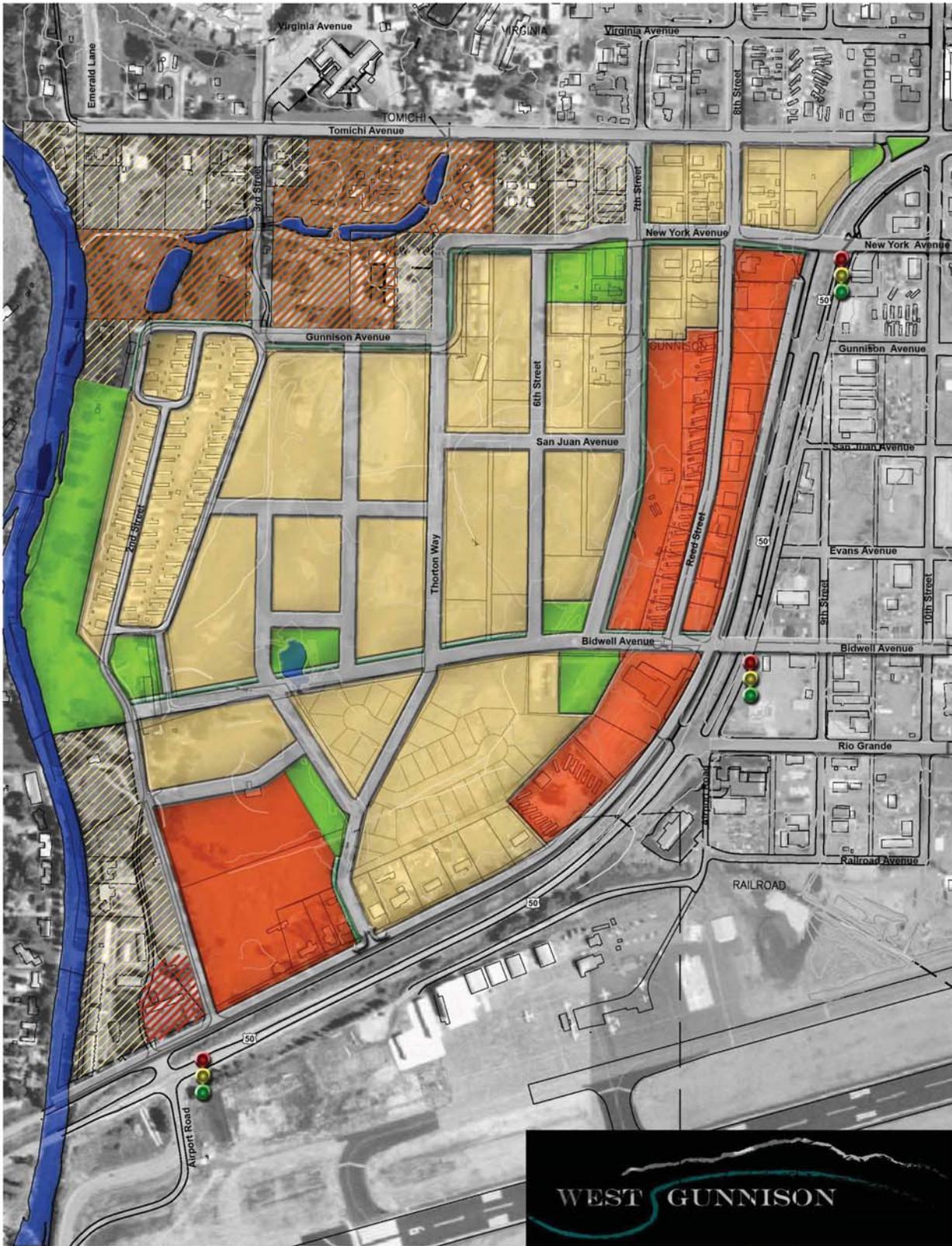
#### Concept C

This concept was designed with the idea of **minimal intervention** in the West Gunnison Neighborhood. All existing right-of-ways were utilized with the addition of key connections to provide necessary access. The land use designations follow closely with existing zoning and all intersections along Highway 50 would be kept in their current configuration.

Parks and open space were kept to a minimum with the concept of providing **small pocket parks** at intervals that could be reached in a 5 minute walk from anywhere in the West Gunnison Neighborhood.

The design utilized existing right-of-ways, and thus it was not possible to avoid existing wetland and drainage corridors. Stormwater runoff would be handled in the streets. The riverfront greenbelt would be required for detention to slow developed flows as they move towards the Gunnison River, unless on-site detention was designed for each individual parcel.

Where possible, commercial uses were buffered from residential uses with parks and greenbelt connections.



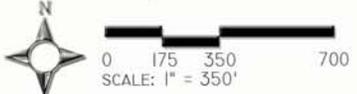
# CONCEPT C

LAND USE OVERLAY		LAND USE ACRES	%
	MIXED-USE COMMERCIAL/OFFICE (MUCB)	41.5 ACRES	20.1%
	MIXED-USE RESIDENTIAL (MUR)	111.5 ACRES	54.1%
	PARK/OPEN SPACE	19.8 ACRES	9.7%
	ROADS	33.2 ACRES	16.1%
<b>TOTAL</b>		<b>206 ACRES</b>	

	RIVER/PONDS		EXISTING RESIDENTIAL		EXISTING PUD		EXISTING COMMERCIAL
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DESIGN CONCEPTS  
Community and Landscape Architects





# WEST GUNNISON

## Neighborhood Plan

### Analysis and Revision

A recurring theme in all of the development scenarios and input from the workshop was the desire for a riverfront park or greenbelt. This amenity would provide needed public access to the river, while being utilized for flood control and stormwater drainage. A preliminary analysis of grading showed it would be necessary to provide flood control on most of the west half of the site for future development and that developed flows would require significant areas for stormwater management (Concept C would require additional area along the river for stormwater management). The riverfront park or greenbelt could also serve as an outdoor classroom and model for sustainable stormwater management.

#### Revised Concept A

All features of the original Concept A were retained with the exception of the river-front greenbelt, which was removed due to landowners' objections. The revision also maintained public access to the Gunnison River and this open space provided flood control and stormwater management functions.

2-11

All concepts utilize the existing grid pattern established in Gunnison. Concepts A and B provide pedestrian connections throughout the community and integrate public transportation.

Analysis of the Bidwell and New York Avenue intersections along Highway 50 suggests realignment, similar to Concept A, would create an optimal situation for public safety, but further feasibility analysis of these realignments is needed.

There was consistent input in the joint policy and stakeholder committee workshop for integration of a park space or neighborhood green along the Highway 50 corridor as shown in Concept B. A desire for mixed use zoning was also prevalent and has been incorporated into Concepts A and B.

All of the concepts provide for adequate corridors and connections for future infrastructure. Concepts A and B allow for easier routing of main lines and looping of utilities which creates efficiency and reduces cost.

All of the concepts promote social interaction through the integration of parks and open space and provision of pedestrian connections to commercial amenities and public transportation.

Feedback during the meeting indicated a strong tendency towards a modification of Concept A as a prelude into the "Preferred Alternative."

# WEST GUNNISON



Future roundabout or intersection to incorporate Tomichi Ave., Hwy 50, frontage roads, 10th St. and New York Ave.

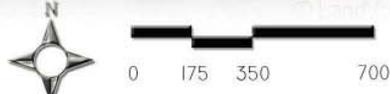
Future roundabout or intersection to incorporate Bidwell Ave., Hwy 50, frontage roads, and Rio Grande

Future roundabout or intersection to incorporate Thornton Way, Hwy 50, and frontage road.

## PREFERRED ALTERNATIVE

LAND USE OVERLAY	LAND USE ACRES	%
MIXED-USE COMMERCIAL/OFFICE (MUCB)	15.8 ACRES	7.7%
MIXED-USE COMMERCIAL/RESIDENTIAL (MUCR)	8.2 ACRES	4%
MIXED-USE RESIDENTIAL (MUR)	117.2 ACRES	56.9%
EXISTING PUD (TO BE REZONED FOR RESIDENTIAL USE)	15.9 ACRES	7.7%
PARK/OPEN SPACE	10.9 ACRES	5.3%
CIVIC / TRANSIT	3.7 ACRES	1.8%
ROADS	34.3 ACRES	16.7%
<b>TOTAL</b>	<b>206 ACRES</b>	

POSSIBLE ROUNDABOUT LOCATION (ROAD ALIGNMENT MAY VARY ACCORDINGLY)



DESIGN CONCEPTS  
Community and Landscape Architects



# WEST GUNNISON

## Neighborhood Plan

### Preferred Alternative

#### Development of Preferred Alternative

Prior to presentation of the Preferred Alternative, great effort was made to gain the confidence of all willing stakeholders. The process of moving from a Revised Concept A to the "final" Preferred Alternative was highlighted by increased involvement from current business owners along Highway 50.

Following much deliberation, the "Preferred Alternative" was presented. The plan, as presented, is a progression of previously presented Concepts A, B, and C in addition to a great deal of input from stakeholders.



## Stakeholders Meeting – March 26, 2007- Feedback and modifications

The Preferred Alternative presented at the March 26 Steering Committee meeting was met with general approval pending the incorporation of the feedback from the stakeholders which included several important modifications. Although some of the requested changes were made primarily by one landowner, the City maintained a commitment to respect the property rights of private property owners. In addition, some changes were requested by commercial property owners that were new to the process.

### Changes made in response to input received at the March 26th meeting were:

1. Designation for the property along the river was changed from greenway to residential use.
2. The connector road through Western Lumber, from the HWY 50 Frontage Road and the Bidwell round-about was designated as a "Potential Alternative" route.
3. The road connection that aligns with Evans, from the Frontage Road to 7th Street was eliminated.
4. A more direct alignment from the Drive-in Theater Road to 3rd Street was established.

**In Phase 3, the preferred alternative is further refined and details for developments are presented including technical reports for water and traffic as well as design guidelines and visioning for the neighborhood as a whole.**

## Key points to the "Preferred Alternative" include:

- 14.1 acres of programmed parks and open space incorporating protection of existing wetlands and provides a valuable connection to the Gunnison River for the entire development
- 15.9 acres of Mixed Use Commercial/Office
- 8.2 acres of Mixed Use Commercial/Residential with easy access on and off of Highway 50
- 114 acres of Mixed Use Residential that allows for a varied development including luxury home sites, single family residences, multi-family units, and affordable housing
- 15.9 acres of Existing PUD to be rezoned to allow residential use
- 3.7 acres of civic space and Park-and-Ride<sup>1</sup>
- An integrated road system incorporating existing right-of-way whenever possible and providing adequate service along with infrastructure connections
- Utilization of round-abouts at key intersections of Hwy 50 to provide traffic calming, avoid additional traffic signals and to allow for safe and efficient vehicle movement
- A greenbelt and trail system that encourages walkable development and access to public parks and open space, civic areas, and the Gunnison River.
- Preservation of a transit corridor to provide for future trolley service.
- Creation of a neighborhood that "feels like" Gunnison by: incorporating the existing city grid to the proposed road system, providing a connection to the Gunnison River, and developing a plan that provides easy access to the rest of the community.

<sup>1</sup> The parcel adjacent to San Juan Ave. has great potential to be a civic gathering space but may be rezoned to Mixed Use Commercial/Residential if the city declines to acquire the property for civic use. The Park and Ride at the intersection of Tomichi and Highway 50 is a key element for bus service to nearby resorts.



**WEST GUNNISON**  
Neighborhood Plan



**Phase 3**

*Neighborhood Plan Development*

# WEST GUNNISON

## Neighborhood Plan

### West Gunnison Neighborhood Phase 3

## Introduction



Through Phases 1 and 2, the West Gunnison Neighborhood Plan has developed to create a Preferred Alternative that reflects the vision, economic interests of the stakeholders and the City, as well as the physical site constraints of the neighborhood. In Phase 3 of the plan the Preferred Alternative changes slightly and details are added

to the plan that provide definition about:

- Storm and wastewater management
- Traffic engineering
- Design vision and guidelines for architecture and urban design.

Changes between Phases 2 and 3 are reflected in the transportation plan (the addition of Highway 50 roundabouts) and in park land designation (the removal of 2.1 acres in the northwest part of the mix residential area.) The Phase 3 plan incorporates seven land use types, Low Impact Development (LID) techniques for storm water management, and a transportation plan that deals with the complexities of the site's proximity to the diagonally aligned Highway 50. In addition to addressing some of the sites technical challenges for water and traffic management, Phase 3 lays out the design and aesthetic vision of the neighborhood.

Because Phase 2 takes an in-depth look at Land Use in the Preferred Alternative, Phase 3 will not repeat that information but will present a more in-depth discussion of land use in the West Gunnison Neighborhood especially as it relates to traffic, water, and design aesthetics.

#### GENERAL

In keeping with the codes and land use designation of Gunnison, the neighborhood falls into seven of the City's zoning designations:

- Mixed-use Commercial (C) – 16 acres, 7 units
- Mixed-use Professional /Residential (C/R)– 8 acres, 7 units

- Planned Unit Development (PUD) – 16 acres, 50 units
- Single Family Residential – 43 acres, 85 units
- Mixed Residential – 74 acres, 814 units
- Parks / Open Space – 12 acres
- Transit – 2 acres

In relationship to the desires of the stakeholders, the intensity of land use increases to the east across the site, matching current uses and relating to the surrounding land patterns in Gunnison. The intent of the land use pattern that is proposed in the West Gunnison Neighborhood Plan is to provide for a mix of uses within the neighborhood that:

- Are located in appropriate proximity to transportation
- Provide for the economic needs of the landowners
- Provide the underlying zoning that will support the community's aesthetic vision of the neighborhood
- Provide housing density that is appropriate and needed within the community
- Provides for the economic viability of existing businesses
- Allows for the inclusion of services to the current and future residents of the neighborhood
- Allows room for civic and social gathering spaces within the neighborhood
- Allows for efficient transportation
- Provides transportation modes options for those traveling in the neighborhood
- Allow for aesthetic, efficient and cost effective drainage techniques

## W A T E R

The West Gunnison Neighborhood has significant wetlands on the site that are naturally occurring or have been produced as a result of historic land uses. In addition, the site contains several irrigation ditches that need to be accommodated in the planning and development of the neighborhood. The land use patterns that are proposed for the site take advantage of the existing wetlands by preserving them as park/open space. Beyond this planning effort, drainage will need to be accommodated in a lot-by-lot or block-by-block basis as outlined in the storm water drainage report included in the Site Water Management Section, page 3-11 of this document.

## T R A N S P O R T A T I O N

Land use designations in the West Gunnison Neighborhood foster an efficient roadway system by concentrating uses that have high trips per day toward the edge of the neighborhood and close to major transportation thoroughfares. In addition, the continuation of the city grid allows for a more even distribution of traffic. Finally the road pattern is configured to take advantage of views into parkland and west to the Gunnison River.



# WEST GUNNISON

## Neighborhood Plan

### Transportation

3-3

### Transportation Access Summary

The proposed West Gunnison Neighborhood Plan is illustrated in **Figure 1**. It illustrates potential land uses, their type, density and location, and the transportation corridors that will serve them. This Transportation Access Summary describes the conceptual transportation system that will provide access to the area. It includes a preliminary assessment of trip generation and roadway operations to ensure that the system will have the necessary capacity to accommodate the projected increased demand for mobility in the area.

### Proposed Land Uses

The West Gunnison Neighborhood Plan includes the potential for over 960 residential dwelling units and 200,000 square feet (sq. ft.) of commercial floor area at build out. **Figure 2** illustrates the approximate location and density of residential units by type, and the location of the commercial land uses. In general, residential densities are lowest along the western portion of the site adjacent to the river corridor, and highest in the central and southern portions of the site. Commercial land uses are clustered along the US 50 corridor in the southwestern and eastern portions of the site.

### Projected Trip Generation and Distribution

An initial daily trip generation evaluation has been prepared for the West Gunnison Neighborhood given the land use projections at build out of the area. **Table 1** summarizes this evaluation based on trip generation rates contained in the Institute of Transportation Engineers Trip Generation Manual (6th edition). It is projected that the area will generate approximately 12,000 automobile trips per day. This estimate assumes that the mix and density of the proposed land uses will result in some trips to and from the area being multi-purpose trips, and other trips will be made by pedestrians and bicyclists. In addition, it is anticipated that somewhere between 500 and 1,000 automobile trips per day will be internal to the Neighborhood and will not add traffic to the US Highway 50 (US 50) corridor.

Figure 1.

# WEST GUNNISON



## PREFERRED ALTERNATIVE

LAND USE OVERLAY	ESTIMATED LAND USE	%
 MIXED-USE COMMERCIAL	(C) 16 ACRES	7.7%
 MIXED-USE PROFESSIONAL/RESIDENTIAL	(C/R) 8 ACRES	3.9%
 MIXED RESIDENTIAL	(MUR) 74 ACRES	36%
 PLANNED UNIT DEVELOPMENT	(PUD) 16 ACRES	7.8%
 SINGLE FAMILY RESIDENTIAL	43 ACRES	20.8%
 PARK	12 ACRES	5.8%
 TRANSIT	2 ACRES	1%
 ROADS	35 ACRES	17%
<b>TOTAL</b>	<b>206 ACRES</b>	



DESIGN CONCEPTS  
Community and Landscape Architects



**TABLE 1.**



**West Gunnison Neighborhood Plan**

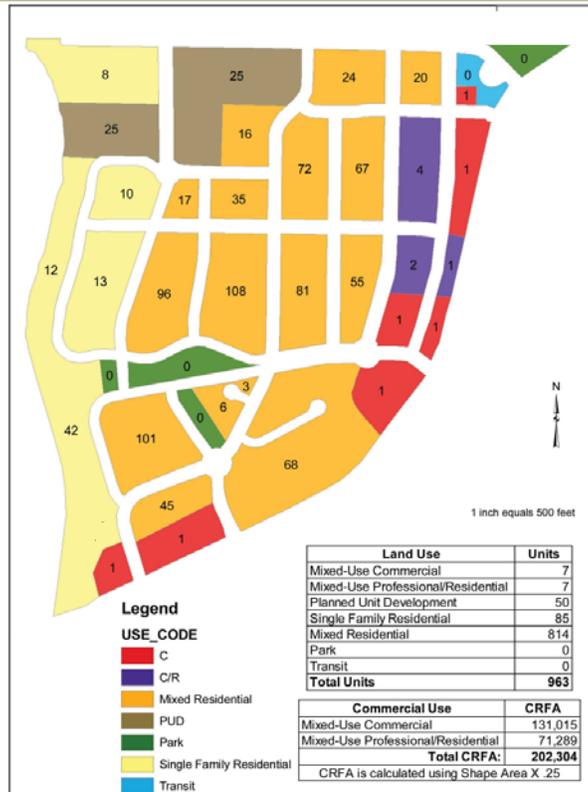
**Table 1. Preliminary Trip Generation Estimate - Revised Land Use Plan 7/07**

Land Use	Zoning	Size	Unit	Multi-Use & Multi-modal Factor	Average Daily Trips		
					Rate	Total	
Single Family Residential	SFR	85	D.U.s	0.85	9.57	691	
Planned Unit Development	PUD	50	D.U.s	0.85	9.57	407	
Mixed Use Professional - Residential	C/R	7	D.U.s	0.75	5.86	31	
Mixed Residential	MR	814	D.U.s	0.85	8.00	5,535	
Mixed Use Commercial - Residential	MUC	7	D.U.s	0.75	5.86	31	
Village Center Specialty Retail	C	20	KSF	0.60	44.32	532	
Highway Frontage Commercial	C	111	KSF	0.85	42.94	4,051	
Mixed Use Professional (assume Office)	C	71	KSF	0.80	11.57	657	
<b>External Trip Totals:</b>							<b>11,935</b>

Total Dwelling Units 963  
 Total Sq. Ft. Floor Area 202,000

It is projected that at least 95% of the traffic exiting the neighborhood will be destined to the north and east, with the majority utilizing the US 50 corridor. Given the land uses and transportation corridors illustrated in **Figure 2**, it is estimated that traffic will access the US 50 corridor as follows:

**FIGURE 2.**



- Approximately 16% of the daily traffic (1,800 vehicles per day) will access US 50 in the southern portion of the site. The majority of these trips will utilize the Thornton Way connection to US 50.

