



PAGOSA SPRINGS FORWARD





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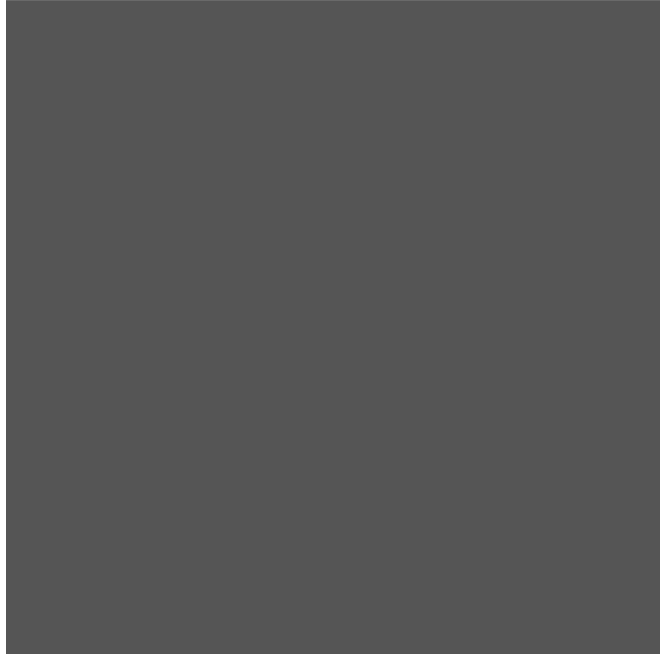
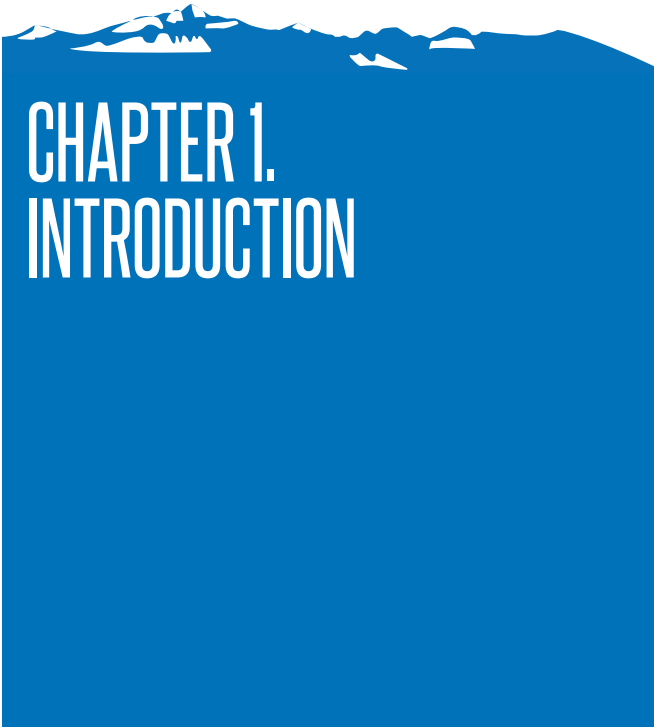
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PAGOSA SPRINGS PAST, PRESENT, AND DESIRED FUTURE

Pagosa Springs is “Refreshingly Authentic”—a place of natural beauty, diverse cultures and a genuine community. That natural beauty, along with the hot springs, has drawn groups to the area for centuries. Native Americans, the Spanish, and early American miners and ranchers settled around the hot springs and cultivated the community heritage that thrives into the present. The Town is steeped in its history and profoundly optimistic about its future. Over the years, Pagosa Springs has grown into an unpretentious scenic mountain town consistently attracting visitors and new residents.

The Town’s economy and residents reveal the dual presence of the old and the new, the constant and the dynamic, in Pagosa Springs. The population is a mix of long-time residents, including an indigenous population, and newcomers.

Many of these newcomers are retirees whose presence has helped diversify the local economy. While the Town’s economy continues to revolve around tourism and healthcare, craft and outdoor product industries are growing. Much of the area’s growth is occurring in the uptown area, a commercial corridor home to some of the larger businesses in Pagosa Springs. An emerging economic center, uptown provides much of the Town’s sales tax base. Meanwhile, downtown remains the heart of the community as its recreation, tourism and cultural center.

And at the center of downtown—the unrivaled hot springs that make Pagosa Springs such a unique place. The Mother Pool is the deepest hot spring in the world and the natural hot water is immensely popular for its healing and therapeutic qualities. These springs remain a sacred place for the Native American peoples who have cherished it for a millennium while attracting thousands of visitors from around the world to the area. The Town, a geothermal energy leader, utilizes the springs to heat local buildings.



The springs represent just one of the many assets of the area. The natural assets are remarkable: the scenic beauty of the surroundings, the recreational opportunities in the nearby San Juan National Forest, the San Juan River flowing through Town, multiple trails and recreational offerings in Town, and the hot springs for soaking and relaxing. Beyond these natural features, the Town has an evolving arts scene, historic district, genuine character and western culture, large areas of vacant land and residents that provide a vision and energy for the creation and implementation of the Comprehensive Plan. These outstanding assets provide a foundation for Pagosa Springs to move forward into the future and achieve the following Overall Vision:

“Pagosa Springs sustains an authentic mountain experience in a culturally rich, economically diverse rocky mountain town set in a spectacular, healthy environment situated at the confluence of the ancient geothermal hot springs and the headwaters of the San Juan River.”

The Comprehensive Plan establishes thirteen themes that are vital for the community to realize the Overall Vision:



- 🌀 *Natural Environment*
- 🌀 *Alternative Energy*
- 🌀 *Community Identity*
- 🌀 *Heritage and Historic Preservation*
- 🌀 *Arts*
- 🌀 *Housing*
- 🌀 *Transportation and Mobility*
- 🌀 *Land Use*
- 🌀 *Supporting Economic Vibrancy*
- 🌀 *Childhood Development and Lifelong Learning*
- 🌀 *Infrastructure*
- 🌀 *Government*
- 🌀 *Intergovernmental Cooperation and Coordination*

For each theme, the Plan specifies a vision for the Town’s future in that area. Goals and specific actions for each theme offer concrete policies and approaches to realize the Overall Vision. All the theme vision statements, goals and actions are interrelated and integral for Pagosa Springs to attain its vision. They should be evaluated holistically as the Town implements budgets, plans and projects and reviews development applications.



ROLE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan should be the first document that the Town Council, Planning Commission, Historic Preservation Board, special districts, developers and residents review before making decisions that will affect the community's future. Town Council should also review it when preparing capital plans, budgets, work plans, or strategic plans. Town departments will be instrumental as it will take leadership, money, staffing, commitment and other resources to realize the Overall Vision, the theme vision statements and associated goals and actions. The Comprehensive Plan should also be promoted as the path forward for the entire Pagosa Springs community, including institutions, special districts, non-profits, businesses and residents. It will take every segment of the community working collectively to attain the envisioned and desired future.

As to future development, the Comprehensive Plan establishes many of the standards and policies that support and regulate those projects. The Pagosa Springs Land Use and Development Code (LUDC) states that the Comprehensive Plan "shall serve as a guide for all future Council action concerning land use and development. Future land use and development may vary from the terms of the Comprehensive Plan only for good cause shown." The LUDC requires several types of land use applications to conform to the Comprehensive Plan, including annexations, re-zonings, subdivisions, and Planned Unit Developments (PUDs).

UPDATE 2018

Pagosa Springs adopted its first Comprehensive Plan in 2006 and that Plan provided a great foundation for community planning and actions over the past twelve years. Several of the 2006 Comprehensive Plan vision statements, goals and actions were carried over into this plan. Others were modified to fit the new Overall Vision and Plan goals and actions. Comprehensive Plans are typically revisited every five to ten years in order to ensure the community's vision remains on course or is adjusted as needed. An update should remove already met goals and actions and establish new policies based on the current public interest and pertinent issues. Pagosa Springs initiated the 2018 update to the Comprehensive Plan to stay abreast of present trends, conditions and changes to the community. The update process, known as "Pagosa Springs Forward," prioritized the longevity and future success of the community.

Since the adoption of the 2006 Comprehensive Plan, much has changed in Pagosa Springs. The population of town proper has grown slightly. Meanwhile, the areas of the County surrounding the Town grew by 25% between 2000 and 2014, although the growth has plateaued somewhat since 2008. The population of the County is expected to increase significantly over the next ten years, with a projected increase of 28.6%. Likely, much of that growth will occur beyond the Town limits but within its economy and planning area.¹

¹ U.S. Census Bureau. 2015. American Community Survey Office, Washington, D.C.