- Approximately 46% of the daily traffic (5,100 vehicles per day) will access US 50 using the Bidwell Avenue connection.
- The remaining 38% of the daily traffic (4,100 vehicles per day) will access the US 50 corridor at either the New York Avenue or Tomichi Avenue intersections.

**FIGURE 3.**



## Proposed Transportation Network

Primary transportation corridors that will serve the West Gunnison Neighborhood are illustrated in **Figure 3**. Key features are described below:

- To the extent possible, the proposed roadway system was configured in a grid pattern while acknowledging existing transportation corridors, property ownerships, wetlands, existing buildings, and other physical constraints. The grid reflects and extends the character of Gunnison's existing street layout, and will distribute traffic as efficiently as possible given the limits created by the Gunnison River ownership patterns and the US 50 corridor.

- Roadways within the neighborhood will typically have one lane in each direction (2-lane roadways). Internal roadways serving the commercial areas (such as the eastern portions of Bidwell Ave. and New York Ave. from 7th Street to US 50, and the southern end of Thornton Way) should have wider rights-of-way reserved to accommodate turning lanes and 2-lane approaches to US 50.
- All roadways (other than alleys) within the West Gunnison Neighborhood should have sidewalks on both sides of the street. The sidewalks should be detached from the roadway edge to enhance the pedestrian environment.
- Thornton Way will be a critical north-south corridor through the West Gunnison Neighborhood, extending from US 50 to Tomichi Avenue. It should be configured as a major collector roadway with on-street bicycle lanes.
- Bidwell Avenue, New York Avenue, and Tomichi Avenue are the primary east-west roadways in the neighborhood, providing access to US 50, and should be configured as collector roadways with on-street bicycle lanes.
- Reed Street will provide important access to commercial properties in the eastern portion of the neighborhood. Seventh Street will serve as an important transition between commercial and residential areas.
- Bidwell Avenue is illustrated with a parkway type cross-section with a wide landscaped median. The west end of Bidwell will be a one-way loop around the park.
- As discussed above, **Figure 1** illustrates the primary roadway corridors in the neighborhood. Additional local access roadways and/or alleys may need to be defined in association with specific development proposals in the future given the size of the blocks and the access needs of specific land uses.
- Frontage roads along the outside of an arterial roadway, such as those existing along US 50 in this area, are an outdated roadway configuration. The intersections of the frontage roads and the major cross streets (such as Bidwell Avenue) are in close proximity to the main intersections on US 50 and create traffic safety and operational problems. These problems will increase significantly with development intensity. While it is understood that these frontage road intersections cannot be instantly removed or relocated farther from US 50, it is a recommendation of this Neighborhood Plan that

these frontage road intersections be removed or reconfigured over time as areas redevelop along US 50. Redevelopment proposals in these intersection areas must address this issue.

- It is recommended that the City of Gunnison develop a set of neo-traditional neighborhood roadway standards that include narrower cross-sections than historically applied in residential portions of the community. These roadway standards will improve the pedestrian scale of the neighborhood and will foster slower automobile speeds.
- A number of mini-roundabouts are proposed for intersections throughout the neighborhood as illustrated on **Figure 1**. These roundabouts will process traffic efficiently with minimum delay, and will also provide spaces for enhancing the streetscape and character of the area.
- Roundabouts along US 50 are proposed at the Tomichi Avenue, Bidwell Avenue, and Thornton Way intersections. These roundabouts will replace the need for traffic signals at these three key areas where neighborhood traffic will access the US 50 corridor. Roundabouts will maximize the efficiency of traffic flow in these intersections. Roundabouts are increasing in popularity throughout the United States, and it is our understanding that CDOT is willing to consider their application on US 50 in Gunnison. Roundabouts will help facilitate safer traffic flow at intersections that currently have awkward angles. The capacity of these roundabout intersections to accommodate the traffic projected in the long range future is discussed in the following section of this summary.

### Adequate Roadway Capacity

The proposed roadway grid within the West Gunnison Neighborhood will have adequate capacity to comfortably accommodate the projected traffic increases. As described above, all roadways are anticipated to have two through lanes (one in each direction) with the exception of the commercial areas and the approaches to US 50 (where future detailed traffic studies for specific development proposals may recommend additional through or turn lanes).

It was documented previously that there are currently approximately 10,000 vehicles per day (vpd) using US 50 adjacent to this development. The Colorado Department of Transportation (CDOT) projects a 20-year traffic growth factor of between 25% and 30% in this area. On this basis it is reasonable to expect that the background traffic on US 50 will increase to approximately 13,000 vehicles per day as the West Gunnison Neighborhood is developing. If neighborhood development adds 10,000 automobile trips per day to the corridor, US 50 will carry 23,000 vpd, still well below its daily capacity of approximately 35,000 vpd.

The three new roundabouts on US 50 will prevent the need for additional traffic signals in this portion of the corridor and, as noted above, will maximize traffic efficiency for all users. To illustrate the potential for a roundabout to accommodate the projected levels of traffic in this corridor, this evaluation has estimated PM peak hour traffic in the Bidwell Avenue / US 50 intersection in the future when background traffic has increased and the West Gunnison

Neighborhood has been developed. **Figure 4** illustrates the traffic loading on each leg of the roundabout and compares that traffic to the capacity of a roundabout intersection with either one of two circulating lanes. It can be seen that the projected traffic demand at this intersection will be well below the capacity of a roundabout, and we would expect the traffic to operate efficiently during peak hours at an excellent level of service.

### **Proposed Bicycle and Pedestrian Facilities**

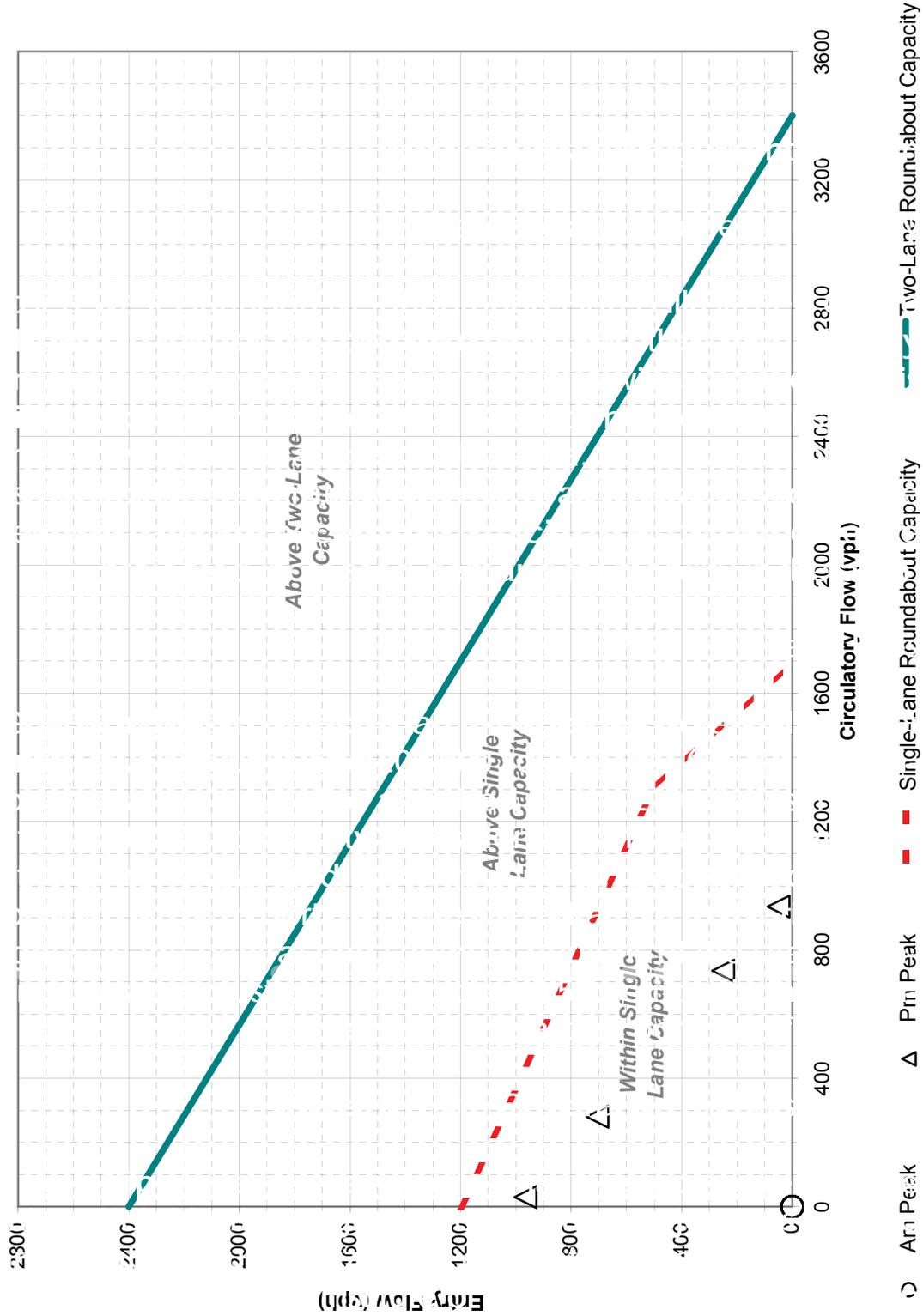
Providing a connected grid of bicycle and pedestrian facilities in the West Gunnison Neighborhood will not only add to the character and livability of the community, but will also allow trips to be made without the use of the automobile. It was noted above that all roadways should have detached sidewalks on both sides, and Thornton Avenue, Tomichi Avenue and Bidwell Avenue should have signed and marked on-street bicycle lanes.

Additional bicycle facilities should include:

- A concrete, 10 foot wide shared-use pathway, detached from the roadway edge, extending continuously from US 50 in the southwest portion of the neighborhood, to and across the Tomichi corridor in the northeast portion of the neighborhood. This shared-use pathway will become a key link in a pathway loop around the perimeter of the City of Gunnison. This pathway connection may be most efficiently achieved in the Thornton Way corridor, however an alignment outside of a roadway corridor (for instance, along the river) would be better for safety and aesthetics. Traffic control, path alignment, and other safety elements should be utilized wherever the pathway crosses a roadway to maximize safety for path users.
- A grade separated crossing of US 50 should be developed for the shared-use pathway in the southwest corner of the neighborhood. The exact crossing location has not been defined, but should be considered as part of future redevelopment and roadway reconfiguration in this area.
- Key roadways in the neighborhood such as 6th Street and San Juan Avenue should be signed as on-street bicycle routes. These connections, on roadways with lower traffic volumes and speeds than those with bicycle lanes, will become part of the bicycle system grid.
- As the commercial development intensifies in the US 50 corridor, the City of Gunnison and CDOT should consider

**Figure 4 ROUNDABOUT CAPACITY ASSESSMENT**

**Location:** US 50 / Bidwell  
**Scenario:** Year 2030 with Bulldozer of West Gunnison



ways to allow pedestrians and bicyclists to safely and efficiently cross US 50 in the area between New York Avenue and Bidwell Avenue. This 1500 foot long stretch of US 50 is a barrier to east-west bicycle and pedestrian travel. There are a range of potential pedestrian crossing treatments that may be considered (including a pedestrian traffic signal, a pedestrian activated flashing crossing with a median refuge, etc.) as pedestrian activity in the area increases.

**FIGURE 4.**

# WEST GUNNISON

## Neighborhood Plan

### W a s t e w a t e r



In 2006, an update to the previous Wastewater Master Plan was completed by Black and Veatch. The updated Master Plan reevaluated the City of Gunnison's (City) wastewater collection system based upon current growth projections. The model includes not only the City, but also West Gunnison, North

Gunnison, and the Dos Rios sanitary districts which were established in Gunnison County.

A hydraulic model was created in H2OMAP Sewer to predict future service loads in the wastewater system. The basis of the hydraulic model used population to distribute the sanitary flow throughout the City service area. The City of Gunnison and the West Gunnison area currently have 937 single family units, 113 multi-family units, and 118 acres of commercial development according to the Wastewater Master Plan. The model assumed a dwelling occupancy of 2.38 people per single family unit with wastewater contribution of 76 gallons per capita per day (gpcd). Multi-family units were assumed to produce 66 gpcd with a dwelling occupancy of 2.01 people per multi-family unit. The existing wastewater system was evaluated at full pipe flow conditions without surcharging. No areas in the existing wastewater collection system were identified as overcapacity for the existing conditions.

For the future development within West Gunnison, densities were assumed based upon the adjacent land use and anticipated zoning. A twenty percent reduction was also assumed since roads and other infrastructure will be required to develop this area. One existing trunk line (6-8" diameter) is projected to serve most of the growth in West Gunnison and therefore has the potential to overflow. The existing line is located west of Highway 50 in the southwest corner of

the development. The report recommends the installation of 1,000 feet of 10-inch wastewater main. The proposed alignment would divert all flows from the existing manhole (Manhole 1-5 – As described in the Wastewater Master Plan) to the southeast along Thornton Way for half a block. The alignment would turn southwest between Highway 50 and the Highway 50 West Frontage Road and tie into the existing main in Brookside Drive. This improvement will be required prior to the development of Guerrieri Addition and the adjacent vacant parcels in the Southwest Neighborhood Plan Area.

The existing wastewater treatment plant (WWTP) was designed for a capacity of 17,140 people and a total infiltration/inflow of 2.5 million gallons per day (mgd). Infiltration/inflow is the result of water entering the wastewater collection system by either groundwater (infiltration) or precipitation (inflow). As the population of West Gunnison grows, the WWTP could be limited by either population or infiltration/inflow. Flow from the City is treated and discharged in the Gunnison River. Currently, the City is reviewing the hydraulic and organic capacities of the WWTP in response to regulatory changes to determine the available capacity. If the infiltration/inflow exceeds 2.5 mgd, then the WWTP will have difficulty meeting the 85 percent biochemical oxygen demand (BOD) and total suspended solids (TSS) criteria. It has been assumed that the City will continue to replace old wastewater lines which will reduce the infiltration/inflow to the system. The City should continue to monitor the infiltration/inflow in an effort to encourage development without exceeding the capacity of the WWTP.

## Irrigation

There are several irrigation ditches that drain through the City of Gunnison. Depth analysis pertaining to water rights associated with these ditches is strongly recommended. A complete list of water rights holders has not been assembled and would most likely affect future development within the area. Specifically in the West Gunnison area, there are five existing ditches. The first is the Dos Rios Ditch, which is located along the west side of Partches private drive. The second ditch is the Wildwood Ditch, located north of the Dos Rios Ditch. At the intersection of 6th Street and New York Avenue is the Palisades Ditch. Fourth, the Shady Island Inc. Ditch is located adjacent to 7th Street. Finally, the Ute Trail Ditch is an extension of the Dos Rios Ditch located along Brookside Drive. It is assumed that the Ute Trail Ditch is formed at the juncture of the Palisades Ditch tail water collection ditch and the Dos Rios Ditch.

It is anticipated that the irrigation ditches will need to be rerouted to accommodate future development. The City of Gunnison has mandated that runoff equal to or less than the 10-year storm event would remain separated from the water in the irrigation ditch. In a storm event exceeding the 10-year, the runoff would be directed into the irrigation ditch. Furthermore, existing wetlands are fed by the irrigation ditches and development shall not hamper the volume of baseflow or the water quality going to the wetlands. Additionally, the Army Corp of Engineers has specified that detention will not change the basic makeup or character of these wetlands. A further study of the wetlands will be necessary. Therefore, a recommended approach to this criteria is to separate

the storm water and irrigation flows by installing canals. The canals would reroute the irrigated water to the same outlet via an alignment more appropriate to the proposed development. The canals would be installed on both sides of the street in order to meet irrigated water rights of existing users. Moreover, the proposed development could follow historic drainage patterns by utilizing the canals for releasing the major storm event at historic levels.

The Dos Rios Ditch and the Ute Trail Ditch are located on the outskirts of the West Gunnison area and therefore should not be affected by development. The Shady Island Inc. Ditch has a plat on record at the Gunnison County Courthouse. The plat indicates that the ditch generally follows 7th Street to Bidwell Avenue and then east under Highway 50. It then flows south along Airport Road under the Gunnison County Airport and finally connecting to the Ute Trail Ditch south of the intersection of Gold Basin Road and Goodwin Lane. The Shady Island Inc. Ditch was formally known as a branch of the Palisades Ditch and is actually supplied by the Palisades Ditch. It should be noted that the Shady Island Inc. Ditch has been rerouted; it turns west at Bidwell Avenue and enters an existing tail water collection ditch. Prudence dictates that future development would reroute this ditch to the original alignment adjacent to 7th Avenue for maximum utilization of the land. On a similar note, it is anticipated that the Palisades Ditch will need to be rerouted for future development. At the time of the Phase 1 report, a plat of the Palisades Ditch was not on record at the Gunnison County Court House. Relocation of the ditch could potentially involve water court issues. Please refer to the Irrigation Ditch Map **Figure 5** for the preliminary relocation layout.