Over the past ten years, the area has become more of a retirement community. While the median age of the Town itself has remained relatively constant, Archuleta County is seeing a substantial migration of retirees. The County's median age has increased eight years since 2000 (40.8 to 48.8).²

The 2008 Recession greatly impacted the Pagosa Springs economy. It has largely recovered to pre-Recession levels (its status at the time of the 2006 Comprehensive Plan). The unemployment rate in the County, though it rose dramatically during the Recession, is 2.7%, about half the rate in 2006. However, the unemployment rate continues to have many seasonal fluctuations due to the importance of tourism to the local economy. The number of service-related jobs, relative to non-service related jobs, has increased and now makes up the larger share of the workforce. Homebuilding and construction have been slower to rebound since the Recession. Since 2006 41 new units have been built in the Town, representing 3.8% of the total housing stock. In the County, despite higher population growth, only 0.9% of total housing units were built from 2006 onwards.³

Other changes to the Town include Walmart opening in the uptown area in 2015, expansion of the Pagosa Springs Medical Center, the creation of the Geothermal Greenhouse Partnership and construction of the Geothermal Greenhouse Project in Centennial Park to further utilize the Town's geothermal resources, the adoption of the Town to Lakes Trail Master Plan and the construction of parts of the Town to Pagosa Lakes Commuter Trail, the opening of new trail segments along the San Juan River and a fire destroying the historic Adobe building in downtown.


The Pagosa Springs Forward process relied heavily on public participation. The planning team held interviews with 61 community stakeholders in November 2016 to gather their input on the status and future of Pagosa Springs. A steering committee consisting of 13 community members met five times to guide the process and ultimately craft the Plan. The planning team also met with the Town's Planning Commission to hear their input and develop a Plan that met their approval. Three Open Houses were held to gather feedback from the larger community. The first Open House, in January 2017, asked about community priorities. The second Open House, in April 2017, gathered preferences, ideas and concerns for the specific themes. The third Open House, held in November 2017, presented the nearly-completed plan to the attendees and collected comments on the document. Throughout the process, meetings on various topic areas such as parks and recreation, the arts and the San Juan River were held to develop the vision, goals and actions for that topic.

It is intended that this Comprehensive Planning document will be useful for the Town of Pagosa Springs in guiding development, setting policy, and framing community conversations for the next decade or more.

² Ibid.

³ U.S. Department of Labor. 2016. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.; U.S. Census Bureau. 2015. American Community Survey Office, Washington, D.C.





**CHAPTER 2.
ENVIRONMENT AND
ENERGY**





INTRODUCTION

The landscape of Pagosa Springs evokes the best of the west - stunning scenic beauty and a tangible reminder of the environment's potential to provide energy for the benefit of the community. The San Juan River is the wellspring of the community. Its flowing waters enrich the natural environment and the human spirit. The geothermal resources that are Pagosa Springs namesake have the potential to make the community more sustainable in its use of energy. Sunny days are numerous in Pagosa Springs and complement outdoor recreational activities as well as our sustainable energy sources.



NATURAL ENVIRONMENT

VISION

Pagosa Springs values, protects, and enhances the beauty and health of its natural environment.

Undoubtedly, Pagosa Springs is a beautiful place. The valley that the San Juan River has incised through the landscape contains numerous streams, wetlands and riparian areas rich in a diversity of flora and fauna. The quality and quantity of water is good, but measures to assure that continues are important in the face of growth and change. Access to the San Juan River is important for recreation, economic development and community culture. As the natural environment is critical to the tourism industry, its protection is necessary. Balancing access with preservation of the natural system will assure the environment remains healthy and vibrant.

In forming its vision for the natural environment, Pagosa Springs reflected on several essential elements:

- The protection and conservation of natural resources, including geothermal resources, is a shared effort between the Town and the residents. Actions by all will be needed to realize goals.
- Communication about the importance of the natural environment to the everyday lives of residents has been inconsistent; improving awareness can help improve outcomes.
- With increasing growth, measures to minimize impacts to natural systems need to match these changes.
- Change is inevitable. Whether it's the potential effects of a changing climate, or the shift towards more local generation of power, planning for change to the natural environment will help make the community more resilient.

With these considerations in mind, Pagosa Springs has developed seven (7) major goals with supportive actions that help advance the vision for the natural environment.

GOAL N-1

Protect and conserve water resources, water quality, the San Juan River corridor, streams, lakes, wetlands, and geothermal resources.

Actions

- A. Strengthen regulatory approaches in the LUDC such as requiring certain setbacks from the edge of water bodies for buildings and Best Management Practices to protect water quality.
- B. Develop environmental educational materials to inform the development community, residents and others about water quality (e.g., not dumping storm water drainage in the river and ensuring the proper disposal of toxic substances).
- C. Consider adopting local wetlands regulations into the LUDC to ensure wetland areas are protected, or if disturbance is unavoidable, the impacts are minimized and mitigated.
- D. Encourage or require property owners to create/landscape hot springs outflows to a natural appearance, such as the creation of a natural channel instead of a pipe or concrete drainage.
- E. Develop additional and more detailed standards and incentives for use of drought-tolerant, low water use plants for landscaping and use of non-potable water for landscape irrigation.
- F. Partner with Pagosa Area Water and Sanitation District (PAWSD) to inform the public about water conservation measures and work to establish conservation standards with a means to monitor success of standards.
- G. Use non-potable water when possible to irrigate the Town's public landscapes.
- H. Study feasibility of grey water use for landscaping.
- I. Revisit water conservation regulatory requirements to ensure water resources are conserved.
- J. Consider creating a headwaters water quality protection regulation with appropriate stakeholders and working with conservation partners to protect headwaters.

GOAL N-2

Develop guidelines, regulations, and educational programs that protect area wildlife.

Actions

- A. Continue to work with Colorado Parks and Wildlife and Colorado Department of Transportation as applicable, in the development review process and in creating wildlife-friendly land use guidelines, such as site planning for wildlife corridors and appropriate fencing.
- B. Consider amending the LUDC to incorporate wildlife protection provisions such as ensuring the provision of wildlife movement corridors through property greater than five acres in size with the maintenance of green spaces, absence of prohibitive fencing, etc.
- C. Provide wildlife interpretive areas along trails, parks and open space where feasible.
- D. Provide "Living with Wildlife" education and information to ensure wildlife is protected.
- E. Study other communities that have implemented bear-proof dumpsters and trash containers and assess if appropriate for parts or all of Town.
- F. Create a wildlife coexistence plan to provide policies and implementation measures for the Pagosa Springs community to sustainably coexist with wildlife.



GOAL N-3

Preserve, restore, and enhance natural habitats, forests, and open spaces.

Actions

- A. Preserve mature and significant trees and forested areas to the extent possible. Amend the LUDC to develop tree standards to protect “significant” mature, healthy trees to the extent practical, while still allowing for development consistent with this Plan and the LUDC.
- B. Consider adopting a natural resource overlay for particular areas, aimed at preserving and protecting natural habitats, scenic vistas and stands of mature trees.
- C. Consider creating a joint Open Space fund with the county to identify and protect key parcels that contain scenic views, wildlife habitat, watershed headwaters, unique biological features, or that provide green infrastructure and ecosystem services.
- D. Explore creation of an all-ages wildlife habitat education plan, including a river users plan.
- E. Source existing resources and develop educational materials to educate residents and home owners about how to minimize our wildfire potential and how to take actions to reduce the potential for property loss and loss of life in the event of a fire.
- F. Develop standards and incentives for defensible space on our public and private lands. Consider developing standards and incentives for the design and construction materials to reduce the potential of property damage and increase public safety.
- G. Work in cooperation with other agencies and groups to increase our potential to protect our community in the case of wildfire. Consider working with groups including but not limited to the Colorado State Forest Service, Archuleta County and Firewise of Southwest Colorado.

GOAL N-4

Maintain the scenic beauty of the natural environment.