## Storm Water Drainage

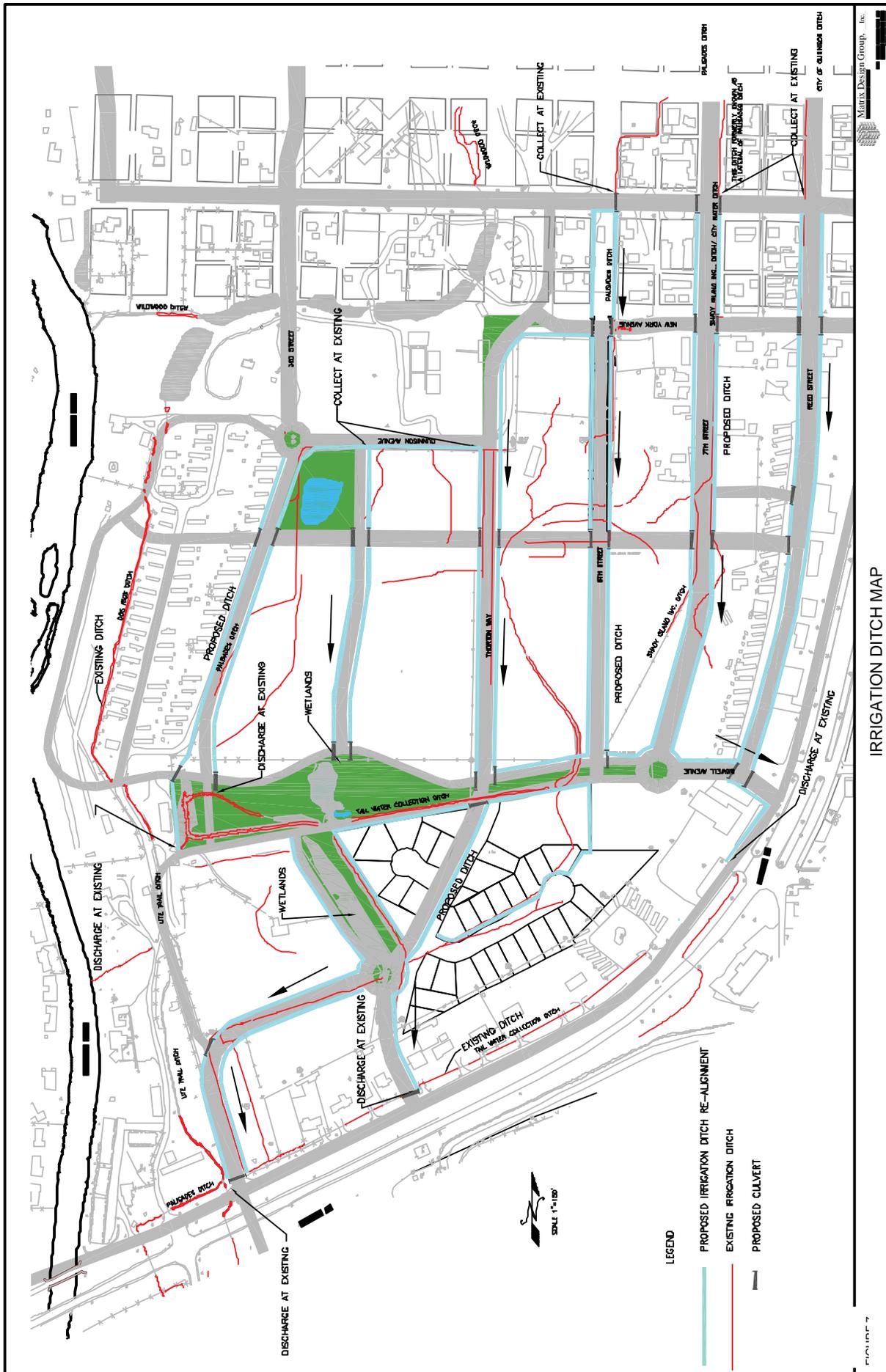


The West Gunnison drainage basin currently experiences a zero discharge during the 10-year storm event due to infiltration. Runoff that exceeds the 10-year event discharges into one of the existing irrigation canals. The City has mandated that in the post-development condition, the 10-year storm will match the zero

discharge. A recommended approach for development to meet this criterion is the use of Low Impact Development practices (LID). LID is a management approach to storm water which mimics predevelopment watershed hydrologic functions

**FIGURE 5.**

Road layout changes have been made since this plan was produced. Refer to **Figure 1** on sheet 3-4 to the preferred alternative.



by the use of design techniques which store, infiltrate, evaporate, and detain runoff. The basic principals of LID are the conservation of existing natural areas, the minimization of development impacts, maintaining historic storm water volumes and rates from the developed site, and the implementation of ongoing pollution prevention and associated maintenance through public education of hydrologic functional landscaped management.

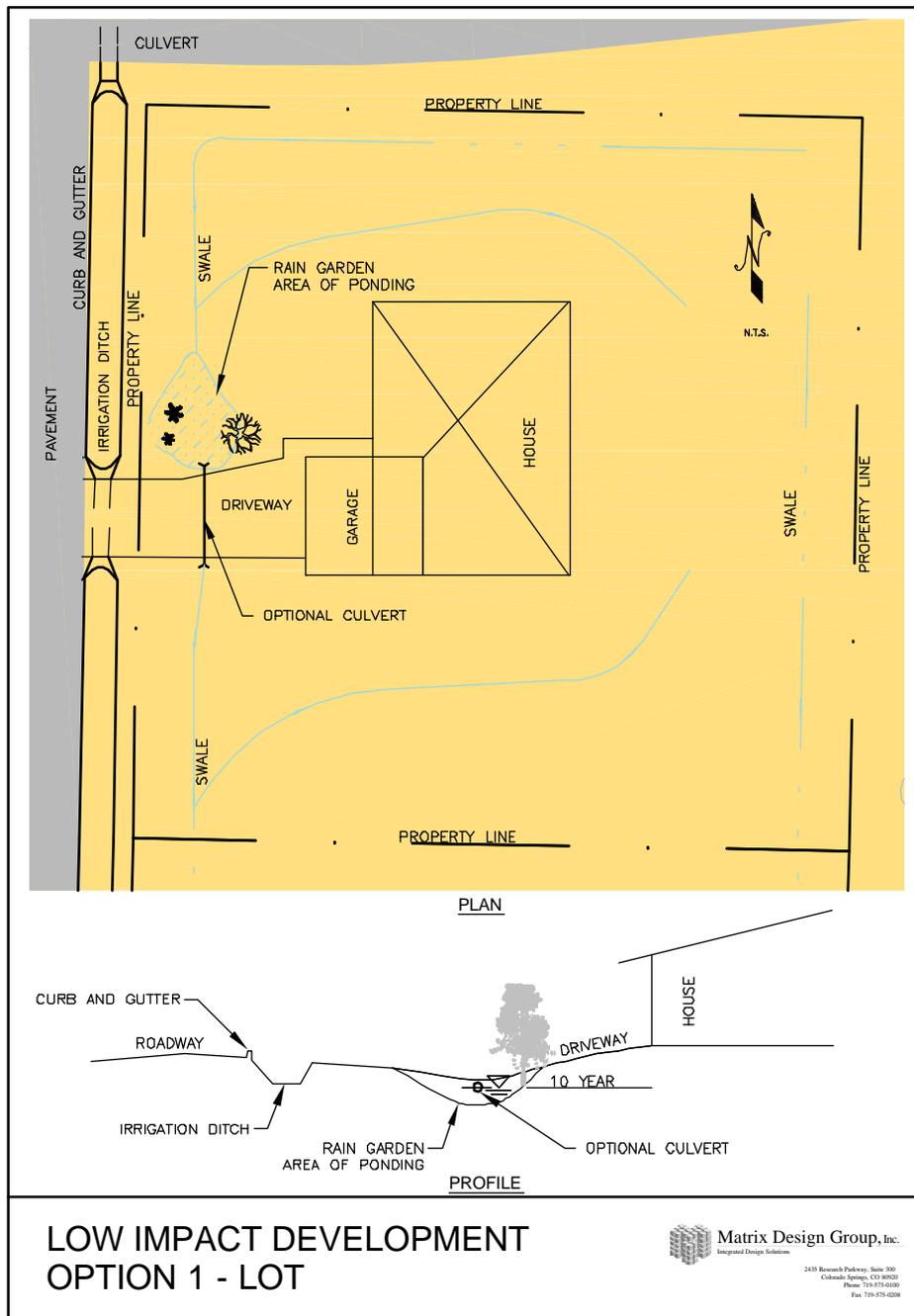
LID is best utilized when it is implemented at the planning level. It allows the planners to make the most of the topography and existing vegetation when designing their conceptual layout. Another difference of LID is the decentralization of runoff structures. This results in a paradigm shift for the maintenance of the structures. Traditional development yields large areas that are maintained by the City, LID breaks up the structures into several smaller pieces that are maintained by the property owners. One large advantage of LID is that it is flexible to accommodate most types of development. LID also minimizes the amount of storm sewer infrastructure for the developer.

Specifically, the City of Gunnison has determined that the minor year storm and the irrigation flows must be separated; such that conventional storm water implementation would require two separate storm sewer systems. LID, on the other hand, allows for the minor year storm to be treated on a "per-lot", or "per block" basis which can be incorporated into the proposed landscaping. One disadvantage of LID is that it is somewhat of a new technique. Developers may decide that conventional storm water methods may be a better fit for their development. In either case, the 10-year storm must have a zero discharge. Moreover, the discharge of storm water events larger than the 10-year storm will be routed through the city irrigation system at the historic rate.

Several examples have been provided to illustrate LID techniques for development. The first example is of a typical residential lot, where a volume of runoff has been calculated. It was assumed that a typical lot is approximately 0.50 acres in size. The percent of impervious area for a typical half acre lot was assumed to be 35% impervious. The final assumption was the volume of precipitation in the minor and major storm events. From the NOAA Atlas 2, Volume III, dated 1973, the 10-year 24-hour isopluvial for the Gunnison region yielded 1.6 inches. Ultimately this resulted in 0.023 acre-foot volume during the 10-year event that yields a zero discharge for one lot.

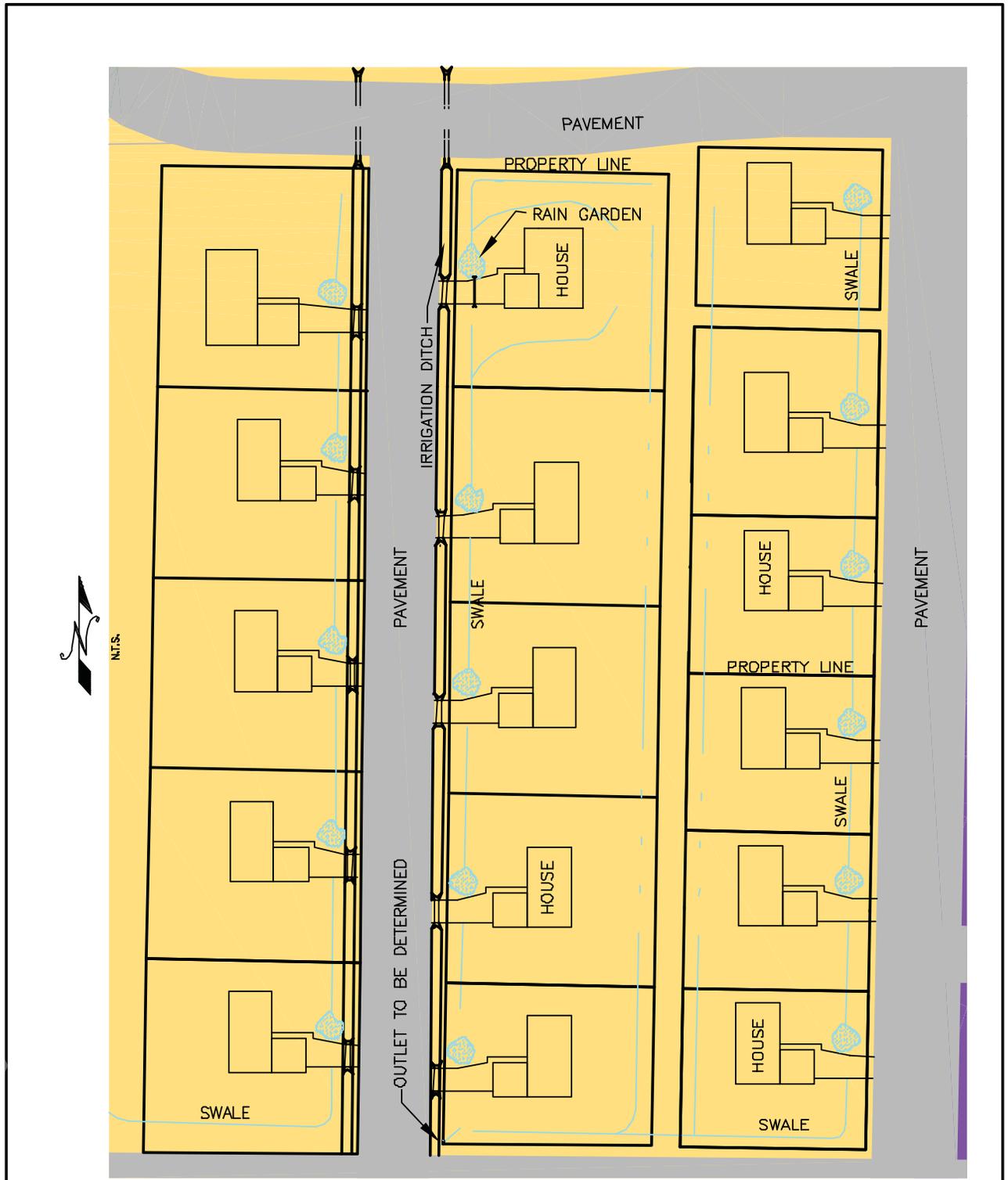
In **Figures 6 & 7** (Option 1) the LID technique is illustrated as an individual lot as well as an entire block. The concept is to

FIGURE 6.



encourage infiltration on a "per lot" basis. Specifically, a storm event that is less than the 10-year volume will result in runoff ponding on the lot and then infiltrating into the ground. Further, when runoff exceeds the 10-year storm volume, the ponding will overtop the homeowner's driveway and enter a drainage swale. The swale will route the storm water to the low point of the block where an outlet structure would convey the flow to the irrigation ditch at the historic rates. This system will also need to account for runoff from the street, such that the storm water would not enter the irrigation ditch unless the storm event exceeded the 10-year. The irrigation ditch would be designed convey the 100-year storm as well as the base flow from the irrigation flows.

FIGURE 7.



RAINFALL EVENT EXCEEDING 10-YEAR OVERTOPS TO IRRIGATION DITCH

The following calculations provide possible solutions to match the storm water criteria:

**Lot Example:**

Typical Lot: 146' x 150' = 0.50 acres  
Impervious Area : A 1/2 acre lot = 35% impervious  
NOAA Isopluvials: 10-Year 24-Hour for Gunnison Area = 1.6 inches  
Total Volume: V10 = 1,022 ft<sup>3</sup>  
10-Year Storm Yields a 0.023 acre-ft volume

**Figures 8 & 9** (Option 2) present a similar design to Option 1. The major difference is the elimination of the swale from the block. In this scenario each lot would be graded so the runoff would remain on each lot. In the case of a storm event exceeding the 10-year, runoff would pond until it overtopped the adjacent irrigation ditch. Again, the irrigation ditch would be designed to convey the 100-year storm volume as well as the base flow from the irrigation flows. The calculations are previously listed under the Lot Example.

A conventional storm water approach is shown on **Figures 10 & 11** (Option 3). In this example, the runoff would flow away from the lot as quickly as possible to collect at a large facility downstream such as a detention pond. In **Figure 11**, the pond is located on the lowest elevated lot of the block; however, the developer also has the option to accumulate several blocks in a larger pond. In this case, storm sewer pipe would be needed to link the blocks and separate the runoff from the irrigated flows. The detention pond would also need a hydraulic structure, which would allow runoff greater than the 10-year storm volume to enter the irrigation ditch. The calculations are listed under the Block Example to provide possible solution to match the storm water criteria.

**Block Example:**

Typical Block 800' x 400' = 7.3 acres  
Impervious Area: A 1/2 acre lot = 35% impervious  
Paved Streets = 100% impervious  
NOAA Isopluvials: 10-Year 24-Hour for Gunnison Area = 1.6 inches  
Residential Area = 146' x 150' x 10 Lots (Avg) = 5.0 acres  
Roadway Area = Total Block – Residential = 7.3 ac -5.0 ac = 2.3 acres  
Cumulative Impervious Area  
C10 = 55% impervious  
Total Volume  
V10 = 23,467 ft<sup>3</sup>  
10-Year Storm Yields a 0.54 acre-ft volume

The previous examples are provided to illustrate possible solutions to the storm water criteria. Reiterating the key storm water components of development within the West Gunnison Basin are zero discharge from the site during the 10-year storm, separation of runoff and irrigated flow during storm events equal to or less than the 10-year, and discharge of storm water through the city irrigation system at historic rates for storms exceeding the 10-year event. Further design

and analysis will need to be made during the design process, including soil analysis for infiltration rates, 10-year volumes generated, and historic discharge rates for larger storms. **Figure 12** shows the master plan for West Gunnison according to specific land use. The anticipated land use is residential, mixed use commercial/residential, mixed use commercial/office, existing PUD, park/open space, and civic/transit. Storage volumes were calculated for each parcel based upon an assumed percent impervious per land use. For the purpose of this study, it was assumed that residential was 55 percent impervious, mixed use commercial/residential was 70 percent impervious, mixed use commercial/office was 95 percent impervious, and civic/transit was 70 percent impervious.

Historically, the City of Gunnison experienced a combination of irrigation flows and storm water runoff. As a general rule, the storm water runoff shall follow historical drainage patterns, in which developed runoff will match historical runoff. Future storm water development will need to be designed so that development does not impact the Gunnison River corridor and the associated wildlife. Currently, irrigation ditches run throughout the city, which will require careful planning. The rerouting of the irrigation canals will be needed without impacting the water rights of the users downstream. Water quality of the irrigation canals shall also be maintained such that runoff from the minor storm events shall be separated from the water in the irrigation canals. Further analysis is highly recommended to determine the water rights associated with the irrigation canals and the corresponding base flow. Furthermore, several wetlands have been identified in the area. As the adjacent land develops, extra precaution should be taken to ensure that the water volume and quality are maintained through the wetland area.

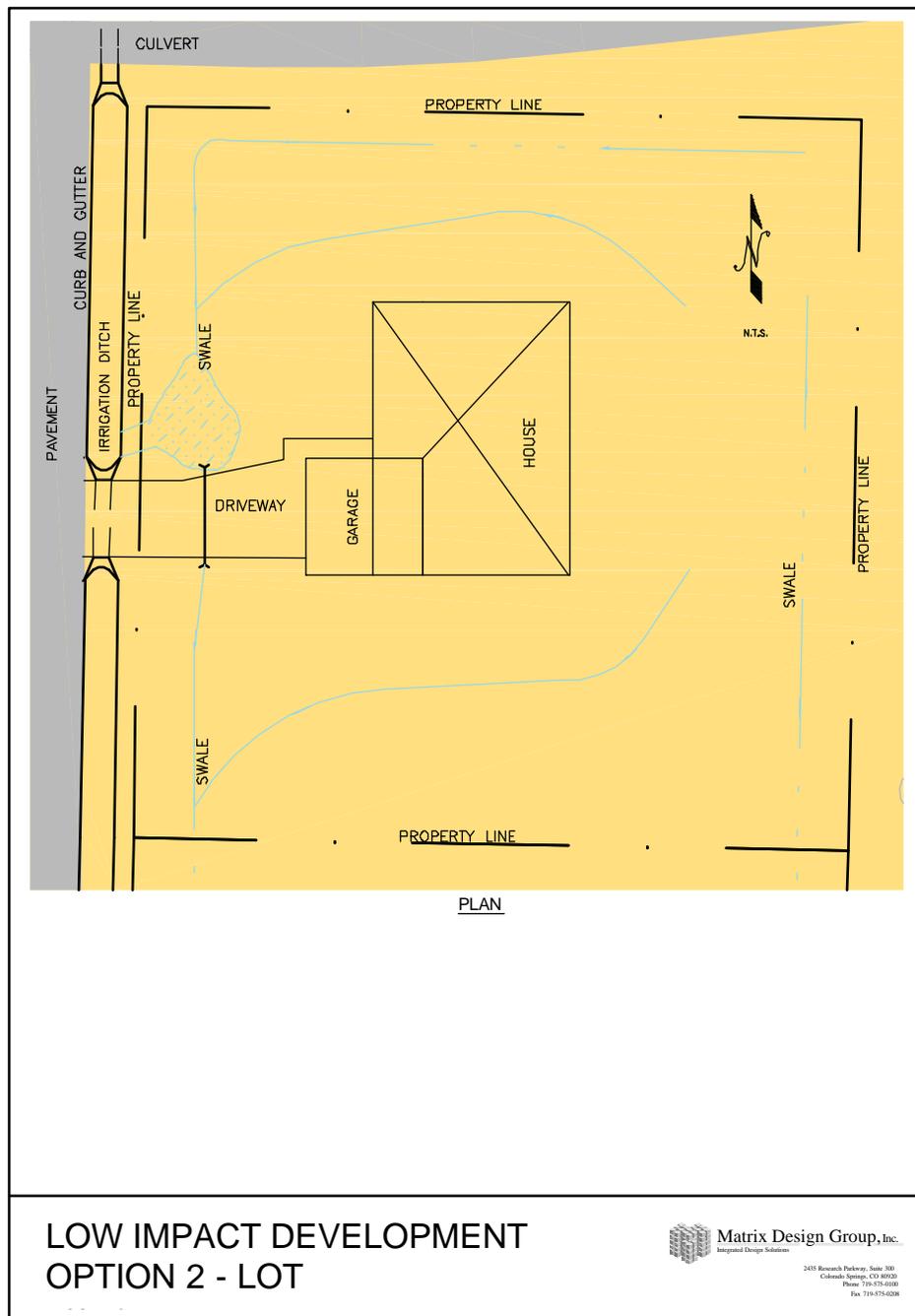
## Water



In 2007 a Water Distribution System Master Plan was completed by Black and Veatch for the City of Gunnison. The Master Plan was intended to address the short and long term needs for the finished water distribution system of the developing City. The evaluations from the Master Plan will serve as