Actions

- A. Consider amending the LUDC to develop standards to protect the scenic quality of ridgelines (e.g., ridgeline and hilltop protections, vegetation preservation, low building massing, natural colors, landscape buffering) while also allowing for the reasonable use of the property or rezoning to realize the goals of this Plan.
- B. Develop standards and incentives to allow and promote clustered development, particularly in Rural Residential areas and town/rural Residential Transition areas.
- C. Work with the county to develop consistent standards that promote clustering and conservation of land at the Town’s edge.
- D. Amend the LUDC to specify that exterior lighting be low-level and shielded or otherwise protected to prevent light trespass onto adjacent properties and minimize light pollution.

GOAL N-5

Maintain clean air.

Actions

- A. Develop an Air Quality Plan—a policy and implementation plan that will guide efforts to monitor, maintain, and if necessary, reduce air pollution in the Pagosa Springs area.
- B. Consider regulations for fireplace and woodstove burning in the downtown area such as the model ordinances available through the EPA Burn Wise program.
- C. Work to reduce particulate matter (PM-10) through proper road, alley and parking lot surface treatment.

GREEN INFRASTRUCTURE

Green infrastructure is a sustainable approach to managing and protecting water resources. Water is essential for development and it is critical to ensure the availability of service and capacity for the foreseeable future. Green infrastructure can be deployed to manage storm water, offer recreational opportunities, and provide wildlife habitat. Streets, open space, and recreation areas can be designed to reuse water already in the system.

Rain gardens, green roofs, and bioswales are utilized to store, capture, and treat storm water. These systems recreate the natural processes that protect against flooding and improve water quality. Green streets incorporate bioswales, trees, and permeable pavement to treat storm water in a pedestrian-friendly environment. Parks, greenways, and natural open spaces protect biodiversity, preserve ecosystems, and buffer development while offering a place for recreation.

Bioswales are landscape features that remove silt and pollution from surface runoff before that water can contaminate groundwater sources. Examples include vegetated channels along streets that transport, slow, and filter storm water flows.

Rain gardens are planted at low points in the landscape to absorb rainwater runoff from impervious surfaces like roofs, driveways, and parking lots. Rain gardens slow erosion and are an effective use of water beyond storm drains.

Green infrastructure, like sustainable development, reuses existing resources such as water, energy, and raw materials for construction.

While green infrastructure and sustainable development play roles in improving water quality, there are additional measures that residents can take to protect the water quality and supply in Pagosa Springs.

- Landscape with native plants to increase water infiltration and decrease lawn maintenance. Native plants are better adapted to the local environment and require less watering and fertilizers.
- Apply the appropriate quantity and quality of fertilizers to your lawn. Fertilizers should be used sparingly and match the needs of the local soil. Fertilizers should never be applied right before a rain.
- Direct the flow of water from downspouts away from pavements and onto the lawn.
- Avoid washing your car in the driveway. Either take the car to a professional car wash or wash the car on grass or gravel and be careful to minimize water use and runoff.
- Always pick up your pet waste and dispose of it properly.
- Use a rain barrel to reduce the amount of storm water runoff from your property. Rain barrel water can then be reused for landscape maintenance.



GOAL N-6

Strive to protect and celebrate the Pagosa skyrocket.

Actions

- A. Consider adopting regulations or advisory policies to ensure adverse impacts to the Pagosa skyrocket are avoided, minimized or mitigated with the goal to eventually de-list this federally listed endangered plant.
- B. Work with federal, state, county and local officials to develop a conservation plan that meets the long-term needs of the plant and the community.

GOAL N-7

Reduce the community's contribution to climate change and prepare for a future that is adapted to a changing climate.

Actions

- A. Create a Climate Action Plan that includes strategies for mitigation, adaptation, and resiliency.
- B. Create a Climate Action Committee tasked with staying abreast of regional temperature and precipitation trends, current science and policy, and its collective impact on the natural and human environment of Pagosa Springs.
- C. Set a goal for long-term reduction of the Pagosa Springs carbon footprint.
- D. Look for opportunities to partner with the state, county, and relevant agencies to reduce the greenhouse gas emissions from the Pagosa Springs community.





ALTERNATIVE ENERGY

VISION

Pagosa Springs utilizes, promotes, and supports geothermal, biomass, solar and other alternative energy as a cornerstone of community sustainability and economic development.

Pagosa Springs wants to do its part in supporting alternative energy and energy efficiency. The geothermal resource, visible and a part of the everyday life for residents, offers a unique opportunity to move away from traditional energy sources to “alternative” and renewable sources. The Town’s past exploration of this resource and its implementation in the existing Geothermal Heating Utility affirm its potential. But geothermal is not the only option. Biomass, solar and other types of alternative locally-generated energy are possible and would promote sustainability and be consistent with the Town’s economic vision.

GOAL AE-1

Support and promote geothermal resources for recreation and energy production in the Pagosa Springs area.

Actions

- A. Ensure geothermal resources are the centerpiece of economic development in Pagosa Springs by supporting and promoting local geothermal initiatives and businesses.
- B. Encourage and support the exploration for geothermal electric energy production.
- C. Encourage and support research and projects that expand geothermal energy to new applications, improve energy efficiency and create new geothermal technology.
- D. Complete a Geothermal Action Plan with all the stakeholders that includes policies to mandate a collaborative effort for full assessment of geothermal energy potential, energy use and monitoring.
- E. Ensure the Geothermal Heating Utility Enterprise improves, upgrades and expands the Geothermal District Heating System in the Town.
- F. Support the improvement of existing facilities and the creation of new facilities that utilize geothermal waters for recreation, amenity and health.
- G. Highlight and improve geothermal resources by making outflows attractive and accessible and providing interpretive signage and exhibits, water features and celebratory markers at the Mother Pool, outlets and confluence points along the San Juan River.
- H. Strive to provide public access to hot springs resources for those who cannot pay to use one of the commercial hot springs.
- I. Continue to research potential Department of Energy grants to assist with Geothermal District infrastructure upgrades and expansions.
- J. Create an efficient process for using geothermal energy. Utilize higher temperature water first and then use that water again to heat at lower temperatures.

GOAL AE-2

Protect geothermal resources to ensure the resource is available to current and future users.

Actions

- A. Continue to work with community stakeholders for the data collection of the geothermal aquifer and private and public wells, specifically pressure and temperature readings to identify potential issues, availability and sustainability of the geothermal resource.
- B. Develop a long-range plan for how best to utilize the geothermal resource.



GOAL AE-3

Encourage, support, and promote a community-scale biomass energy facility in the Pagosa Springs area.

Actions

- A. Provide political and community support for community-scale biomass energy, such as increasing the cap on local energy production by Tri-State Generation and Transmission Association, Inc.
- B. Collaborate with stakeholders to ensure biomass as energy is an option.
- C. Encourage the use of biomass energy by-products for economic development and diversity, such as converting sawdust and woodchips into wood pellets.
- D. Consider allowing on-site biomass facilities for shared energy systems or as part of larger building complexes.

GOAL AE-4

Encourage, support, and promote solar energy systems in the Town.

Actions

- A. Amend the LUDC to allow for community-scale solar energy farms within the Town as a conditional use permit, with design standards to mitigate impacts and ensure appropriate scale.
- B. Consider fee waivers and fast track issuance of building permits for solar panels intended primarily for energy generation for the site where it is located.
- C. Work with local solar businesses and La Plata Electric Association/Tri-State Generation to incentivize development of solar resources.





CONNECTING ENVIRONMENT AND ENERGY

Geothermal resources are abundant in Pagosa Springs and are a testament to the connection between the natural environment and energy. The natural forces of the hot springs also shape the flow of the San Juan River, the pattern of open space and the habitats of native plants and animals. The connection is deep and powerful.

While Pagosa Springs' past is tied to the hot springs, its future depends on these geothermal and natural resources as well. Protecting, preserving and harnessing them is not mutually

exclusive. Efforts to protect riparian corridors and restore geothermal outfalls to more natural conditions are not in conflict with growth or economic development. The hot springs that make Pagosa Springs such a wonder is part of the reason why people love to visit and want to call it home. Conserving those resources and using them wisely is good policy.

The following table outlines the actions and goals that align around the natural environment and alternative energy.

GOAL ALIGNMENT TABLE

	Natural Environment	Alternative Energy
Economic Development	Goal N-4, Action B	Goal AE-1, Action A Goal AE-3, Action C
Education	Goal N-1, Actions B and F Goal N-2, Actions C and D Goal N-3, Action D	Goal AE-1, Action G
Data and Information	Goal N-7, Action B	Goal AE-1, Action D Goal AE-2, Action A
Local Resource Conservation	Goal N-1, All Actions Goal N-2, All Actions Goal N-3, All Actions Goal N-6, All Actions	Goal AE-2, All Actions
Sustainable Landscaping	Goal N-1, Actions D, E, G and H Goal N-2, Action F Goal N-3, Actions A, B and C Goal N-4, All Actions	Goal AE-1, Action G Goal AE-4, Action A



**CHAPTER 3.
CULTURE, HERITAGE,
AND THE ARTS**





PAGOSA SPRINGS, COLO.



INTRODUCTION

Pagosa Springs identifies, values and promotes its diverse culture rooted in its history, heritage and the arts, with Native American, Spanish, Mexican and American influences. The hot springs attracted many nationalities and cultures to the area, with the Town physically and culturally evolving from the center of the Mother Pool. This cultural evolution creates a truly unique and authentic community that desires to protect and celebrate its culture, heritage and arts.



COMMUNITY IDENTITY

VISION

Pagosa Springs is aware of its past and present, and is working toward its future through a solid expression of its collective identity.

Pagosa Springs evolved from a confluence of geothermal waters and the San Juan River. The confluence became a sacred place for the Native American cultures. Later, an outpost formed around the Mother Pool and the area was settled with people attracted to the area for timber, ranching, trade and tourism. This blending of cultures, heritage and history creates a truly unique community identity and character that will be celebrated and protected.

GOAL CI-1

Facilitate and support programs that identify and showcase community character and cultural heritage.

Actions

- A. Support all events and opportunities that bring the various elements of the community together.
- B. Advocate for boards and other groups to expand education and provide outreach regarding the Town's history and regional rural heritage.
- C. Explore opportunities to support historic vocational trades and occupations that are applicable to today's economic climate.
- D. Work with the Pagosa Springs Area Tourism Board, Community Development Corporation and neighboring Tribal Nations to celebrate and share the area's history, culture and community heritage to deepen awareness and understanding.
- E. Support non-profits that provide educational opportunities to learn about the heritage and history of Pagosa Springs.

HERITAGE AND HISTORIC PRESERVATION

VISION

Pagosa Springs embraces, sustains, and preserves its historic landmarks, sites, districts, and structures; the Town celebrates its history and cultural heritage.

Pagosa Springs has many historic structures dating back to the late 1800s that help tell the story of our heritage. Human development and natural disasters in and around downtown have dramatically altered the historic fabric of the Town, and many people are concerned about losing relics of the Town's heritage. The Town's rich and colorful heritage and history includes Ancestral Puebloans, Navajos and Utes using the hot springs as a sacred place of healing. Trappers, explorers, miners, and expeditions also discovered the hot springs, with the US Army setting up Camp Lewis, later called Fort Lewis, in 1878 and Camp Pagosa Springs in 1880. The Town of Pagosa Springs was platted in 1883 and incorporated in 1891. Over the area's history, the hot springs have been claimed by the Navajo and Ute nations, Spain as a part of New Spain, Mexico in its independence from Spain and the United States as the Colorado Territory and then as the 38th state.

The Denver and Rio Grande Southern San Juan railroad extension to Gato (Pagosa Junction) in 1881 brought mass transit within 20 miles of the Town. The railroad opened the Town up for hot springs tourism with several bath houses and hotels marketing around the hot springs, timbering, ranching and limited mining. The Rio Grande, Pagosa & Northern Railroad reached Pagosa Springs from Gato in 1900 primarily for the timber industry. The railroad line was abandoned in 1936 as the Pagosa Lumber Company moved on to new forests. In 1938 the highway over Wolf

Creek Pass opened as an eastern route into the area, and a commercial ski area opened on the north side of the pass, complete with a rope tow powered by a Chevy truck. The development of the Wolf Creek Ski Area on the south side of the pass started in 1955 and accelerated in the early 1970s with additional improvements and skiing terrain.

The tourism and development era boomed after 1955 with strong growth into the 1970s due to the scenic beauty, the San Juan National Forest, downhill skiing, four wheeling, the San Juan River, fishing, rafting and other area outdoor activities.

The Town and the surrounding landscape have a story worth remembering. The Town aims to inform the public about its history through preservation. The Town has established a local historic register program to nominate structures for local preservation. Historic preservation of structures and features produces economic benefits in communities. The Town seeks to work with community partners throughout the Town and County to share in these benefits.





HISTORY OF PAGOSA SPRINGS

When John Macomb, a U.S. Topographical Engineer came across Pagosa Springs in 1859, he saw well-worn trails branching out in every direction. The area had long been home to Native American tribes who revered the springs for their healing powers. The area has some of the earliest evidence of humans in Colorado, dating back about 10,000 years. Since then, the Pueblo people inhabited the area from about 750 to 1150 AD before migrating south to the Rio Grande. Then, Navajo, Ute, and Apache tribes entered for hunting and the hot springs. The name Pagosa comes from the Ute word Pah meaning water and gosah meaning either boiling, healing, or with foul odor.

In the 1860s, the United States began exploring the area for mining. A mining road between Silverton and New Mexico passed through Pagosa Springs, introducing mining interests. After the Civil War, the U.S. focused on securing the San Juan Mountains around Pagosa Springs for mining from the Utes. The Brunot Agreement of 1873 opened 3.7 million acres (about 5,780 square miles) of former Ute land to U.S. mining operations. White miners and settlers streamed in and President Hayes designated 1 square mile for a town site in 1877. Due to conflicts between the new settlers and the Utes, the U.S. Army opened Camp Lewis to surround and protect the town. Soon, the U.S. Army stationed 213 troops there and it became Fort Lewis. The army bolstered the town's economy with its business and attracted new residents with its promise of safety and security.

Development slowed as the Fort moved closer to Durango and its booming mining and population in 1882. A proposed railroad also bypassed the town.

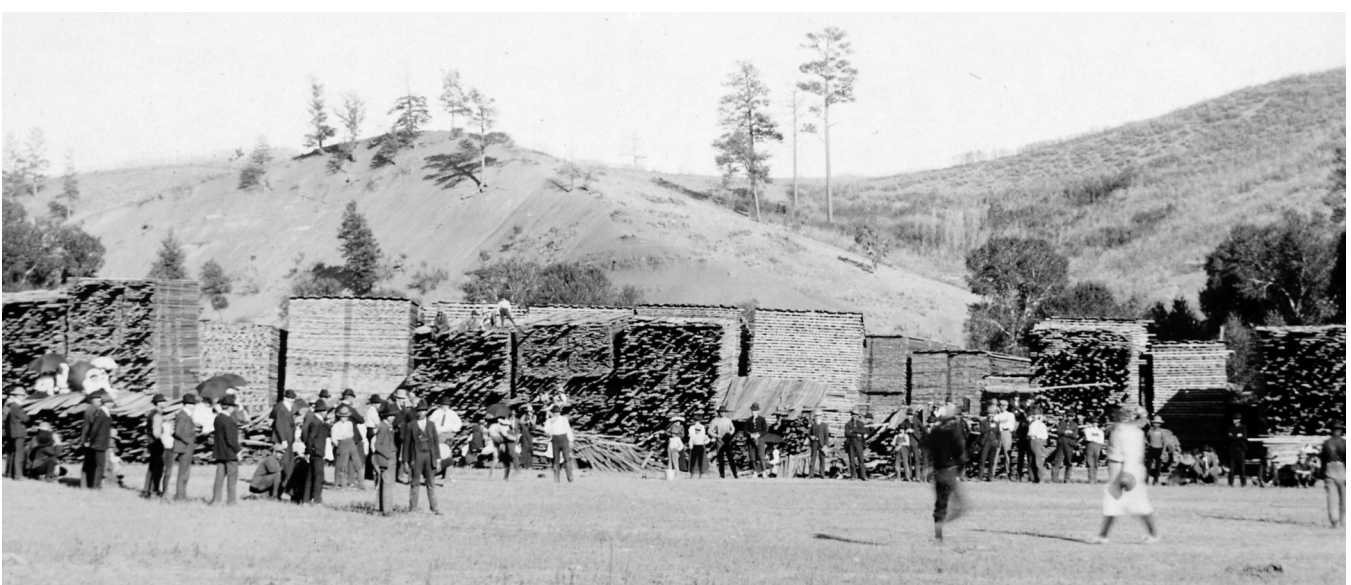
Regardless, the Pagosa Springs area continued to grow through the next few decades. A public bath house opened at the hot springs and settlers continued to purchase lots and build a school and telephone lines. The town became incorporated in 1891 and businesses sprung up on the west side of the river, on present day Pagosa Street. During the following decade, four lumber mills opened



in town, providing employment and eventually drawing the railroad to Pagosa Springs in 1900. Cattle ranchers also took advantage of the railroad and the town grew and prospered. The town's population doubled in the first decade of the 20th century and neared 1,000 by 1911. A road over Wolf Creek Pass, completed in 1916, connected the town with areas to the east. Local merchants, dependent on the tourists and goods that came over the pass, funded snow shovelers to clear the road in spring.