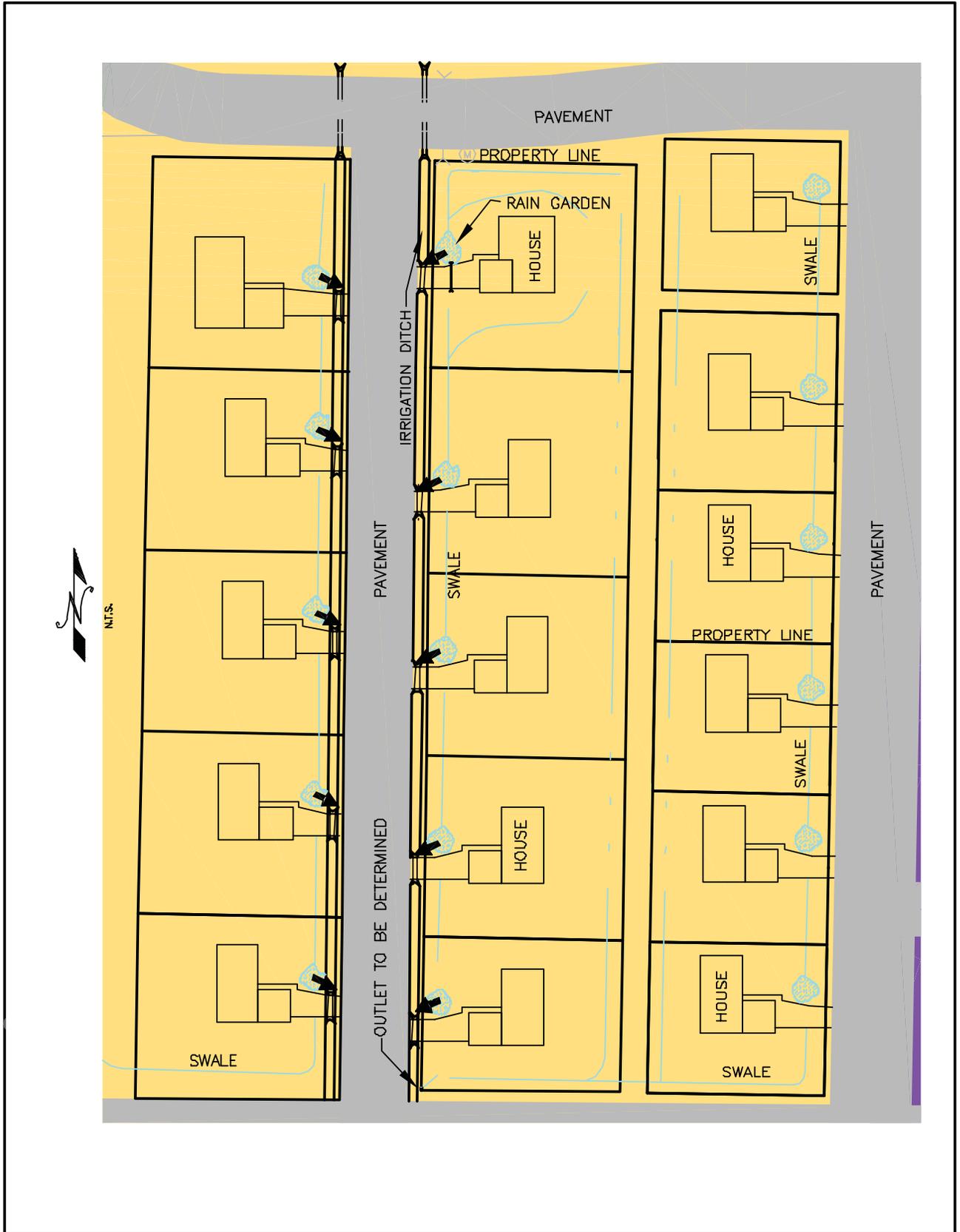
a basis for the preparation of project implementation plans, design, construction, and financing of facilities to meet the City's anticipated water demands as a result of population growth and commercial development. This study included the current city limits, the future Van Tuyl developments located to the northeast of the city, and anticipated development to the east of the City.

FIGURE 8.



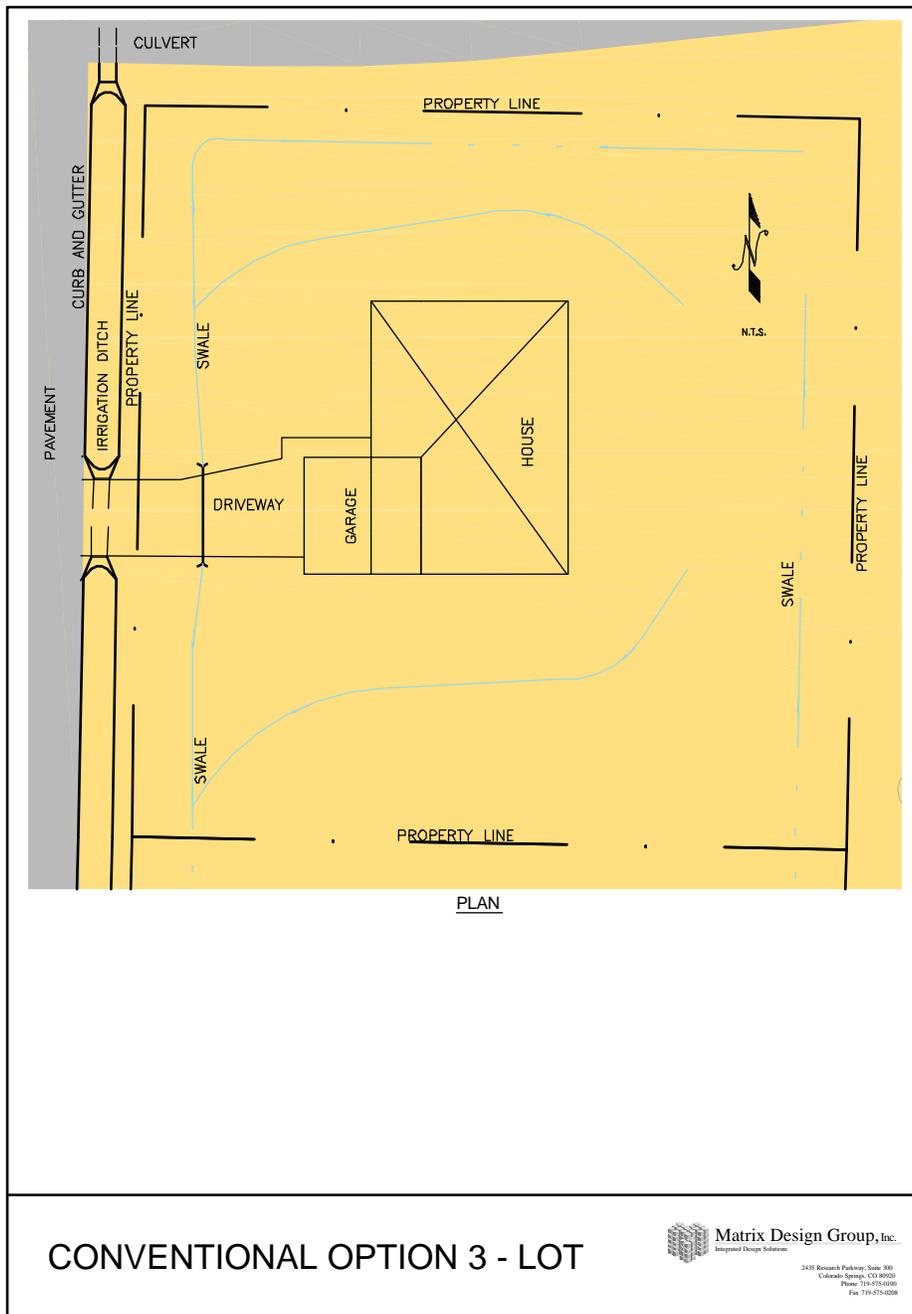
A hydraulic model was developed using MWHSoft H2ONET Version 6 to evaluate the existing City of Gunnison distribution system and provide recommendations to meet future demands. The master plan by the Gunnison Department of Planning estimates a long term population growth of 2,500 residents, which is an increase of approximately 47 percent. The hydraulic model separated this increase in population into two phases; Phase 1 represents the build out of all existing developments, and Phase 2 represents new development which is expected to occur primarily in West Gunnison. The future population estimates were based on "potential dwelling unit" estimations in developable residential parcels within the city limits and in service areas outside the City.

FIGURE 9.



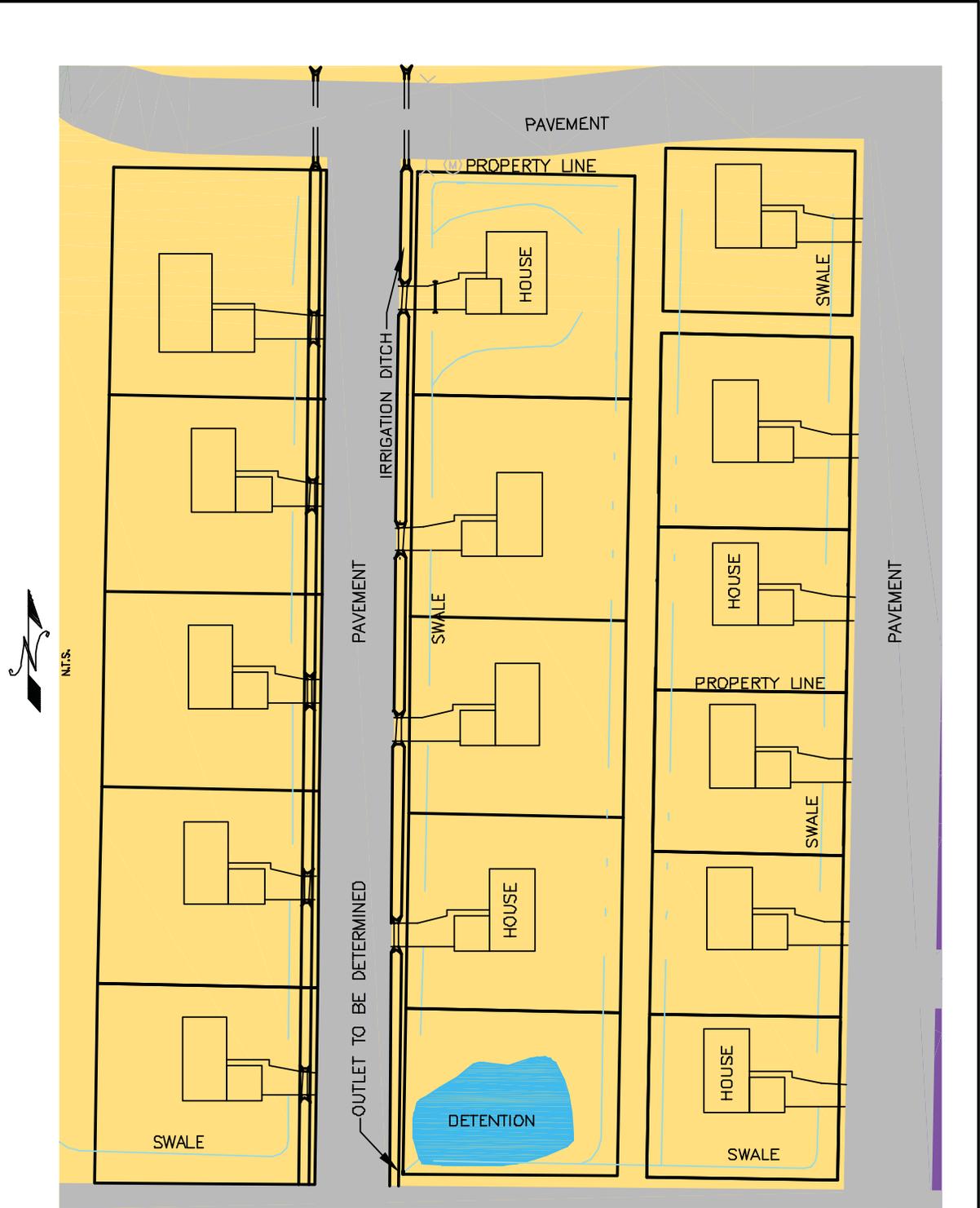
# LOW IMPACT DEVELOPMENT OPTION 2 - BLOCK

FIGURE 10.



The existing water system was evaluated on the basis of historical water use, metered sales, water use rates, unaccounted-for water, and demand factors. The annual well production rate has steadily risen over the last six years with the highest well production rate of 1.62 million gallons per day (mgd) occurring in 2006. Conversely, annual metered sales have remained relatively stable during the same six year period. Gross water use rate is determined by dividing the total service population by the total production rate and averaged 234 gallons per capita per day (gcd) for the period from 2000 through 2006. In comparison, the annual metered sales divided by the service population averaged 164 gcd. The difference between total well production and metered sales is known as unaccounted-for water. Unaccounted-for water was in the range of 20-30 percent between 2000 and 2003, but exceeded 40 percent in 2005 and 2006. The

FIGURE 11.



### CONVENTIONAL OPTION 3 - BLOCK

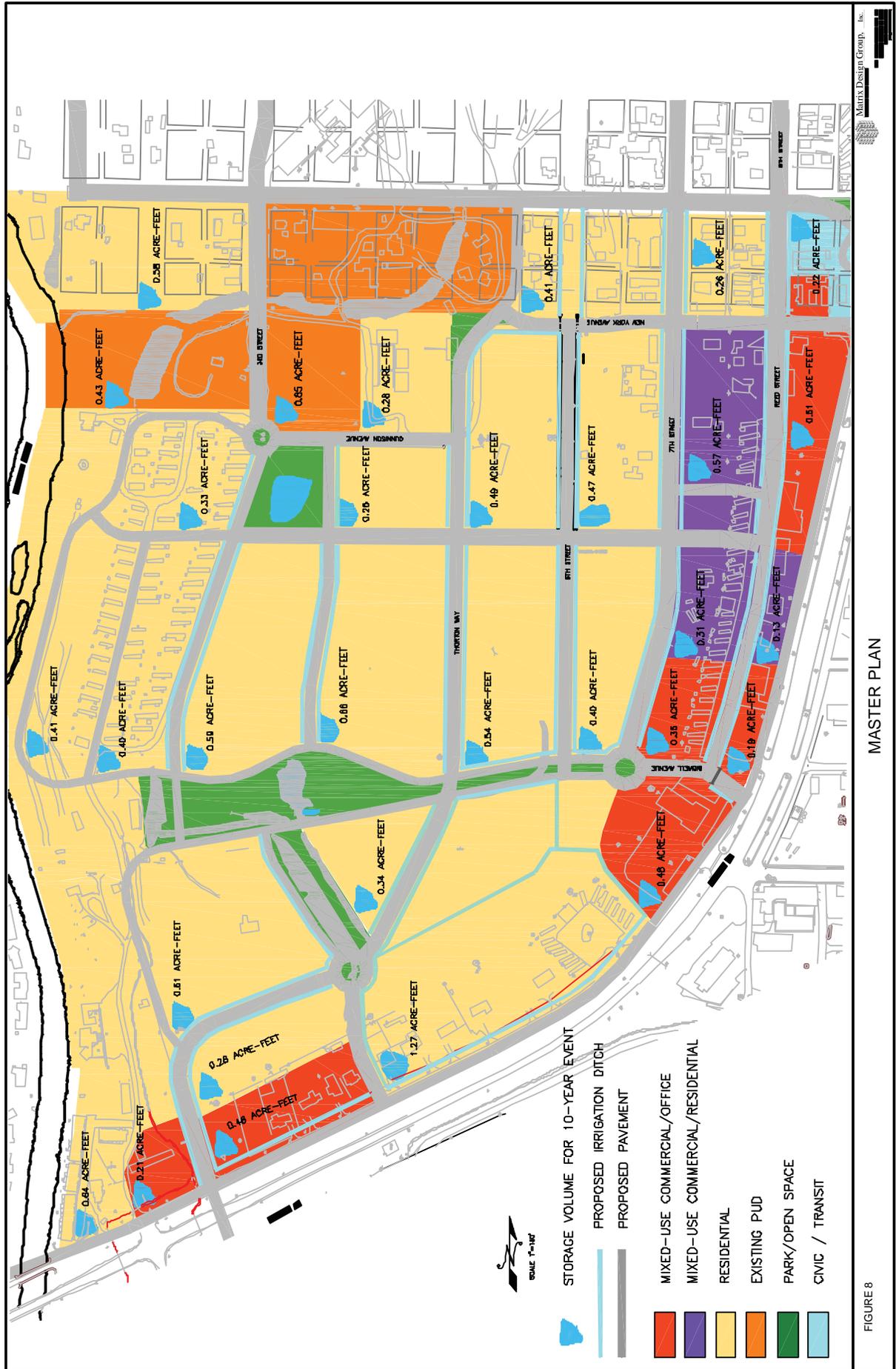
industry standard is 10 percent or less for unaccounted-for water. Consequently, the water model assumed a value of 25 percent unaccounted-for water. Demand rates consist of a variety of parameters which each outline a specific characteristic in the water system. The demand rates are typically expressed in million gallons per day and can be summarized as:

- Winter average day
- Average annual day
- Maximum day
- Maximum hour
- Reservoir replenishment

The existing water distribution system for the City of Gunnison consists of pipes ranging in size from 4 to 16 inch in diameter and nine pumping wells with a total capacity of 3.89 mgd. Located in the northeastern portion of the City, are three storage reservoirs with a combined capacity of 2.125 million gallons. Presently, there is little capacity to accommodate future growth with current demands close to 85 percent of firm well capacity. Firm well capacity is defined as the capacity of the system with the largest well out of service. The Phase 1 hydraulic analysis indicated that the well and distribution system are adequate, however the long term Phase 2 analysis recommended the addition of two new wells in West Gunnison. Each well will need a capacity of 400 gallons per minute (gpm) to support the estimated increase in population. Further, the master plan recommends the addition of a 12-inch main from Well #10, located in the northern portion of the City, to the system south of Highway 135. This main line would strengthen the hydraulic capacity between Well #10 and the existing reservoirs. Similarly, a number of other improvement mains will increase the hydraulic capacity in the system by completing loops and eliminating dead-end mains. Finally, reducing unaccounted-for water in the Gunnison system would lower pumping and energy costs and may reduce the number of additional wells required to one.

**FIGURE 12.**

Road layout changes have been made since this plan was produced. Refer to **Figure 1** on sheet 3-4 to the preferred alternative.





# WEST GUNNISON

## Neighborhood Plan

## Design Guidelines

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### The Vision



One of the few neighborhoods in the City of Gunnison that is available for increased development is the West Gunnison Neighborhood. This neighborhood, which has been part of the greater Gunnison community for many years, is the largest undeveloped area capable of sustaining efficient urban service extensions. This plan elicits a community derived vision for the West Gunnison neighborhood. This vision includes all aspects of development from water systems to the aesthetic characteristics of the landscape and buildings. This portion of the plan addresses the urban design vision of the neighborhood and provides some guidelines to facilitate the implementation of this vision.

In community meetings and interviews, residents expressed a wide variety of desires and visions for this neighborhood. A dominant theme that was expressed was the desire for the neighborhood to look and feel distinctly Gunnison. People want a place that is part of the community while being distinguishable as a Gunnison neighborhood. Variety was another common thread in public comments. The community desires a variety of land uses, housing types, affordability, and ownership. Through this desire for variety, balance can be produced through stressing urban design focused upon form, function, unity of style, and appropriate urban scale.

The following **design goals** can help set parameters of style and function to help Gunnison achieve its vision for the West Gunnison neighborhood.

### Goals for Creating an Appropriate and Unique Community in the West Gunnison Neighborhood:

#### OVERALL

- Create a unique style for the neighborhood that reflects Gunnison

#### SITE PLANNING

- Work with the existing landscape in site planning and storm water management to take advantage of natural systems

## **SITE PLANNING CONT.**

- Create appropriate scale and density while providing public open space and economic profitability
- Provide a variety of land uses including commercial, office, residential, and public open space
- Design streets that enable safe access and social contact for all users. This includes allowing pedestrians, bicyclists, motorists, and bus riders of all ages and abilities to move safely along and across the streets

## **ARCHITECTURE**

- Use architecture to create spaces that encourage a safe, social neighborhood
- Provide a variety of spaces, forms, colors, and materials
- Use distinct, nameable, recognizable architectural styles
- Use native materials whenever possible

## **LANDSCAPE**

- Use plantings to create interesting and shaded streets, yards, and parks
- Use native materials whenever possible

Many of the goals listed above have been addressed in the land use plan, water and transportation sections of this report especially in relation to site planning. The following information addresses the goals for the architecture, landscape, and overall impressions of space within the neighborhood.

## **Guiding Neighborhood Design**

In providing information that will assist in the implementation of the aesthetic goals and vision of the Neighborhood, the principles of form-based code and transect zoning have been employed to provide guidelines to the City as it sees the West Gunnison through the development process.

Using the principles of form-based code has many benefits to the governing regulating agency, the developer, the resident, and visitors to the neighborhood.

One benefit of using this method of dictating the built environment is that it uses easily understood graphics. Through diagrams and photos the likelihood of misinterpretation of design intent is reduced. In addition, those involved in the public process that are not familiar with land use codes, can easily understand the intent of the designed space.

Another benefit is that it easily facilitates mixed uses. During the community process the public expressed interest in seeing a mix of uses in West Gunnison. The principles and guidelines listed below allow for versatility in use while ensuring a consistent and acceptable form. This is especially important for areas that have the underlying zoning of mixed-use commercial, mixed-use professional/residential, mixed residential, and mixed residential. It can also be helpful in easing the transitions between these different zones and between the transect zones as described on page 3-29.

A third benefit is that the form-based guideline provides predictability and clarity of form and aesthetic. Developers that are considering building in West Gunnison will know what the form of the surrounding properties will be, reducing development risk, and giving them an additional selling point on which to make their project successful. In addition, prospective business owners and residents will have an easier time understanding the potential developments on the surrounding land.

The following design guidelines are based on the concept of form-based code and transect zoning. The two concepts can be used within the West Gunnison Neighborhood to specify different urban intensities and assist the community in reaching their design goals.

A form-based code is a method of regulating development to achieve a specific built form. Form-based codes create a predictable public realm by controlling physical form primarily, with a lesser focus on land use. In the case of the West Gunnison Neighborhood, form-based code is presented, not as a replacement code and zoning plan, but as a supplement to existing Gunnison codes. The underlying principles of form-based code are applied to the West Gunnison Neighborhood to add depth to the land use plan and provide a framework for form and appearance of the development that will occur in the neighborhood. In some cases, what is presented here may contrast with the existing codes in Gunnison. These differences may be used to reinforce the unique qualities of the Neighborhood.

Generally, form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The guidelines in form-based codes, correspond to an overall plan that designates the appropriate form and scale (and therefore, character) of development rather than only distinctions in land-use types.

In response to the principles of form-based code the following will be provided for the West Gunnison Neighborhood:

**Transect Plan** - A plan or map of the neighborhood that relates the West Gunnison Neighborhood to the rest of the community's development patterns and the neighborhood's location within Gunnison. The graphic maps also designate the locations where different building form standards apply, based on clear community intentions regarding the physical character of the area.

## Transect Zone Descriptions and Building Form Standards

Recommendations describing the configuration, features, and functions of buildings that define and shape the public realm. This includes both potential lot characteristics and potential building types.

### Public Space/Street Sections

Guidelines for the elements within the public realm (e.g., sidewalks, travel lanes, street trees, street furniture, etc.) Sample road sections have been provided showing the range of transportation options found within one right-of-way.

## TRANSECT ZONING

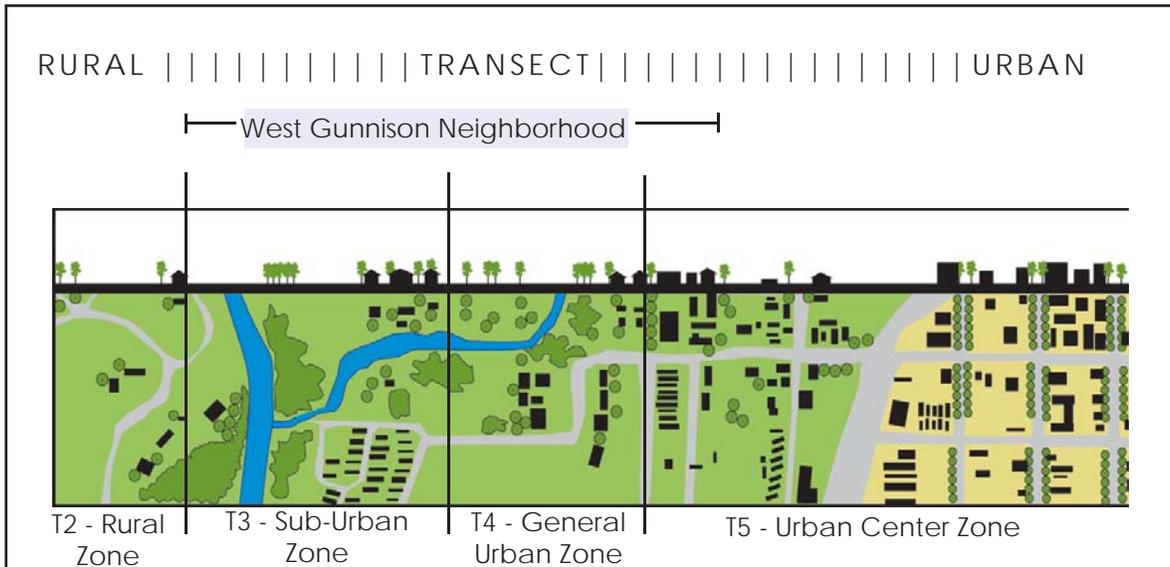
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A transect is a geographical cross-section of a region used to reveal a sequence of environments. For human environments, this cross-section can be used to identify a set of habitats that vary by their level and intensity of urban character, a continuum that ranges from rural to urban. In transect planning, this range of environments is the basis for organizing the components of the built world: building, lot, land use, street, and all of the other physical elements of the human habitat.

Each environment, or transect zone, is comprised of elements that keep it true to its locational character. (Refer to **Figure 13**.) Through a complete understanding of the transect, planners are able to specify different urban intensities that look and feel appropriate to their locations. For instance, a farmhouse would not contribute to the immersive quality of an urban core, whereas a high-rise apartment building would. Wide streets and open swales find a place on the transect in more rural areas while narrow streets and curbs are appropriate for urban areas.

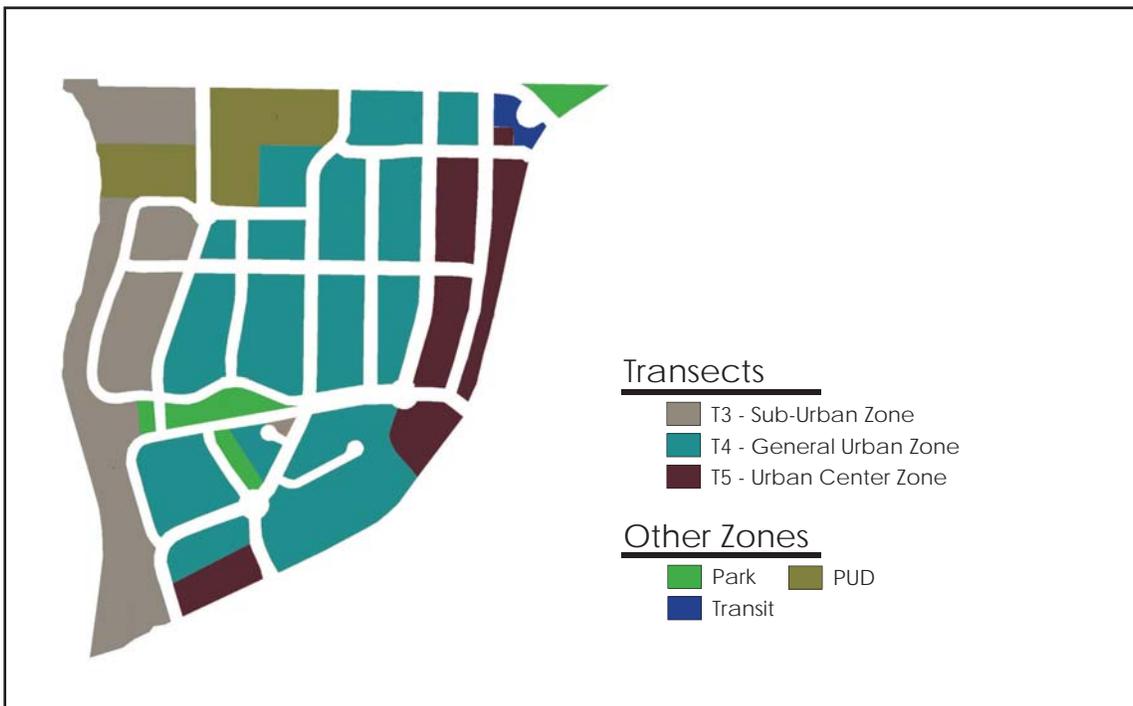
Transect zoning can be used to inform the form-based design guidelines. By focusing on the desired density and mass of the buildings for each zone, form-based design guidelines will allow the community to create a more predictable public realm.<sup>1</sup>

<sup>1</sup> The materials shown in this document are based on or taken from SmartCode (Duany Plater-Zyberk & Company(DPZ)).



**Figure 13. Existing Transect for Gunnison, Colorado**

For the West Gunnison Neighborhood, transect zoning can be applied. Referring to **Figure 13** and **Figure 14**, the areas designated as Mixed-Use Residential are comparable to the T3 zone or the Sub-Urban zone. The areas designated as Mixed-Use Commercial/Residential can be designated as T4 or the General Urban Zone. Finally, those areas designated as Commercial and Mixed-commercial can fall under the T5 zone or the Urban Center Zone.



**Figure 14. Transect Zones and West Gunnison Neighborhood**

Figure 15. Description of Transect Zones for West Gunnison Neighborhood

**T3 - Mixed-Use Residential/S.F.**

- Land Uses:** Low density mixed-use residential
- Buildings:** Single-Family Houses and outbuildings
- Private Frontages:** Common lawns, porches, fences, naturalistic planting
- Public Frontages:** Open swales, some flat curbs, bike lanes and naturalistic planting
- Thoroughfares:** Roads and a few streets; rear alleys
- Open Spaces:** Parks and greenways



West Gunnison Neighborhood

**T4 - Mixed-Use Comm./Res.**

- Land Uses:** Medium density residential and commercial
- Buildings:** Single-Family Houses and outbuildings, townhouses, live/work units, corner stores, inns
- Private Frontages:** Porches and fences
- Public Frontages:** Raised curbs, narrow sidewalks, bike lanes, continuous planters, street tree in allees
- Thoroughfares:** Streets and rear alleys
- Open Spaces:** Squares and playgrounds



West Gunnison Neighborhood

**T5 - Mixed Use Comm./Office**

- Land Uses:** Medium density commercial and office; retail, offices, lodging
- Buildings:** Townhouses, apartment houses, live-work units, shopfront buildings, and office buildings, hotels, churches and schools
- Private Frontages:** Stoops, dooryards, forecourts, shopfront and galleries
- Public Frontages:** Raised curbs, wide sidewalks, bike routes, continuous or discontinuous planters, street trees in allees
- Thoroughfares:** Boulevards, avenues, couplets, main streets, streets and rear alleys
- Open Space:** Squares, plazas and playgrounds



West Gunnison Neighborhood

# Transect Zone Descriptions & Building Form Standards

## T3 - Mixed-Use Residential/Single Family



### ZONE DESCRIPTION

-Focus is on low density mixed-use residential, particularly single-family residential

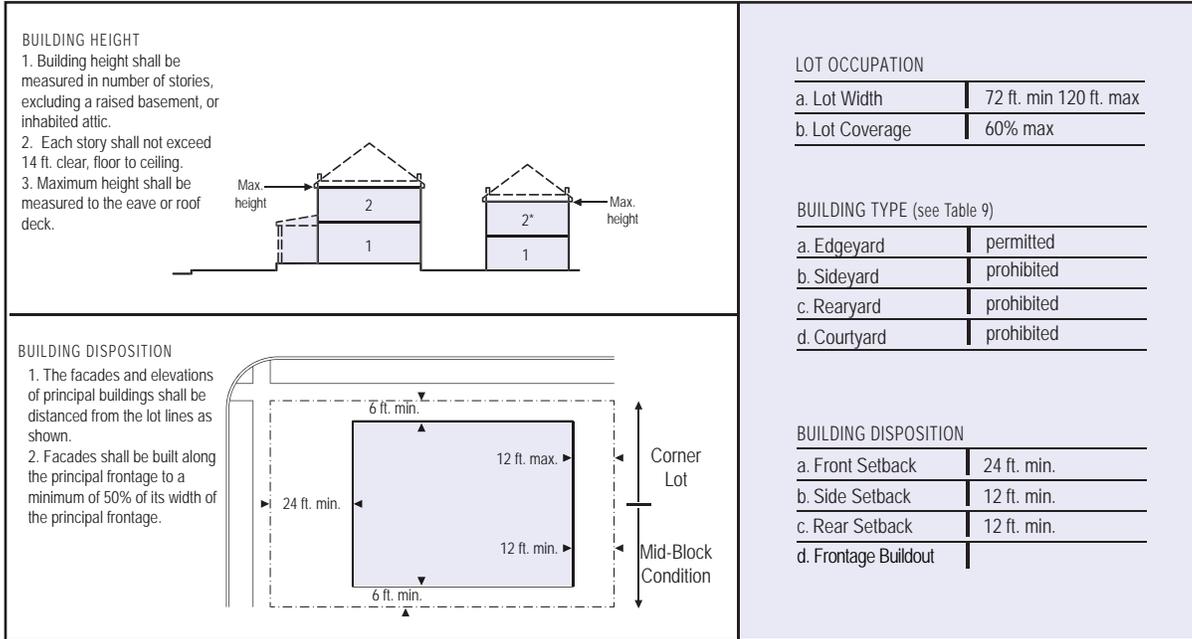


FIGURE 16. Potential Lot Characteristics



FIGURE 17. Potential Building Types

# T4 - Mixed-Use Residential/Commercial

## ZONE DESCRIPTION

-Focus is on low-to-medium density residential and commercial, particularly mixed-residential

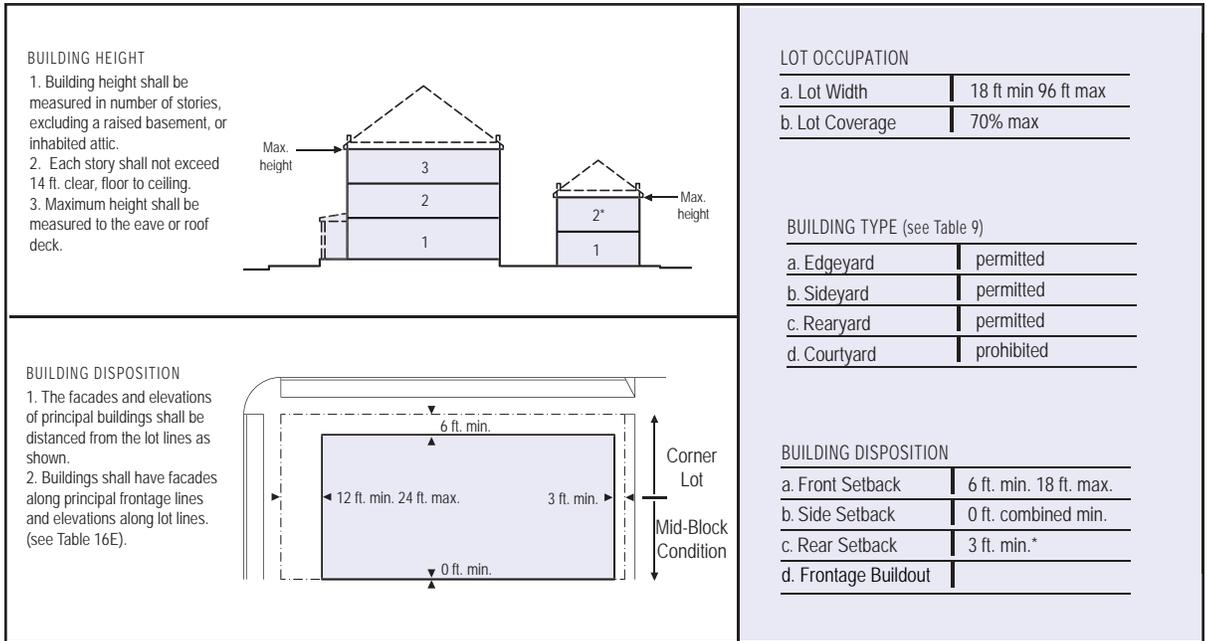


FIGURE 18. Potential Lot Characteristics



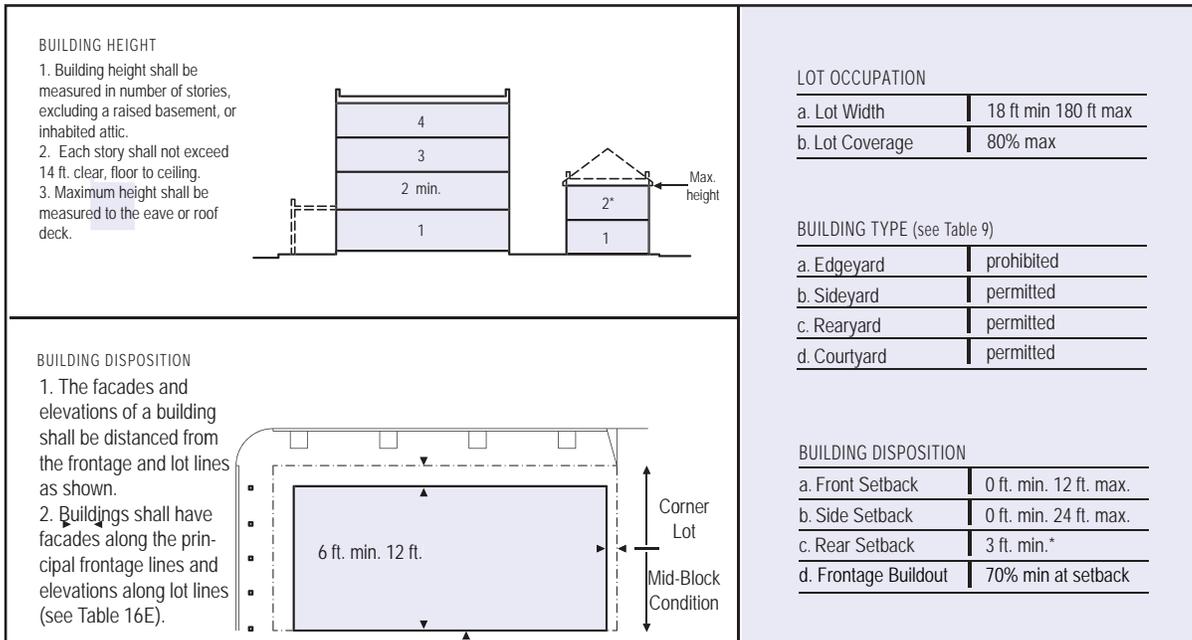
FIGURE 19. Potential Building Types

# T5 - Mixed-Use Commercial/Office



## ZONE DESCRIPTION

-Focus is on medium density commercial and office, but also allows for a mix of commercial and medium residential



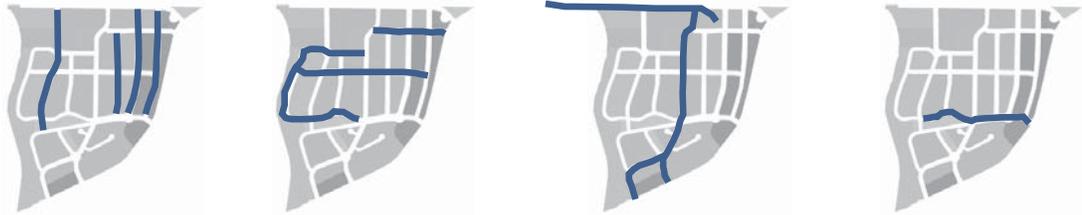
**FIGURE 20. Potential Lot Characteristics**



**FIGURE 21. Potential Building Types**

# Public Space/Street Sections

The following street sections illustrate the way that of form-based planning treats the public realm surrounding transportation corridors. In addition these illustrations describe the ideas expressed in Section X – Transportation Plan. In some cases street sections maybe modified to included irrigation ditches and Low Impact Development (LID) drainage techniques as described in Section X – Water. Other exception to the information presented in these graphic should be made to accommodate the regional trail that will follow the Thornton Way alignment.