The town fell on harder times that same decade. In 1911, a devastating flood took out the railroad, all the bridges, and the town's electricity and water. Though the town rebuilt, seven disastrous fires damaged buildings between 1893 and 1942 and a 1921 ordinance required building walls be "constructed of either, brick, stone, or concrete." Timber companies, a primary industry in Pagosa, exhausted the nearby lumber supply and many closed operations. The Great Depression devastated the remaining sectors of the economy, slowing tourism and decreasing cattle prices. The railroad stopped service to Pagosa in 1936.

After World War II, tourism and recreation became the primary industry in Pagosa Springs. The San Juan National Forest, 1.8 million acres of natural land, was designated in 1905, surrounding the town with natural beauty. In the 1950s, Wolf Creek Ski Area built a tow line and buildings opened at the hot springs to improve the visitor experience. New motels lined the main roads to accommodate the increasing number of tourists visiting the area. An intense flurry of platting occurred in the early 1970s creating some of the largest subdivisions in the country along with opportunities for people from across the spectrum to own a piece of a Colorado mountain town. As part of the National Forest the Weminuche Wilderness was designated in 1975, further promoting the natural recreation and scenic amenities that draw increasing numbers of visitors. The Weminuche was expanded in 1980 and again in 1993—now at almost a half-million acres, it is the largest wilderness area in Colorado. Today, tourism continues to thrive and the hot springs alone attract 175,000 people to the area annually, summer visitors fill shops and restaurants, and second homes dot the landscape.





PRINCIPLES FOR RURAL EDGE DESIGN

The urban rural edge is the transition area between rural, agricultural, lower density areas and the higher density urban town area. As new development occurs in the transition areas between the town and rural county, best practices suggest following these principles:

1. Establish a clear distinction between the area designated for urban level growth and the surrounding rural, agricultural land.
2. Promote a compact form for growth in the urban area through appropriate lot sizes and densities.
3. Maintain, develop, and enhance connections between existing and planned development. New developments should have soft surface trails or roadside paths to connect to commercial areas, existing neighborhoods, and on-street pedestrian networks.
4. Utilize tools such as urban service area maps and a three-mile plan to identify future capacity and service limitations as well as areas for higher and lower density growth.
5. Utilize and provide sustainable and cost-effective “green” infrastructure for all new development and re-development.
6. Ensure proposed development preserves existing native trees and plants and landscaping features native and drought resistant species.
7. Cluster new structures to preserve the functionality of wildlife habitats, agricultural land, and open space. Clustered development also encourages walking and bicycling within the neighborhood and reduces infrastructure costs.
8. Design and locate buildings to respect the characteristics of the surrounding natural landscape. Buildings should follow the local architectural pattern and be located at the toes of slopes or edges of meadows. Those locations allow for natural windbreaks and reduce visual impacts.
9. Promote and provide diverse housing types and opportunities for housing choices for all, understanding that housing type and densities are context sensitive to rural and urban areas.
10. Employ traffic calming measures on nearby roads to improve safety and encourage walking. Narrow streets and posted speed limits reduce the volume and speed of vehicles and make the space more hospitable to all street users, including pedestrians and cyclists.

Pagosa Springs moves forward into the future based on a foundation of six (6) major and supportive actions that help advance the vision for heritage and historic preservation.

GOAL HHP-1

Preserve and enhance the historic downtown and the character of older neighborhoods in and around downtown.

Actions

- A. Consider designating additional historic districts, including the Lewis Street neighborhood, Hermosa Street neighborhood and Pagosa Street (from 1st to 3rd).
- B. Maintain and periodically update design guidelines for renovation and infill in the Downtown Historic District and other areas with distinct historic character.
- C. Revisit the Historic District and Local Landmark Design Guidelines to ensure appropriate infill development and appropriate scale development in areas with historic resources.
- D. Revisit the historic structure survey and re-evaluate surveyed resources for local landmark eligibility and potential to contribute to a national, state or local historic district(s).
- E. Town will encourage retention and reuse of historic buildings within the community.
- F. Support Historic Preservation through the review of application for state and federal tax credits as an incentive for renovating and rehabilitating historic properties and provide alternative assistance and incentives for the maintenance and preservation of historic properties.
- G. Advocate for best practices learned from attendance at regional, state and national conferences.
- H. Pursue advancing the Town's Colorado Main Street Community designation from Affiliate status to Candidate status (and toward Designated and ultimately Graduate status) to protect and promote the historic downtown.

GOAL HHP-2

Consider amending the LUDC to strengthen the preservation and protection of historic structures in the Town.

Actions

- A. Develop technical assistance and educational programs to encourage private property owners to designate eligible properties and structures as Local Historic Landmarks.
- B. Revisit the LUDC Historic Preservation requirements to ensure that contributing and supporting structures will be protected and preserved, allowing demolitions for structures only after making substantial findings to warrant demolition.
- C. Consider an ordinance to allow review of all demolition applications for contributing structures and explore alternatives to demolition.
- D. Consider including Historic Preservation Board members on other boards and commissions, such as Planning Commission and encourage members from other boards and commissions to consider Historic Preservation Board membership to facilitate cross-communication and cooperation.

GOAL HHP-3

Continue to provide incentives and education programs that encourage and promote historic preservation efforts.

Actions

- A. Create an active awards program that recognizes outstanding rehabilitations, additions, and alterations.
- B. Actively educate property owners with historic structures on the importance of historic preservation and promote state and federal tax credits as an incentive for renovating/rehabilitating historic properties.
- C. Provide assistance and incentive programs for the maintenance, renovation and rehabilitation of historic properties. Connect property owners with state and federal partners that have financial resources, grants and other incentive programs.
- D. Encourage private preservation through use of conservation easements and similar tools.



GOAL HHP-4

Support programs and events that identify and showcase community cultural heritage and artistic expression.

Actions

- A. Support all boards and other groups that expand education, provide outreach and support events that share the Town’s history, rural and cultural heritage and art in all forms.
- B. Consider the creation of a history and heritage museum in the historic downtown area that is focused on the Pagosa Springs area that educates, spurs cultural/heritage tourism, promotes economic development and ties to any future arts district. This museum may support efforts of the San Juan Historical Society or add to them.
- C. Provide presentation areas in the museum or adjoining grounds for programs and presentations on Native American, Spanish and American influences that shaped the Town.
- D. Continue to include historic/heritage educational programs in conjunction with community events including the County Fair.
- E. Support non-profits that provide educational opportunities to learn about the heritage and history of Pagosa Springs.
- F. Support the creation of a Pagosa Springs walking tour that documents key historical sites in the downtown area.
- G. Collaborate with organizations that have similar interests and goals to identify common objectives, share resources, and coordinate the community’s efforts regarding the preservation of history and culture.

GOAL HHP-5

Work with Archuleta County to create a regional preservation entity that preserves the rural landscape and promotes continued ranching and agriculture outside the Town.

Actions

- A. Draft a formal mechanism to outline opportunities to expand Historic Preservation efforts to preserve historic and cultural resources at the regional level.
- B. Regional preservation efforts will include retaining the rural landscape characteristics including historic structures and directing development away from outlying areas and into Town and surrounding areas.
- C. Encourage developers to use best practices and principals in rural design for developments outside of the downtown core.
- D. Support activities that create and sustain a vibrant local rural economy including farmers’ markets, festivals, equestrian events and other activities that support productive agriculture and ranching.
- E. Support conservation and celebration of the area’s cultural sites and resources to protect and celebrate the area’s heritage including Ute and Chimney Rock cultural and archaeological sites, Jicarilla Apache, Navajo Nation, and Southern Ute heritage and resources.

GOAL HHP-6

Pagosa Springs should advocate for preservation efforts at established and potential designated sites.

Actions

- A. Consider preservation practices for natural historic assets such as the geothermal aquifer and the historic river corridor.
- B. Explore and develop a greater understanding of potential national landmark designation for the hot springs Mother Pool.

ARTS

VISION

Pagosa Springs supports and promotes a diverse offering of cultural and arts, events, opportunities, and venues that enrich the lives of residents and visitors.

Pagosa Springs desires to build upon and expand the existing arts and event opportunities in the community for both residents and visitors. Arts and events along with our traditional cultural events and festivals contribute to an innovative and creative environment in our community. Arts and events promote civic pride, contribute to economic vitality, celebrate the diversity of our community (adding to its vibrancy), and stimulate dialogue and learning. Arts and cultural events comprise a desired cornerstone for the community and are integral to the health, community character and economic diversity. The Town desires to foster creativity and innovation, diversity, collaboration and access to the arts for all segments of the population and visitors. To this end, the Plan provides four (4) major goals and associated actions to realize the arts vision.





GOAL A-1

Develop and support a Community Arts Plan that celebrates creativity, community identity, economic development, traditions and the lifestyle of the community in literature, art, music, dance, theater or other cultural elements or artistic expressions.

Actions

- A. Establish an Arts Advisory Board to foster the arts in the community and to develop the Community Arts Plan in collaboration with the Pagosa Springs Arts Council.
- B. Consider obtaining technical assistance grants to aid in the development of the Community Arts Plan.
- C. Ensure all segments of the community, including all age groups, are consulted in the development of the Community Arts Plan, including Native American, Hispanic and other communities that contribute to the diversity of the Town.



GOAL A-2

Support and encourage the arts through events, fairs, festivals, markets, studio tours and public spaces that celebrate our artists, heritage and diversity.

Actions

- A. Explore obtaining Colorado Creative District Certification from Colorado Creative Industries (CCI) for an area(s) of Pagosa Springs that meets certification guidelines.
- B. Encourage and support the development of the Creative District once it has been approved by CCI.
- C. Encourage and support financial assistance program applications to private, federal and state agencies such as CCI and its Space to Create, Public Art, Poetry Out Loud, Colorado Music and Arts Education programs.
- D. Explore establishing an arts coordinator position in the Town to coordinate arts events, collaborate with the tourism department, facilitate the success of the Creative District, and to staff the Arts Advisory Board, possibly in collaboration with the Pagosa Springs Arts Council.
- E. Work with businesses and organizations in the community to continue to support festivals, maker expos, fairs, studio tours, and events and promote local events beyond the region.
- F. Consider the creation of an arts market area or repurpose an existing public or private space for vendors to display and sell their art.
- G. Work with businesses and various private organizations to promote the arts, culture, and heritage of the community.
- H. Create incentives and public-private partnerships to assist local artists and grow the arts community.



GOAL A-3

Support integrated facilities, venues, and public spaces in the community.

Actions

- A. Support the efforts of existing facilities, including the library, history museum, Pagosa Springs Center for the Arts and other public or private facilities.
- B. Explore the possibility of a Children's Museum, Community Studio or some combination of multi-purpose facility or facilities to serve the needs of the community.
- C. Develop an inventory of existing and possible venues and their appropriate uses as well as real property that could be developed for venues.
- D. Provide incentives to rehabilitate and upgrade existing venues or to develop live/work spaces or studios (i.e., Space to Create).
- E. Provide incentives and encourage collaboration among businesses and private organizations to use existing facilities for events and education.
- F. Maximize the use of Reservoir Hill as a venue for performing arts while respecting its open space and recreational values.

GOAL A-4

Support and encourage public art.

Actions

- A. Support the display of art in public places that fits with the community and reinforces the Town's culture, history and folklore.
- B. Support Town staff time to coordinate with arts and cultural organizations in our community to bring art to public places either as temporary or permanent exhibits.
- C. Develop a public art program to work with local artists to place and showcase local art in public spaces throughout the community to strengthen the community identity.
- D. Look for opportunities for more children's art programming and to integrate children into the arts community.
- E. Where possible, provide public art in municipal public works projects (i.e., buildings, furnishings, and landscapes) that reflects the community.
- F. Look for opportunities for art in the downtown area such as murals on the sides of buildings and streetscape elements that can be purposed as functional art (benches, bike racks, street signs).
- G. Identify locations and develop inventory of possible public art spaces such as the Riverwalk or Lewis Street.






CONNECTING COMMUNITY IDENTITY, HERITAGE AND THE ARTS

Taos and Santa Fe are two cities linked to the Town’s history, heritage, and culture by early trappers, transit routes, and trade. Both of these places have shown the success, activity, character, and vitality of integrating history, heritage, and the arts into the community. Pagosa Springs can likewise be successful in celebrating and promoting its unique culture, heritage, history, and the arts that are the heart and soul of the community. This will allow the community to maintain and enhance its authentic character for its residents and visitors while also promoting economic development.

The following table outlines the actions and goals that align around community identity, heritage and historic preservation and the arts.

GOAL ALIGNMENT TABLE

	Community Identity	Heritage and Historic Preservation	Arts
Education	Goal CI-1, Actions B and E	Goal HHP-4, Actions A, F and G	Goal A-2, Action C Goal A-4, Action D
Community Events	Goal CI-1, Action A	Goal HHP-4, Actions D and E	Goal A-2, Actions D and E
Public Space	Goal CI-1, Action B	Goal HHP-4, Actions B, C and D	Goal A-4, All Actions Goal A-3, Actions A and F
Embrace Diversity	Goal CI-1, Action D	Goal HHP-4, Action D Goal HHP-5, Action E	Goal A-1, Action C
Increasing Town Involvement	Goal CI-1, Action D	Goal HHP-1, Action E	Goal A-4 Action B Goal A-2 Action D



**CHAPTER 4.
HUMAN ENVIRONMENT**





INTRODUCTION

The pattern of land use, transportation systems and building forms combine to shape the human environment of Pagosa Springs. Currently, the Town’s human environment is changing to reflect the needs of its growing community. Pagosa Springs’ downtown is showing renewed vibrancy and relevance. The “uptown” area at the west end of Town also known as Pagosa Lakes area, has seen new, more mixed forms of development that are shaping the long-term vision for that area. A recent housing needs assessment commissioned by the Town has examined the challenges to and opportunities for greater housing choices and affordability. Ongoing and planned transportation improvements to improve roadways and pedestrian and bicycle mobility are bringing the community together. Addressing parking remains a priority to support downtown business activity and serve the needs of residents.

Building a community is fraught with challenges, but the attractiveness of Pagosa Springs as a place to live and visit and its substantial role within Archuleta County assures that it can grow, smartly. Pagosa Springs envisions a future where affordable and attainable housing choices are available for all members of the community, with homes linked to working and shopping by an integrated, multi-faceted, multi-modal transportation system. A proper balance of land uses will retain the authentic character of the community and further the vision statements and goals of the Comprehensive Plan.



HOUSING STUDY

The Archuleta County Housing Study explores the causes and condition of the housing situation in Pagosa Springs and offers recommendations to alleviate the situation.

The economy of Pagosa Springs and Archuleta County struggled during the Great Recession. Jobs in the area disappeared and housing construction came almost to a halt. In recent years, the economy has recovered: employment has surpassed pre-2008 levels and wages are growing. Yet this growing economy revolves around tourism, compromising the affordability of housing. A tourism economy attracts second home buyers and employs a low-paid seasonal workforce. That creates demand for both second homes and affordable seasonal rentals. For the construction industry, building second homes is far more lucrative. Second home construction has dominated recent construction and recent builds are increasingly expensive per square foot. Moreover, housing construction is well below pre-2008 levels, with 107 construction permits issued each year compared to the 302 on average between 2001 and 2007. The limited supply of rentals combined with the growth of low wage workers has created a severe lack of affordable housing. 73% of employers blame their struggles to attract and retain employees on the unaffordability of housing.

Over the past ten years, these conditions have damaged the affordability of housing. Throughout the area, people have watched rents climb to unaffordable levels—90% of survey respondents believe the housing problem is getting more severe. Since 2010, the number of renter-occupied units in Pagosa Springs has shrunk dramatically, from 34% of housing units down to 20%. Following that diminished availability, rents in the area have risen sharply. Until 2010, rentals commonly were between \$500 and \$750 a month, with roughly equal number of rents above and below that. Now, nearly all rental units are at least \$500 a month with many renting for more than \$1,000 a month.