Local

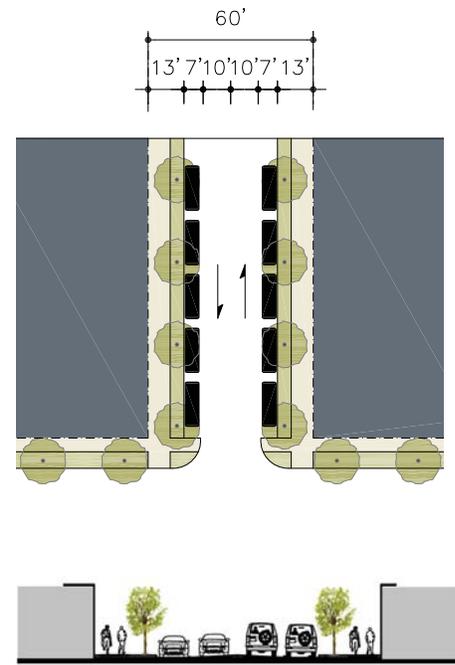
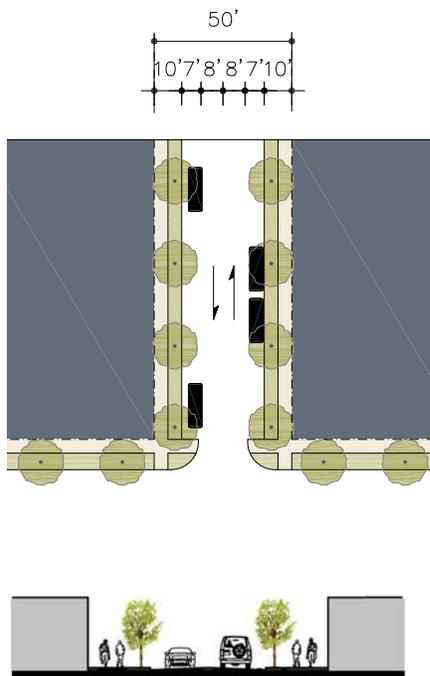
Collector

Arterial

Avenue

Local

Collector



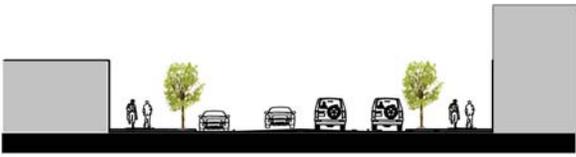
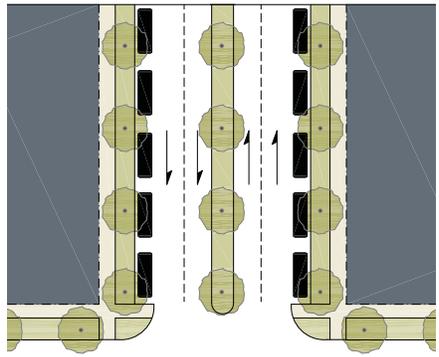
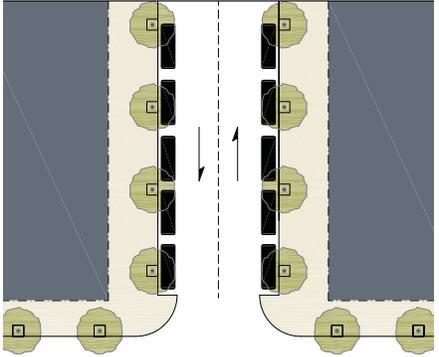
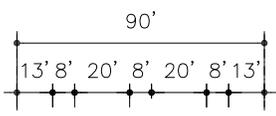
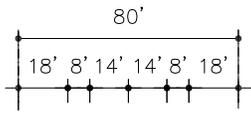
Thoroughfare Type	Street	Street
Transect Zone Assignment	T4, T3	T5, T4, T3
Right-of-Way Width	50 feet	60 feet
Pavement Width	30 feet	34 feet
Movement	Yield Movement	Slow Movement
Design Speed	25 MPH	20 MPH
Pedestrian Crossing Time	4.5 seconds	5.5 seconds
Traffic Lanes	2 lanes	2 lanes
Parking Lanes	Both Sides @ 7 feet unmarked	Both Sides @ 7 feet marked
Curb Radius	15 feet	15 feet
Public Frontage Type	Porch and Fence, Common Lawn	Porch and Fence, Common Lawn
Walkway Type	5 foot Sidewalk	6 foot Sidewalk
Planter Type	5 foot Continuous planter	7 foot Continuous planter
Curb Type	Curb	Curb or Swale *
Landscape Type	Trees at 30' o.c. Avg.	Trees at 30' o.c. Avg.
Transportation Provision		Bike Route

# WEST GUNNISON

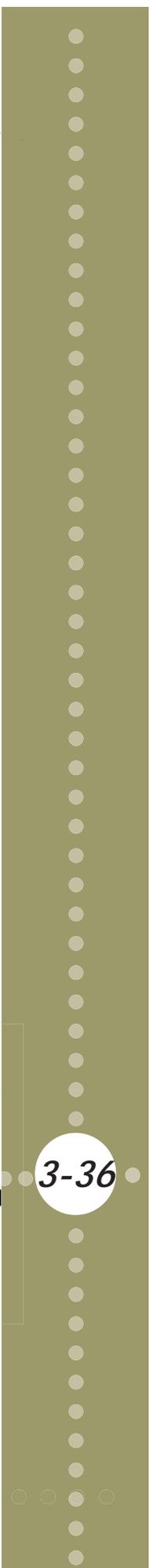
## Neighborhood Plan

### Arterial

### Avenue



Thoroughfare Type	Commercial Street	Avenue
Transect Zone Assignment	T6, T5	T5, T4, T3
Right-of-Way Width	80 feet	90 feet
Pavement Width	44 feet	56 feet
Movement	Slow Movement	Slow Movement
Design Speed	25 MPH	25 MPH
Pedestrian Crossing Time	12 seconds	13 seconds
Traffic Lanes	2 lanes	4 lanes
Parking Lanes	Both Sides @ 8 feet marked	Both Sides @ 8 feet marked
Curb Radius	15 feet	10 feet
Public Frontage Type	Gallery/Arcade, Shopfront/Awning	Gallery/Arcade, Shopfront/Awning
Walkway Type	18 foot Sidewalk	6 foot Sidewalk
Planter Type	4x4" Tree well	7 foot Continuous planter
Curb Type	Curb	Curb or Swale *
Landscape Type	Trees at 30' o.c. Avg.	Trees at 30' o.c. Avg.
Transportation Provision		Bike Route, Transit Route



WEST GUNNISON

Neighborhood Plan



Phase 4

*Economic Development Strategies*

# WEST GUNNISON

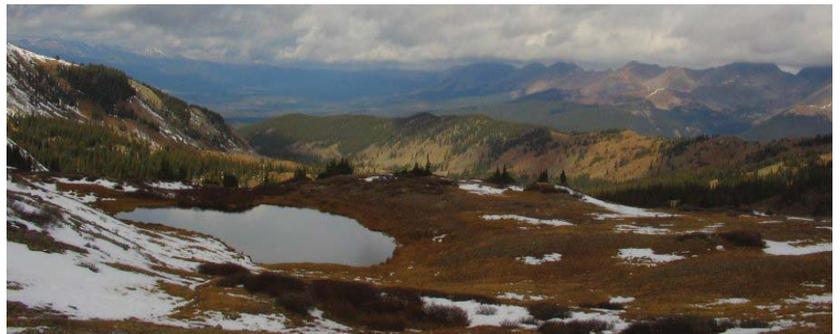
## Neighborhood Plan

### West Gunnison Neighborhood Phase 4

#### Introduction

The West Gunnison Neighborhood Plan (the “Plan”) has been developed through the cooperative efforts of the City of Gunnison and the interested stakeholders to provide a more thorough view of the tangible possibilities for the West Gunnison Neighborhood. Through its initial two phases, a Preferred Alternative was created for the Plan. The prospective goals for Preferred Alternative were clarified in Phases 1 and 2 to direct the sustainable innovation in the context of economic development, environmental stewardship, and quality urban design. During those prior phases, opportunities and the constraints related to achieving sustainable neighborhood development were identified by the stakeholders and the City. However, further refinement was necessary.

Phase 3 of the Plan has further refined the Preferred Alternative with regard to transportation connectivity, utilities design, and streetscape and architectural design recommendations. The Preferred Alternative proposes seven land uses integrating commercial and residential uses with interconnected public spaces.



4-1

Consequently, because of the ambitiously regional effect that this development will have on the local infrastructure and circulation patterns, certain items needed to be expanded upon. As such, Phase 3 of the Preferred Alternative sets forth how the transportation elements and utility systems will be updated to sufficiently provide for the increased demands that the development will place on the existing systems. Cumulatively, the Preferred Alternative serves as a framework integrating transportation and engineer functions with the anticipated design and aesthetic vision of the neighborhood.

Phase 3 of the Plan identified the means for extending existing infrastructure as much as possible into the development. It identifies

capital improvement requirements to alleviate any strain that may be placed on the City's roadways and utility systems. Because the development site is located on a flat river terrace with limited drainage function and hydrologic constraints, it is believed that utilizing Low Impact Design ("LID") for stormwater drainage control is imperative. LID elements will be integrated into site-specific developments and streetscape design.

Additionally, Phase 3 also provides ample support for the proposition that, while an increase in traffic is likely unavoidable due to the nature of the development, all efforts must be made to ensure vital linkages to the existing City road network are accomplished. In this regard, an expansion of certain streets will likely have to occur but, where feasible, alternative traffic measures, such as roundabouts, should be utilized. The Plan also contemplates critical linkages to the City of Gunnison Trails Master Plan (2008) to ensure that the neighborhood offers non-motorized alternatives for access to other areas of the existing urban fabric and outlying rural areas.

With the actual infrastructure issues addressed in Phases 1-3 of the Preferred Alternative, Phase 4 will now discuss the use of public financing alternatives to assist and promote private development in a manner consistent with the neighborhood plan. This report focuses on the use of special districts and other public financing options to assist the City in making the dream of the West Gunnison Neighborhood a striking reality. However, it must be kept in mind that public financing can only provide a percentage of the financing necessary to fund a development as elaborate as this one; private development will also need to contribute substantially to the development and redevelopment of the neighborhood. The public financing alternatives include:

- Title 32 special districts, such as metropolitan districts, water and sanitation districts, park and recreation districts
- Title 31 districts such as general improvement districts, business improvements districts
- Urban renewal authorities
- Sales tax sharing

The capital expenditures estimate for the neighborhood plan is \$9,383,153, which includes the public infrastructure costs anticipated to be contributed by both the City and the developer within the neighborhood. Based on information provided in the Phase 3 report, the maximum calculated financial capacity for the West Gunnison Neighborhood is approximately \$20 million, which is more than double the expected need for financing. The ratio of financial capacity to anticipated need suggests that any municipal bonds considered for paying the costs of public infrastructure can be issued with conservative property tax increases. Additionally, sales tax sharing between the City and any applicable overlaid district may also fund the costs of public improvements. Under the estimated financing model, the sales tax sharing is calculated at 2.32% of the City's overall 4% sales tax, but this sales tax share can be reduced by increasing the contribution of property tax revenues to the project. For the purposes of this Plan, it is understood that, while the City has a 4% sales tax, 1% of that sales tax is already committed to improving certain park and recreation improvements and is not available for tax-sharing; therefore, a 3% City sales tax rate will hereinafter be assumed.

In order to frame a sustainable capital investment strategy for funding necessary improvements in the West Gunnison Neighborhood, a broad based understanding of existing city development policies and funding sources is necessary. The long standing City policy requires that "development pays its own way." This policy directs that all new development pay for the necessary water, sewer, electrical and storm water utility extensions. Additionally, new road extensions are paid by developers.

Chapter 12.50 (Utility Reimbursement Policy) of the *City of Gunnison Municipal Code* is a recompense program for utility installation supplied by the initial developer; adjacent property owners benefiting from the related improvements pay a proportional share of the initial cost. The decision to enter into a reimbursement agreement is wholly discretionary on the part of the city and the initial developer. This policy does not apply to special improvement districts or improvements constructed within new developments, which include new subdivisions or Planned Unit Developments as defined in the *City of Gunnison Municipal Code*.

Enterprise Reserve funds are available for certain development projects. These funds are directed toward utility improvements that benefit the entire community. For example in the case of the West Gunnison Neighborhood, there is a problem with accommodating necessary fire flows. If a new well is constructed to provide necessary domestic water needs and accommodates fire flow demand for a greater geographic area, it could be paid by Enterprise Reserve funds.

The Phase 4 report states that an initial step will be the formation of a General Improvement District (GID). The GID establishes a geographic area for which sales tax revenues generated within the GID are directed to paying-off capital improvements within the specific area. Before taking such action, a clear understanding of implications to the City's General Fund will need to be carefully considered. Ultimately, the formation of a GID will require reduction of revenues that support other existing community services.

The equity position of the City will continue to be that development will pay its own way. In this regard, mechanisms are needed to ensure that beneficiaries of the necessary capital improvements will be responsible for related costs. Other improvement costs benefiting the City as a whole will be funded through capital programs and annual budget, which requires an emphasis on fiscal responsibility and prioritizes overall city needs. Bonding such improvements will continue to be an option, but reimbursement by property owners who benefit will be necessary.

# Financing Capacity

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Financing capacity is determined by calculating the amount of property tax and sales taxes available from the property within the West Gunnison Neighborhood. Residential property is assessed at 7.9% of actual value and commercial property is assessed at 29% of actual value. Of the approximate 200,000 square feet of anticipated commercial development, 100,000 square feet was calculated as retail property generating sales tax.

The following assumptions were also used:

1. The residential property was estimated to be valued at \$225,000 to \$275,000 per house. These values were distributed equally among the 960 units, so 320 units were valued at \$225,000, 320 units were valued at \$250,000 and 320 units were valued at \$275,000.
2. Retail property was expected to generate \$275.00 per square foot of developed space. In Colorado, values from \$150 to \$400 per square foot are realistic, and the variation is due to the type of retail development, with the higher end numbers attributable to big box development typical of a Wal-Mart or Target store, and the smaller numbers typical of local specialty retail.
3. No buildout schedule was anticipated for the property tax capacity, but a 10% debt reserve and three years of capitalized interest were incorporated into the debt capacity calculation. Bond issuance costs were calculated at 4% of the par amount of the bonds.
4. No buildout schedule was anticipated for the retail/sales tax capacity, but a 10% reserve was incorporated into the calculation. No capitalized interest was incorporated on the assumption that the City would guaranty the debt payments.
5. Interest is calculated at 6% for all financing.

Utilizing these assumptions, a maximum debt capacity can be generated without regard to the actual infrastructure costs needed for development. The importance of maximum debt capacity is that it demonstrates financial capability and may also indicate the ability to transfer debt load to different categories. Table 4.1 summarizes the maximum debt capacity from the West Gunnison Neighborhood. Table 4.1a is calculated with the assumption of 100,000 square feet of commercial retail space being available for tax-sharing purposes; Table 4.1b assumes that there will only be 50,000 square feet of commercial retail space available for tax-sharing purposes. Again, certain assumptions are made, including, maximum use of sales tax and a debt service mill levy of 40 mills for residential and 30 mills for commercial. These mill levies are high but are not atypical in metropolitan areas of the state. However, the bonds for the sales tax were left at 10 years although 25 years would not be uncommon. Using these assumptions, the financing capacity for the West Gunnison neighborhood exceeds \$17,000,000 if 100,000 square feet of commercial retail space is available; if only 50,000 square feet of commercial retail space is available, then the financing capacity for the West Gunnison neighborhood exceeds \$14,000,000.

WEST GUNNISON NEIGHBORHOOD -- MAXIMUM DEBT CAPACITY					
RESIDENTIAL / PROPERTY TAX					
UNITS	MARKET VALUE	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 40 MILLS	
320	\$ 225,000.00	\$ 72,000,000.00	\$ 5,731,200.00	\$ 2,811,269.00	
320	\$ 250,000.00	\$ 80,000,000.00	\$ 6,368,000.00	\$ 3,123,682.00	
320	\$ 275,000.00	\$ 88,000,000.00	\$ 7,004,800.00	\$ 3,435,938.00	
			\$ 240,000,000.00	\$ 19,104,000.00	\$ 9,370,889.00
TOTAL RESIDENTIAL					
COMMERCIAL / PROPERTY TAX					
SQ FT	MKT VALUE / SQ FT	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 30 MILLS	
200,000	\$ 100.00	\$ 20,000,000.00	\$ 5,800,000.00	\$ 2,250,000.00	
				\$ 11,620,889.00	TOTAL RESIDENTIAL & COMMERCIAL
COMMERCIAL / SALES TAX					
SQ FT	SALES / SQ FT	TOTAL SALES	ANNUAL REVENUE	DEBT CAPACITY WITH 10/YR REVENUE BONDS	
100,000	\$ 275.00	\$ 27,500,000.00	\$825,000.00 *	\$ 5,821,148	
Table 4.1a				\$ 17,442,037	TOTAL DEBT CAPACITY

\* This figure assumes that the full 3% of available sales tax from retail property will be used.