49% of renters in the area are cost burdened, meaning they spend greater than 30% of their income on housing. There is a serious shortage of rentals, especially for households below 30% of Area Median Income (AMI), where there is affordable housing only for 34% of such residents. Much of the rental supply is low quality, according to stakeholder interviews. The problem, though less severe, exists with homeowners as well, 30% of whom are cost burdened. 80% of homes for sale in the area are affordable only for those with incomes above 120% of the AMI or 39% of local residents.

For the county and town to continue to grow economically, it must address housing for its workforce. New employers, such as the Pagosa Springs Medical Center and Axis Health, are bringing new employees to the area and creating immediate pressure on the housing market. For the area to increase its inventory of affordable housing, the study recommends expanding financial resources available for affordable housing and improving local organizational capacity around housing. The community should establish a central housing oversight organization to advocate for affordable housing and coordinate with policy makers, developers, and community members. Local governments should offer developers financial and regulatory incentives to encourage affordable home construction. With workforce availability and land prices, successful affordable housing projects may need help from the county and town. Governments can provide fee waivers, infrastructure, permissible zoning, and land to developers. The governments can also fund such projects with a dedicated housing fund for such projects with revenues from sales, lodging, property taxes or impact fees. The study suggests a 30- to 50-unit pilot project to alleviate some of the need and demonstrate the feasibility of affordable housing projects.



HOUSING

VISION

Pagosa Springs offers a mix of housing choices in a variety of neighborhoods and meets the needs of the community.

Housing is the heart and soul of the community from which residents create and support the Town’s culture, businesses and institutions. Residents also inspire a large part of the community’s character, culture and vibe, with individuals who provide critical energy and passion to move forward and realize a shared vision.

One of the biggest issues facing the Pagosa Springs area is the lack of affordable and attainable housing choices. There are several conditions that contribute to the housing crunch:

- **Housing Cost and Availability.** Most new housing has been built for higher income families and individuals. There is not an adequate supply of housing that low to moderate income families and individuals can afford.
- **Housing Demand.** The demand for attainable and affordable housing for the local workforce is much greater than the available supply.
- **Employment Growth.** Employment growth is steady with peak season employment growing from 3,320 persons in 2003 to 4,287 persons in 2016. That is 967 peak season jobs added since 2001 and a growth rate of approximately 2.1% per year.⁴

- **Growth in Low Wage Industries.** Retail, leisure and hospitality jobs are the largest employment sector with 39% of all jobs in 2016 but provide the lowest wages.⁵
- **Second Home and Vacation Rental Impacts.** 41% of the housing units are second homes, with 12% of these homes used for part-time vacation rentals and 11% as full-time vacation rentals, a significant increase since 2000.⁶

Pagosa Springs knows that providing a variety of housing choices is one of the key elements for creating a sustainable and economically resilient community and is an integral step toward achieving the Plan Vision. The Town is therefore committed to providing housing choices for the community.

Housing for the community needs to address (1) affordable housing for those who earn less than 60 percent of the Area Median Income (AMI); and (2) attainable housing for those who earn between 60 and 120 percent AMI. This ensures that all segments of the community are provided housing including the middle class, the poorest residents in the community and seniors living on fixed incomes.

Providing housing will improve the overall quality of life for employees and employers, allow for residents to stay in the community, and bring new people, families, and energy into the community—adding to the Pagosa Springs area leadership, culture, character, institutions, and economic vitality.

⁴ Archuleta County Housing Needs Study Work Session Presentation, May 18, 2017.

⁵ Archuleta County Housing Needs Study 2017.

⁶ Ibid.

The Colorado State Demography Office estimates the County will be aging over the next few decades. Most of the County’s population growth is forecast for residents over age 70.⁷ There will be a growing need for new senior living facilities that provide a variety of care levels as well as programs that allow seniors to age in place.

The Town has studied the new housing in the area and found that 70 to 80 percent of it is being built for second homeowners and not for locals.⁸ The housing goals and actions are therefore intended to provide incentives, opportunities and actions in support of local and employee housing.

Pagosa Springs desires to provide housing choices for all members of the community ranging from young employees, families, retirees and those that need assisted living. Pagosa Springs moves forward into the future based on a foundation of three (3) major goals and supportive actions that help advance the provision of housing and a more sustainable and economically resilient community.

GOAL H-1

Collaborate with Archuleta County to establish an organizational structure and/or entity to encourage the creation of housing and promote policies that reduce barriers and provide access to housing choices across all income levels.

Actions

- A. *With Archuleta County, jointly assign a task force to conduct research and take the lead on establishing the ground work necessary for creating recommendations for immediate action steps.*
- B. *Work with the County to identify and secure an organization that can be the primary “Housing Oversight Organization” for advocating, addressing and implementing housing policies and programs within the Town and County.*
 1. *Increase the communication between the Town and the County, with a monthly briefing at the joint sessions of the Board of County Commissioners (BOCC) and Town Council.*
 2. *Ensure representation of both Town Council and BOCC on the Housing Oversight Organization board.*
 3. *Adopt a financing tool to fund the Housing Oversight Organization, and have the organization create a five-year action plan to address the needs and strategies outlined in this plan.*
- C. *Dedicate resources to address housing needs including code changes and policy development as identified in this section or the Archuleta County Housing Needs Study.*
 1. *Provide the Housing Oversight Organization with resources and staff capacity.*
 2. *Provide public land dedications as appropriate to the “Housing Oversight Organization” for housing development with restrictions for development of low- to medium-income housing.*
 3. *Consider studying the impact of short-term rentals on long-term affordability to understand and inform local policy.*

⁷ Colorado State Demography Office, Archuleta County Community Profile, 2016.

⁸ Town of Pagosa Springs Planning Department.



GOAL H-2

With Archuleta County, collaborate to create an environment that supports affordable housing development and home buying through resource allocation, LUDC amendments, and policy.

Actions

- A. Create a development environment that facilitates housing and educates the development community on housing opportunities, new regulatory changes that encourage housing and Comprehensive Plan policies that support housing projects.
- B. Provide financial resources for housing: consider excise tax, use tax, dedicated sales, property, lodging tax, and/or linkage fees in collaboration with the County.
- C. Encourage and support the development of 9% Low Income Housing Tax Credit rental project with fee waivers, land dedication, infrastructure costs and strong community support.
- D. Establish a threshold for establishing an Affordable/Attainable Housing Program that may include requirements for mandatory affordable housing units or payment in-lieu.
- E. Amend the LUDC to only allow the maximum density as envisioned under the Future Zoning Map if 10% or more of the density is restricted to affordable or attainable housing by a housing deed restriction. Or, consider allowing a density increase if a certain percentage of the units are deed restricted for affordable or attainable housing.
- F. Explore range of best practices for incentives to provide affordable housing, such as parking reductions, water and sewer tap fee waivers, application and building permit fee waivers, streamlining and simplifying the development review process and flexible design standards.
- G. Evaluate other communities' deviation from the minimum dwelling unit size of 400 square feet and consider amending the LUDC if appropriate.
- H. Create public-private partnerships and leverage town, county, state, and quasi-government resources to create incentives for private sector investment in housing, such as the provision of government or district owned land for housing development.
- I. Support and encourage the creation of down payment assistance programs to assist home buyers earning up to 120 percent of AMI.
- J. Work with Archuleta County to create a permanent Housing Fund with annual revenues dedicated to affordable and attainable housing, such as a tax increase or reallocating current revenue streams.



GOAL H-3

Apply housing strategies and practices to ensure high quality housing for all Pagosa Springs area families, households and employees with a mix of dwelling and unit types that meet the needs of residents of different income levels.

Actions

- A. Assess appropriate locations for housing throughout the Town and surrounding area to avoid isolating low income housing.
- B. Ensure housing is located in close proximity to existing or planned infrastructure, services, intermodal transit connections, trails and employment.
- C. Provide appropriate amenities for housing, such as childcare, adequate storage area for sports and outdoor equipment, trail connectivity and public transit connectivity.
- D. Collaborate with Archuleta County to re-evaluate the existing mobile home park zoning and mobile home regulations in both jurisdictions to consider additional mobile home parks for housing.
- E. Encourage the creation of additional mixed-income multi-family rental housing in the community.
- F. Inventory town, county, and other public or special district owned property that may be suitable for housing development.
- G. Acquire potential sites for housing as opportunities arise.
- H. Promote energy efficient and “green building” techniques to reduce household energy consumption, utility bills, and help maintain long-term affordability in new housing.
- I. Promote new senior housing and assisted living facilities as needed in the community.
- J. Establish a Joint Town and County Housing Coordinator Position to implement, administer and promote the Town and County housing policies and programs.
- K. Conduct frequent assessments of housing prices and homeownership in the community, as necessary.
- L. Evaluate the impact of the July 2017 change to the LUDC regarding accessory dwelling units, and re-evaluate if necessary.
- M. Encourage unpermitted accessory units to be brought into compliance with new LUDC and building code requirements.
- N. Create housing guidelines and housing deed restrictions with the County based on the recommendations of the 2017 Housing Needs Study.
- O. Amend the LUDC to include a definition of housing choice that includes both housing for those who earn less than 60 percent of the AMI and housing for those who earn between 60 and 120 percent AMI.
- P. Consider the Affordable Housing Taskforce recommendations of additional LUDC amendments such as zoning for tiny homes, mobile homes and extending maximum time for RV occupancy.