WEST GUNNISON NEIGHBORHOOD -- MAXIMUM DEBT CAPACITY					
RESIDENTIAL / PROPERTY TAX					
UNITS	MARKET VALUE	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 40 MILLS	
320	\$ 225,000.00	\$ 72,000,000.00	\$ 5,731,200.00	\$ 2,811,269.00	
320	\$ 250,000.00	\$ 80,000,000.00	\$ 6,368,000.00	\$ 3,123,682.00	
320	\$ 275,000.00	\$ 88,000,000.00	\$ 7,004,800.00	\$ 3,435,938.00	
			\$ 240,000,000.00	\$ 19,104,000.00	\$ 9,370,889.00
TOTAL RESIDENTIAL					
COMMERCIAL / PROPERTY TAX					
SQ FT	MKT VALUE / SQ FT	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 30 MILLS	
200,000	\$ 100.00	\$ 20,000,000.00	\$ 5,800,000.00	\$ 2,250,000.00	
				\$ 11,620,889.00	TOTAL RESIDENTIAL & COMMERCIAL
COMMERCIAL / SALES TAX					
SQ FT	SALES / SQ FT	TOTAL SALES	ANNUAL REVENUE	DEBT CAPACITY WITH 10/YR REVENUE BONDS	
50,000	\$ 275.00	\$ 13,750,000.00	\$412,500.00 *	\$ 2,910,574.00	
Table 4.1b				\$ 14,531,463	TOTAL DEBT CAPACITY

\* This figure assumes that the full 3% of available sales tax from retail property will be used.

The City's Community Development department has calculated the actual infrastructure costs for the neighborhood at \$9,383,153.50. See Tables 4.2 and 4.3 for a more detailed breakdown of the costs.

Table 4.2				
<b>Developer Costs</b>				
GENERAL	UNIT	QNTY	RATE	TOTAL
<b>IRRIGATION/DRAINAGE</b>				
Irrigation Ditch	LF	24,581	\$16.50	<b>\$405,586.50</b>
<b>STREETS/C&amp;G/SIDEWALKS</b>				
54 Foot Collector - Thornton Way	LF	1699	\$175.00	<b>\$297,325.00</b>
40 Foot Local - All Other Streets	LF	17171	\$140.00	<b>\$2,403,940.00</b>
<b>WATER</b>				
8" Water Line	LF	10715	\$100.00	<b>\$1,071,500.00</b>
<b>SEWER</b>				
8" Sanitation Sewer	LF	8964	\$75.00	<b>\$672,300.00</b>
<b>TOTAL</b>				<b>\$4,850,651.50</b>
*The above costs for infrastructure are anticipated to be incurred at the developer's expense.				

Table 4.3				
<b>City Costs</b>				
GENERAL	UNIT	QNTY	RATE	TOTAL
<b>ROUNDBABOUTS</b>				
Highway 50 (Thornton Way and Hwy 50, Bidwell Ave. and Hwy 50, and 8th St., Tomichi Ave, and Hwy 50)	EACH	3	\$400,000.00	<b>\$1,200,000.00</b>
<b>LAND PURCHASES</b>				
Thornton Way (Between Gunnison and Tomichi)	ACRE	0.85	\$312,760.00	<b>\$265,846.00</b>
.92 Acre Parcel (Proposed Transit Site)	ACRE	0.92	\$312,760.00	<b>\$287,739.00</b>
Portion of Pulaski Property (Adjacent to 8th St. and Tomichi Ave)	ACRE	0.013	\$312,760.00	<b>\$4,066.00</b>
<b>WELLS</b>				
Major Production Wells (Includes construction cost, 30% contingency and 15% engineering, and professional services.)	EACH	2	\$1,149,900.00	<b>\$2,299,800.00</b>
<b>SEWER LINE</b>				
Replacement of 10" sewer line	LF	1000	\$100.00	<b>\$100,000.00</b>
<b>PARKS</b>				
South section of Melnick property. (The City anticipates a 50% cost sharing with the developer. The estimate indicates the City's 50%.)	ACRE	2.46	\$152,460.00	<b>\$375,051.00</b>
<b>TOTAL</b>				<b>\$4,532,502.00</b>

Utilizing the City's cost estimates, debt capacity for the West Gunnison neighborhood can be matched to the development's need for financing. Tables 4.4a and 4.4b summarize the matched debt capacity for the project and demonstrate that the necessary infrastructure can be financed using approximately 20 mills from both residential and commercial property within the neighborhood. Table 4.4a is calculated with the assumption of 100,000 square feet of commercial retail space being available for tax-sharing purposes; Table 4.4b assumes that there will only be 50,000 square feet of commercial retail space available for tax-sharing purposes. Sales tax sharing is assumed at 2.32% for a 10-year period from retail property within the neighborhood.

WEST GUNNISON NEIGHBORHOOD -- MATCHED CAPACITY				
MARKET VALUE	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 20 MILLS	
\$ 225,000.00	\$ 72,000,000.00	\$ 5,731,200.00	\$ 1,405,634.00	
\$ 250,000.00	\$ 80,000,000.00	\$ 6,368,000.00	\$ 1,561,767.00	
\$ 275,000.00	\$ 88,000,000.00	\$ 7,004,800.00	\$ 1,718,047.00	
	\$ 240,000,000.00	\$ 19,104,000.00	\$ 4,685,448.00	TOTAL RESIDENTIAL
MKT VALUE / SQ FT	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 20 MILLS	
\$ 100.00	\$ 20,000,000.00	\$ 5,800,000.00	\$ 1,422,557.00	
			\$ 6,108,005.00	TOTAL RESIDENTIAL & COMMERCIAL
SALES / SQ FT	TOTAL SALES	ANNUAL REVENUE	DEBT CAPACITY WITH 10/YR REVENUE BONDS	
\$ 275.00	\$ 27,500,000.00	\$ 638,000.00	\$ 4,788,845.00	
<b>Table 4.4a</b>			<b>\$ 10,896,850</b>	<b>TOTAL DEBT</b>

WEST GUNNISON NEIGHBORHOOD -- MATCHED CAPACITY				
MARKET VALUE	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 20 MILLS	
\$ 225,000.00	\$ 72,000,000.00	\$ 5,731,200.00	\$ 1,405,634.00	
\$ 250,000.00	\$ 80,000,000.00	\$ 6,368,000.00	\$ 1,561,767.00	
\$ 275,000.00	\$ 88,000,000.00	\$ 7,004,800.00	\$ 1,718,047.00	
	\$ 240,000,000.00	\$ 19,104,000.00	\$ 4,685,448.00	TOTAL RESIDENTIAL
MKT VALUE / SQ FT	TOTAL MKT VALUE	ASSESSED VALUE	DEBT CAPACITY @ 20 MILLS	
\$ 100.00	\$ 20,000,000.00	\$ 5,800,000.00	\$ 1,422,557.00	
			\$ 6,108,005.00	TOTAL RESIDENTIAL & COMMERCIAL
SALES / SQ FT	TOTAL SALES	ANNUAL REVENUE	DEBT CAPACITY WITH 10/YR REVENUE BONDS	
\$ 275.00	\$ 13,750,000.00	\$ 319,000.00	\$ 2,250,815.00	
<b>Table 4.4b</b>			<b>\$ 8,358,820</b>	<b>TOTAL DEBT</b>

It is important to note that these Tables present only one view of the potential financing structure or structures that could be accommodated or utilized. Actual financial plans for the issuance of bonds will require a thorough review and assessment of assumptions made in this report and may vary substantially from the assumptions contained herein based on the financing structure actually recommended by the underwriters for the bonds. For example, the interest rate assumed within these scenarios is 6%. If a 7% interest rate is assumed, there is approximately a 9% decrease in capacity that would require an offsetting increase in mill levies and sales tax percentages. Nevertheless, it is clear that the neighborhood has the financial capacity to undertake the development and redevelopment of the public infrastructure in accordance with the Phase 3 plans.

## District Structures

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Special districts are utilized in Colorado to finance and construct public improvements for real property development. They are a powerful financing tool because they generate revenues only from the area which will be benefited by the new infrastructure. This Plan assumes that all business owners would include their property into any metropolitan district or districts formed for the purpose of financing the West Gunnison neighborhood. Further, it is assumed that all such businesses, whether new to the development or pre-existing, would permit the formation of any such district(s) upon their property. If the pre-existing business property owners to be located within the boundaries of a district do not consent to its formation, then the district would be limited to including only that undeveloped commercial property into its boundaries; as a portion of the estimated commercial tax base would then be unavailable to the district. This, in turn, would result in a decrease in the approximated financing figures contained within the Plan proportionate to the assessed value of the property not included to the total assessed value assumed herein. Districts created under the Colorado Revised Statutes Title 32 are the most common type in Colorado, with over 1,500 such districts now existing in the state. The following describes the powers, revenue raising authority and formation processes for Title 32 metropolitan districts, which are recommended for the West Gunnison neighborhood plan.

### POWERS OF A METROPOLITAN DISTRICT

There are many types of special districts in Colorado, including water and sanitation districts, school districts, park and recreation districts and metropolitan districts. Metropolitan districts combine many types of functions and can be organized to provide any two or more of the following services:

1. Street improvements
2. Water facilities and services
3. Sanitation facilities and services
4. Park and recreation facilities
5. Traffic-related safety protection improvements
6. Transportation facilities and services
7. Television relay and transmission facilities and services
8. Mosquito control facilities and services

The functions of a metropolitan district can include both the construction of improvements and the ongoing operation and maintenance of those improvements. Metropolitan districts must be publicly accountable, which means, among other things, that they must hold open meetings, give notice of all meetings, keep minutes and other records, hold elections for the governing board of directors, adopt annual budgets, and submit to annual financial audits.

## REVENUE - RAISING AUTHORITY

A metropolitan district has various financial powers given to it by Title 32, including the power to tax and/or assess fees for the services it provides and to issue tax-exempt bonds to help pay for public improvements. The eligible electors within the boundaries of the metropolitan district must first vote in an election to authorize the metropolitan district to incur any general obligation or revenue indebtedness. Once approved by the electors within the district, the bonds are sold to investors who must be repaid over time with interest. The money generated from the sale of bonds is used by the metropolitan district to pay for necessary public infrastructure like streets and traffic signals, sidewalks and median landscaping, water and sewer treatment plants and lines, storm drainage facilities and parks and recreation facilities. The metropolitan district pays for bonds it issues by levying a property tax on all the property within the district boundaries or by assessing infrastructure, tap, or other fees, or through a combination of these methods.

The tax levy is the rate of tax applied to the assessed value of all the property within the district's boundaries. The "assessed value" of property is that portion of the total market value of property that can be assessed for property tax purposes. Currently in Colorado, 7.96% of residential market value is assessed for property taxes. The assessed value of a \$100,000 home, for example, would be 7.96% of \$100,000, or \$7,960. If the total assessed value of property within the boundaries of a metropolitan district was \$10,000,000, and the district's tax levy rate was 25 mills, then the district would collect \$250,000 in annual property tax revenue (25 mills x \$10,000,000 assessed value = \$250,000).

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A metropolitan district can use other means to raise revenue, including assessing fees, rates, tolls and other charges for the services it provides, and the district can use those fees to pay for the public infrastructure costs it incurs. Until paid, these fees, rates, tolls and other charges constitute a perpetual lien upon the property served by the public improvements, which may be foreclosed upon in the same manner as a mechanics' lien. A metropolitan district can also issue revenue bonds that are repayable from the fees, rates, tolls and other charges.

Metropolitan districts, since they can offer many services, are often established by developers to finance, through the issuance of tax-

exempt bonds and/or the assessment of fees, the infrastructure necessary to support a new subdivision. Streets, water and sewer lines, and other utilities must be provided to an area, which, prior to the subdivision's development, may have been vacant land. After the infrastructure is in place, the developer builds homes in the district. New and ongoing development increases the assessed value of the property within the district's boundaries, and provides the tax base necessary to generate the revenue required to make payments on the outstanding bonds.

## FORMATION

The following actions are required in order to form a Title 32 special district:

1. The process is initiated when the organizer of the special district submits a Service Plan to the City Council. The Service Plan must include a description of the proposed services; a financial plan of how the proposed services are to be funded (i.e., through a mill levy, the imposition of fees, or both); engineering and architectural surveys showing the location of the public improvements; maps; and other relevant information concerning the proposed district.
2. A public hearing is held on the Service Plan following notice and publication of the hearing. The City Council will approve or disapprove the Service Plan, with or without conditions.
3. No Service Plan may be approved if a petition objecting to the Service Plan is signed by the owners of taxable real and personal property which equals more than 50% of the total valuation for assessment of all taxable real and personal property to be included in the district is filed with the City Council.
4. After the Service Plan of the proposed district is approved by the City Council, a petition for the organization of the district and the authorizing resolution is filed in the appropriate district court. The petition must be signed by at least 30% or 200 of the taxpaying electors of the proposed district, whichever number is smaller.
5. A court hearing is held with regard to the submitted petition following notice and publication of the hearing, and if it appears that the petition has been signed by the requisite number of persons and otherwise complies with all statutory requirements, the court will direct that the question of the organization of the district be submitted to the eligible electors within the district boundaries at an election. This election will occur either in May or November.
6. If a majority of the eligible electors of the district vote in favor of the district's organization, the court will order the district organized. Only property owners (and their spouses) and residents within the boundaries of the district can vote in the election.

A metropolitan district provides for the infrastructure necessary for new developments. The district itself constructs the improvements, and only the property owners within the district are taxed for the cost of the improvements. The City is never responsible for the obligations of the metropolitan district.



# WEST GUNNISON

## Neighborhood Plan

### General improvement Districts, Business Improvement Districts and TABOR Enterprises

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#### Districts

Title 31 also provides for the formation of certain types of taxing districts. This report looks at two of these, namely General Improvement Districts (GIDs) and Business Improvement Districts (BIDs). GIDs and BIDs differ from Title 32 metropolitan districts in the following ways: the governing body of Title 31 districts is typically the City Council sitting *ex officio*; GIDs have whatever powers the municipality that creates possesses, rather than a defined list; and BIDs can only have commercial property within their boundaries. A TABOR Enterprise is a government-owned business that receives less than 10% of its annual revenue from Colorado state and local grants and which is authorized to issue its own revenue bonds. A more thorough description of the powers, revenue raising authority and formation process for GIDs and BIDs, along with a brief description of TABOR Enterprises, follows.

#### MUNICIPAL GENERAL IMPROVEMENT DISTRICTS (GIDS)

GIDs are a separate political subdivision distinct from the jurisdiction in which they are created. As they are distinct entities, they may exist in another jurisdiction if the other jurisdiction consents.

There are two alternatives for the creation of a GID. The first requires an election on the question of organization of the district. This alternative is initiated by petition when less than 100% of the property owners are promoting the formation of the GID. The second alternative is initiation by petition of 100% of the owners of property followed by the creation of the GID by ordinance or resolution of the governing body. Certain restrictions regarding the number of eligible electors apply to these districts.

GIDs are allowed to construct a broad range of improvements. These districts have the authority to construct and operate any improvement or provide any service that the governing body creating them is statutorily authorized to provide, with certain specific exceptions. In addition, these districts may operate and maintain the improvements.

While GIDs may levy special assessments, another revenue source for these districts is through a property tax imposed on the property within the district. GIDs are authorized to issue general obligation, revenue and special assessment bonds, which require an election (except in certain circumstances for revenue bonds). An outline summarizing the facts regarding GIDs is provided below for reference purposes.

**1. Creation**

- a. One alternative for the creation of the district may be initiated by not less than 30% or two hundred of the electors of the proposed district, whichever is less Section (31-25-604(1), C.R.S). After publication, notice, and public hearings, an election is held, and if the election is successful, the district is established upon recording of the ordinance (Section 31-25-608, C.R.S).
- b. The second alternative is initiation by petition of 100% of the owners of property in the district followed by publication, notice and public hearings (which may be waived by the governing body of the jurisdiction), after which the district is created by ordinance or resolution of the governing body (Section 31-25-604(2) (e) (III) C.R.S).

**2. Permitted Improvements**

- a. GIDs are allowed to construct, install, acquire, operate or maintain any authorized public improvement, or to provide any authorized service, so long as such improvement or service does not duplicate or interfere with any other municipal improvement. Public improvements or services shall not include any solid waste disposal site and facility, any transfer station and with certain exceptions, the transportation of trash, waste, rubbish, garbage or industrial waste products (Section 31-25-602(1), C.R.S).

**3. Revenue-Raising Authority**

- a. May assess ad valorem taxes (Section 31-25-612, C.R.S).
- b. May charge rates, tolls and charges for services or facilities furnished by the district and pledge such revenue for the payment of any indebtedness of the district (Section 31-25-611(k), C.R.S.).
- c. May issue general obligation, revenue or special assessment bonds. To extent required by Section 20 of Article X of the Colorado Constitution such bonds shall not be issued unless first approved at an election held for that purpose (Sections 31-25-611(1) (e) and 31-25-620, C.R.S.).
- d. An election is not required for revenue bonds if the revenue bonds are for a TABOR enterprise.

**4. Governing Body**

The governing body of a municipality serves as the governing body of the GID Section 31-25-609, C.R.S.





to redevelopers utilizing private condemnation powers rather than through mutually-agreed contracts.

URAs do not have the power to impose taxes, but rather, utilize tax increment financing. The property tax increment is determined by establishing the baseline assessed valuation of the taxable property last certified prior to the adoption of the plan within the urban renewal area. This valuation is the base amount. Taxing entities, such as the municipality, fire and school districts, the county, etc., continue to receive the taxes generated by the mill levies they impose on property within the URA as applied to the base amount. The URA receives all of the tax revenues generated by the mill levies imposed by the taxing entities that are above the base amount. Tax increment financing can involve either property taxes or sales tax.

Tax increment financing utilizing property taxes is often politically controversial and is best achieved where all of the affected taxing entities have the opportunity to participate in the development of an URA plan. Sales tax increment financing is oftentimes less controversial than property tax increment financing because the taxing entity involved—the municipality—is also the approving entity for the URA.

The debt capacity analysis for the West Gunnison Neighborhood suggests that an URA is not necessary in order to develop the property. Therefore, a detailed discussion of URA powers and formation processes is not included in this report.

## SALES TAX SHARING

The Financial Capacity analysis assumes the use of sales tax sharing by the City to finance the City's costs as detailed in Table 4.2. The financing contemplated by sales tax sharing, unless the City chooses to vote this use, requires the adoption of a resolution morally obligating the City to make payments for revenue bonds issued utilizing a specified portion of the City's sales tax. A guaranty from the City to utilize other revenues, if necessary, might also be required. The Financial Capacity analysis suggests that a pledge of 2.32% of the City's sales tax would be required to fully fund the City's obligations. It bears reminding that this is sales tax generated only from the West Gunnison Neighborhood, and then only for a ten-year period. The remainder of the City would not be affected by sales tax sharing under this model.

## Phase 4

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Phase 4 is intended to develop the economic strategies to implement the West Gunnison Neighborhood Plan. The Financial Capacity analysis demonstrates that there is abundant property tax and sales tax revenue from the development to finance the public infrastructure envisioned and described in Phase 3 of the plan.

Special districts are uniquely suited for this type of development because they utilize the revenues generated only from the development area to finance the infrastructure. Title 32 metropolitan districts, and Title 31 GIDs and BIDs have the necessary powers and revenue-raising authority to accomplish the financing and the construction necessary for the development, if desired. Additionally, all of these types of entities are capable of entering into intergovernmental agreements with the City and with existing water, sanitation and transportation districts to coordinate the construction of infrastructure, the provision of services, and the financing of improvements. Although URAs are also powerful financing tools available for development purposes, their use in the West Gunnison Neighborhood is not essential. The structure for the districts is suggested as follows:

1. One over arching district should be created whose purpose is to issue bonds for the Developer's Costs from property tax revenues and to issue bonds from sales tax revenues sent to it by the City for the "City's Costs." The City could be the entity which issues these bonds, but it is presumed that the City does not want to utilize its own credit for this purpose. A Title 31 GID could be created which, over time, will overlay the entire West Gunnison neighborhood, except those portions for which a metropolitan district is created as described below. The GID will be authorized to finance only those improvements identified on the "Developer's Costs" table through the use of revenues sent to it by other districts within the West Gunnison neighborhood, and to issue revenue bonds utilizing sales taxes sent to it by the City. The GID shall be authorized to impose a mill levy for property taxes not to exceed 18 mills. The City may require that no development or redevelopment of property will be

considered until and unless the property owner agrees to include their property within the GID's boundaries.

2. The developers of residential property within the West Gunnison Neighborhood who wish to create Title 32 districts for the development of their property should be permitted to do so, as long as such districts are required through their service plans to pledge 18 mills to the GID created by the City until the bonds issued by it for the public infrastructure denominated "Developer's Costs" has been paid. The districts will also be allowed to impose a mill levy for construction of other public improvements within their boundaries up to a defined mill levy cap, usually 50 mills, but perhaps only 32 mills for so long as the pledge to the City is active. Property included within a metropolitan district will not be included within the GID.
3. The developers and property owners of commercial property within the West Gunnison Neighborhood also shall be required to include their property within the boundaries of the GID. In lieu of including within the GID, commercial developers who wish to create a Title 32 metropolitan district for the development of their property should be permitted to do so, provided that the district will be required to pledge 18 mills to the GID created by the City for so long as the GID bonds are outstanding.

While these recommendations may appear to create numerous districts, the organizational documents of each of them may limit their powers and financing capabilities to ensure that they are focused on the redevelopment or development of the West Gunnison Neighborhood. This method is also the result of the fact that there is not a single property owner/developer, the neighborhood includes both developed and undeveloped property, and there are different stakeholder interests in the development of the property. Nevertheless, the district format enables the neighborhood to develop with the vision created by the plan.

## Next Steps

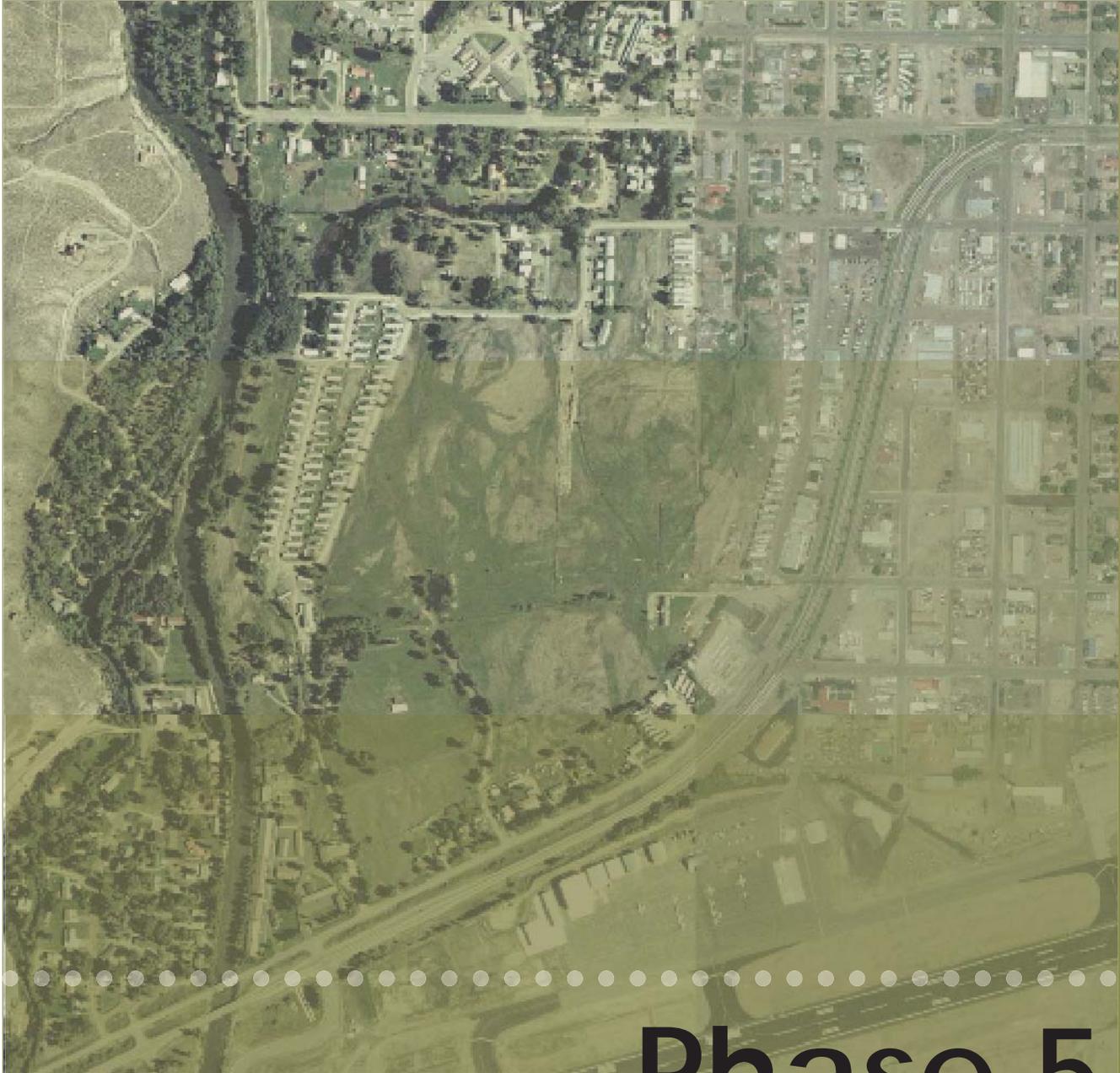
In order to implement the financing strategies discussed herein, the GID will need to be created. GIDs can be created by City ordinance if no debt election is required, as is this case here. The first initial steps in accomplishing this are identified below:

1. Identifying the property which will form the base boundary area of the GID;
2. Identifying the initial petitioners for the creation of the GID;
3. Creating a timeline for development with the stakeholders; and
4. Engaging an underwriter to begin development of a financing plan for the bonds.

These are the first of many tentative objectives which must be met to fully implement the recommendations contained in this report.



**WEST GUNNISON**  
Neighborhood Plan



**Phase 5**

*Implementation Strategy Plan*



# WEST GUNNISON

## Neighborhood Plan

### West Gunnison Neighborhood Phase 5

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## Introduction Implementation Strategy Plan

The *West Gunnison Neighborhood Plan* has been established to address in-fill development opportunities found in this defined geographic area. Although it is a standalone plan, it has been developed through directives found in other planning documents to include but not be limited to the *City of Gunnison Master Plan* (2007), the *City of Gunnison Sewer and Water Master Plans*, and the *City of Gunnison Trails Master Plan*. In fact, this plan, as adopted by City Council, becomes a sub-area plan under the confines of the *City of Gunnison Master Plan*.

Implementation strategies, which consist of qualitative directives, policy orientated principles, and quantified capital development needs, have been developed for this Plan. The purpose of this Implementation Strategy Plan is to provide a summary of important components of the *West Gunnison Neighborhood Plan* and identify actions that will help promote the orderly development of this area of the Community. Implementation strategies are discussed under the following categories:

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- Transportation Network Facility Improvements
- Bike and Pedestrian Facility Improvements
- Waste Water Facility Improvements
- Irrigation Facility Improvements
- Storm Water Drainage Facility Improvements
- Domestic Water Facility Improvements
- Land Use Implementation Elements
- Streetscape Design Elements
- Financing Strategies

## Components

# Transportation Network Facility Improvements

A key factor to ensure successful development of the Neighborhood is to have a safe and functional road system. The Gunnison Neighborhood Master Plan describes estimated traffic counts at buildout, proposes basic public road alignments and addresses geometric design concepts of differing road types and critical intersections (see Phase 3). Most of the following strategies reiterate those topics and recommendations defined in the Transportation Access Summary (Phase 3).

1. Promote developments that adhere to the road network recommendations contained in Phase 3 of the *West Gunnison Neighborhood Plan*.
2. The roadway system must be configured in a grid pattern to ensure that internal and external connectivity is functional at full development.
3. Develop geometric road design standards that fulfill a multitude of specific needs including, but not limited to, safety, buried utilities, snow storage, traffic calming, irrigation, storm water control, sidewalks, and landscaping. Use narrow road section widths on local and private access roads.
4. Promote developments with off-street parking accessed through shared private driveway easements or alleys; prohibit or severely limit driveway cuts on collector road rights-of-way.
5. Thornton Way must be completed between Tomichi Avenue (north) and the Highway 50 frontage road.
6. Reed Street, 7<sup>th</sup> Street, 6<sup>th</sup> Street, and 3<sup>rd</sup> Street must be developed as local streets that provide internal and external connectivity.
7. Bidwell Avenue should be developed as a boulevard with a divided median to promote the neighborhood's visual appeal.
8. New York Street has inadequate right-of-way width and should be discouraged as a primary access corridor serving the neighborhood.
9. Work with the Colorado Department of Transportation to develop a *Highway Access Management Plan*, to include the development of roundabout facilities at Thornton Way, Bidwell Avenue, and Tomichi Avenue where they intersect with Highway 50.
10. Promote the development of Reed Street as a primary street to access local businesses that front Highway 50.

11. Explore, with relevant property owners and the Colorado Department of Transportation, the potential for vacating the Highway 50 Frontage Road between New York Avenue and Rio Grande, which would dedicate some additional real property for local businesses and promote the use of Reed Street.
12. Promote the utilization of roundabouts for major internal road intersections.
13. Require that all new street extensions be developed with minimum 5-foot wide sidewalks on each side.
14. Require that all new collector street extensions include on-street bike lanes.

## Bike and Pedestrian Facility Improvements

Providing a connected grid of bicycle and pedestrian facilities in the West Gunnison Neighborhood will not only add to the character and livability of the community, but will also reduce automobile congestion. Future pedestrian and bike facilities within the Neighborhood will provide links envisioned by the City of Gunnison Trails Master Plan (2008). The following strategies for developing these facilities are considered to be paramount to the Neighborhood's long-term success.

1. The *Outer Loop Segment*, a 10-foot wide shared use pathway, detached from all roadway edges, must be extended continuously from the Twin Bridges (southwest) to the Tomichi Avenue corridor (northeast). As shown on the planning maps, this extension will traverse through parks and along the west perimeter of the Thornton Way right-of-way.
2. The South segment of the Thornton Way right-of-way does not have adequate width to accommodate a detached trail/sidewalk and emphasis needs to be placed on alternative linkage routes. The most advantageous linkage would be along the Drive-In Road and across the proposed park site to Thornton Way.
3. The Twin Bridges bicycle and pedestrian crossing, which will traverse under Highway 50 by using the Gunnison River bridge is an essential link for the West Gunnison Neighborhood.
4. The proposed park area, by the drive-in and Thornton Way will serve to extend the Outer Loop Segment.

5. Key rights-of-way including but not limited to 6<sup>th</sup> Street and San Juan Avenue should be developed with on-street bike lanes. Bike lanes must be integrated into any future collector road design standards utilized for development of the neighborhood.
6. The City must work with the Colorado Department of Transportation to develop a pedestrian Crossing on Highway 50 somewhere between Bidwell and New York Avenue, which would help to enhance the potential for retail uses along this corridor.

## Waste Water Facility Improvements

Assessment of the wastewater utility needs was predicated upon a recent update of the City's Waste Water Master Plan (2006). For the most part, existing sewer lines can serve development of the entire neighborhood with line extension that would follow road and alley grids. However, on a site-specific basis, sewer line extensions must be developed with adequate fall to maintain appropriate hydraulic function.

1. In order to accommodate additional growth, approximately 1,000 feet of an existing 10-inch sewer main must be replaced pursuant to the City's *Waste Water Master Plan* (2006). As noted by the *Waste Water Master Plan* this improvement will be required prior to development of the Guerrieri Addition and adjacent vacant parcels in the Southwest Neighborhood Plan Area. The replacement line will begin at a point where the Meadows Vista South subdivision lines intersect the existing line. That portion of the line from Thornton Way to Brookside Drive will be replaced.
2. Where practical, sewer lines should be extended through alley or private accessways.
3. Continue to work towards reducing infiltration and inflow, which affects the waste water system capacity, and monitor the waste water treatment plant capacity.

## Irrigation Facility Improvements

The Irrigation section (Phase 3) includes an assessment of existing and future irrigation system extensions across this part of the City. Great opportunity exists for extending the irrigation system in the Neighborhood. This extension will help the residents by providing very low costs irrigation water and will help the City put water rights to beneficial use.

1. Conduct a detailed title search level review to identify all ditches and water right holders. Identified ditches include, but may not be limited to the Dos Rios Ditch, Wildwood Ditch, Palisades Ditch, Shady Island Acres Ditch Inc. and the Ute Trail Ditch. Identification of the water right owners is considered to be necessary in order to properly design the future irrigation conveyance system.
2. Integrate irrigation ditch conveyance routes with existing wetlands to ultimately protect and enhance wetland function.
3. Large storm events will direct overland flow into the irrigation system, and this must be recognized in the system design and construction.
4. Require that all new development in the Neighborhood be serviced by irrigation utilities, and require related engineer design to be submitted as part of all site specific development plans.
5. Reestablish the Gunnison Island Acres Ditch Inc. into its approximate original alignment along the 7<sup>th</sup> Street rights-of way.
6. Future assessments should address the capacity of existing irrigation discharge points to ensure their design is adequate to accommodate the irrigation flows at buildout.

## Storm Water Drainage Facility Improvements

As noted by the Storm Water Drainage section (Phase 3), the minimal fall across the site is a key factor to promote the use of Low Impact Development (LID) facilities to control storm water discharge. The use of LID will assist the City in addressing anticipated requirements by the State and Federal governments to conform to Phase 2 Storm Water Quality Control Standards.

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1. Develop and promulgate specific Low Impact Development standards to address site specific and regional storm water control needs.
2. Require the use of best management practices to minimize erosion originating from construction sites.
3. Establish specific parameters that define a 10-year storm event and utilize these parameters for the design of LID storm water control facilities.
4. Promote site-specific LID facilities and require that runoff levels be maintained to historic (undeveloped) levels. Predevelopment runoff is required to severely restrict discharge from the site.

5. Require that all new development utilize LID design. New development should also be responsible for financing regional storm water facilities.
6. Maintain the historic hydrologic function of existing wetlands. This means that storm water discharging into wetlands cannot impair their existing functional character.
7. Incorporate irrigation ditch system design to help accommodate the conveyance of very large storm events.

## Domestic Water Facility Improvements

Assessment of the domestic water needs for the Neighborhood development is based on the City Water Distribution Master Plan (2007). Presently, the city water system operates at about 85 percent of maximum capacity. The City Water Distribution Master Plan proposes two new wells to serve future City water demand. The location of these new wells is proposed to be in the West Gunnison area.

1. The City's *Capital Plan* should include development of one new exploration well in the West Gunnison Neighborhood.
2. After the exploration well is completed, assess the feasibility for converting it into a full-production well.
3. Include a second well into the capital planning program for the City to be developed as demand increases to warrant this action.
4. Ensure that new developments in the neighborhood be required to extend water distribution lines in a logical manner that incorporates appropriate loop system configurations.
5. Implement capital improvements in a timely manner as called for in the *Water Distribution Master Plan* (2007).

## Land Use Implementation Elements

The West Gunnison Neighborhood Plan includes a detailed assessment of existing conditions and a preferred land use plan that will accommodate approximately 900 units and a substantial increase in retail and professional business uses. The preferred alternative also proposes development of inter-connected pedestrian trails as well as public park space. The Design Guidelines section (Phase 3) establishes many recommendations for addressing land use relationships and developing a neighborhood with quality streetscapes and architecture.

1. Amend the existing zoning map to provide a form based approach that addresses building scale, streetscape design, ensures compatibility with differing land uses zones, and creates a neighborhood that is interconnected and functional.
2. Incorporate existing wetlands and irrigation ditches into the future neighborhood development pattern as proposed by the *Preferred Alternative Land Use Plan*
3. Promote the enhancement of the retail area along the Highway 50 Frontage Road and provide both vehicle and pedestrian access systems that help address access to this area.
4. Site-specific development plans must be developed with the recognized need for buried utility extensions, storm water drainage control, irrigation system extension, snow storage, adequate sidewalks, and trail extensions.
5. Promote site plans with building orientations that accommodate functional solar exposure.
6. Additional public park and public recreational open space within the Neighborhood is desirable, and steps should be taken by the City when opportunities exist to obtain and develop these public spaces to accommodate this need.
7. Develop park-and-ride sites and bus-stop facilities that promote the use of mass transit opportunities.
8. Extend the new roads in a grid system configuration as identified by this plan.
9. Amend geometric road design standards in a manner that promotes development of neo-traditional neighborhoods.
10. Promote site plans with access to off-street parking through shared private drives and alleys.
11. Ensure that future dedicated rights-of-way are sized to accommodate the various needs including utilities, ditches, sidewalks and landscaping.

## Financing Strategies

Economic Development Strategies (Phase 4) establishes options for financing the capital improvements required for the plan's implementation. Phase 4 includes projected capital improvement costs, a model establishing maximum debit capacity based on property and sales tax revenues, and a recommended direction to establish a General Improvement District.

Capital costs for all proposed improvements is estimated to be approximately \$9.4 million, with about one-half of the cost being debt the City will have to incur and the other portion being the responsibility of private developers. Debt capacity for the area is conservatively estimated to be \$14.5 million.

Two options exist regarding funding strategies for the City to consider. First, the City could explore opportunities to fund improvements without creating a special district. This would require that improvements be made through the City's capital planning program. Low interest loans or grants may be available in conjunction with this strategy. While this approach would extend the implementation timeframe, it would preclude the need to create a district. The second option would be to create a General Improvement District (GID) as recommended by Dianne Miller (project consultant). Creation of a GID provides a stable program that distributes the improvement costs to those property owners who would benefit. Conversely, utilization of a GID will affect the General fund because revenues generated from the neighborhood would be dedicated to retiring improvement bonds.

1. Explore the potential for obtaining grants or low interest loans through the United States Department of Agricultural-Rural Development (USDA) programs as a means to offset or reduce capital expenditure outlays required by the City.
2. Continue to study the potential for creating a Improvement District to be utilized to fund capital improvements within the West Gunnison Neighborhood. Additionally, provide the City Council with more details regarding the benefits and constraints of creating a District for the neighborhood.
3. Maintain the existing City policy that "development shall pay its own way."
4. Continue to use the City's Utility Extension Reimbursement program to guarantee compensation to the developers who incur upfront cost for the construction of public utilities.