TRANSPORTATION AND MOBILITY

VISION

Efficient and enjoyable transportation options are key to the continued success and growth of Pagosa Springs. Due to the recreation-based economy, the need to accommodate residents and visitors alike will continue to influence transportation goals.

Highway 160 plays an important role in Pagosa Springs, connecting downtown with uptown and Pagosa Springs to the broader region. In this role, it is a vital contributor to community mobility and economic development. A consequence of Highway 160's location and geometry is that "all roads lead to it" in some sense and most area trips require driving on 160. At many intersections of Highway 160 and local streets, traffic congestion is a notable issue, particularly during peak tourism visitation. New east-west links to connect adjacent neighborhoods are needed to help alleviate some of this congestion.

While Highway 160 as "Main Street" introduces some significant limitations, it also affords Pagosa Springs with some great opportunities. Colorado Department of Transportation (CDOT) has worked with Pagosa Springs on upgrades and improvements to Highway 160. Projects such as the McCabe Creek Culvert project and future upgrades between 1st and 10th street rely on this partnership. Across the state, CDOT has become more amenable to collaborating with communities where their "Main Street" is a highway. Pagosa Springs should capitalize on this trend and work with CDOT to realize downtown goals.

Pagosa Springs has been actively expanding its transportation thinking "beyond cars." While assuring that local and state routes that connect Pagosa Springs and link it to the broader region are well maintained and support anticipated future traffic needs, the Town is addressing other forms of transit. The movement of pedestrians and bicycles, the need for greater transit options, and the demand for parking have all risen as critical issues. Trails and non-motorized connectivity, often considered more an aspect of recreation, are now being integrated in a more "active" transportation system that recognizes a wider variety of mobility options.

Multi-modal transportation integrated with all land uses supports the overall community vision. Multi-faceted forms of transit and pedestrian design are essential to creating a livable and sustainable community.

The community survey completed as part of this Plan supported these efforts of the Town.

- Roads within downtown were ranked as the most "unsafe" by respondents.
- The primary concerns for safety were the speed of traveling vehicles, the amount of traffic and the perception that vehicles don't stop for pedestrians in crosswalks.
- When asked about where sidewalks could be better, respondents also prioritized downtown.
- The Town's ongoing efforts to establish the Town to Pagosa Lakes Commuter Trail, connecting downtown with Pagosa Lakes and the uptown area. Respondents suggested the trail would have widespread use once it is completed.

TOWN TO PAGOSA LAKES TRAIL

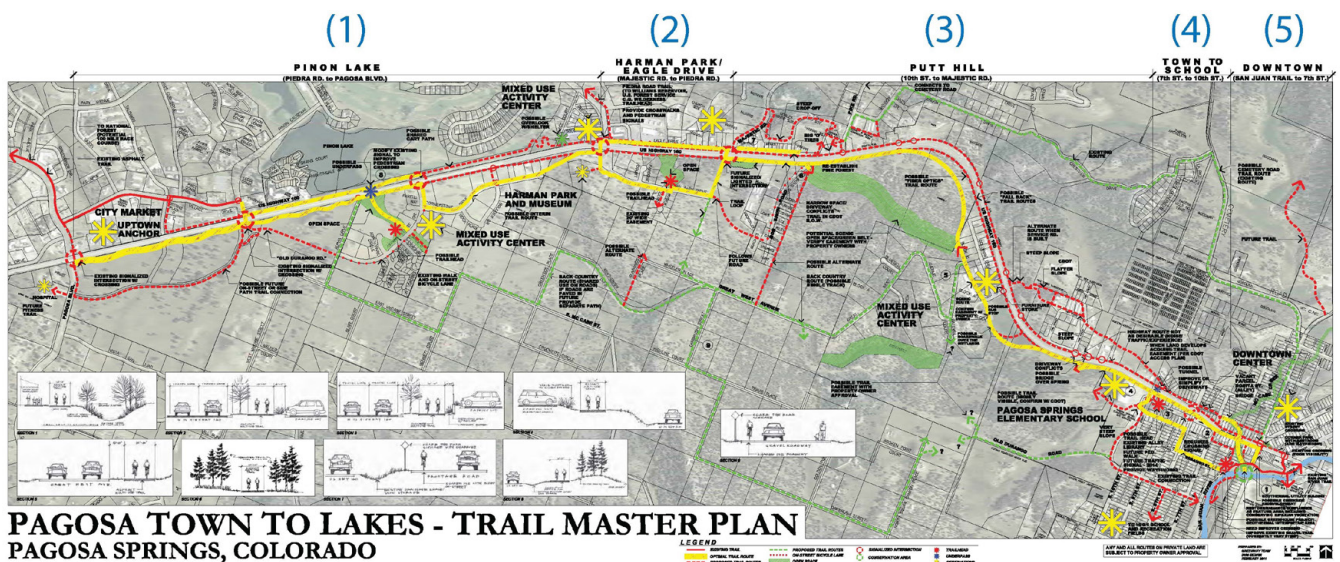
In 2011, Pagosa Springs Town Council adopted a Town-to-Lakes Trail Master Plan. Pagosa Springs envisioned a multi-use trail system for residents and visitors to travel around town without a motor vehicle and experience the area’s natural beauty.

The plan outlines commuter and recreational paths connecting downtown Pagosa Springs to Pagosa Lakes. The 10-foot-wide paved commuter trail roughly follows the Highway 160 corridor for four miles. Throughout, the trail is located as far as feasible from the busy road, adjacent to the access road and with a few meanders through wooded areas. The trail has access points along the route at the San Juan River Trail, The Springs Resort, the Downtown commercial area, Pagosa Elementary School, the Eagle Drive commercial district, Harman Park, and City Market. When fully completed, this commuter trail will provide local residents with a safe, non-motorized route to school, errands, or other residential neighborhoods. The trail will also provide access to the existing trail network at Pagosa Lakes.

The plan also outlines a “greenway” network with various neighborhood connectors and designated rural back roads as scenic trails through the area. The rural roads are largely in place and the plan suggests a few short trail links and improved mapping and wayfinding. These routes would offer an enjoyable biking and walking experience and possible loops with the paved recreation path.

Overall, Pagosa Springs hopes the trails will improve community health, share natural vistas with residents and visitors, increase property values, attract visitors, and spur business development. The trails will preserve the natural environment and offer educational, interpretative, and stewardship opportunities for trail users.

Since the plan’s adoption, the Town has been working on securing grants to fund the commuter trail project. Work was completed on the east and west phases of the project (8th to 10th Street and Pinon Causeway to Aspen Village Drive) in 2017. The Town is currently working on the design and funding for the additional phases between 10th Street and Aspen Village Drive.





As Pagosa Springs moves forward, it has established six (6) specific goals to advance these objectives and support its vision for transportation and mobility.

GOAL T-1

Create high-quality, convenient, and safe connections for pedestrians and bicyclists. The Town aims to provide a variety of opportunities to both residents and visitors for recreation and transportation.

Actions

- A. Focus on enhancing crosswalks to align with pedestrian needs in downtown Pagosa Springs, working with CDOT for design and access considerations.
- B. Maximize pedestrian safety through a variety of practices and tools: additional pedestrian crossings, flashing signals, pedestrian flags, incorporating non-traditional signs into speed and crossing warnings, pedestrian refuges, and reducing the vehicle lanes pedestrians must navigate to cross safely.
- C. Identify a complete network of sidewalks in areas of Town that serve a mix of land uses, effectively enhancing the pedestrian character of Pagosa Springs and enabling pedestrians to access their needs by walking.
- D. Support continued efforts to build the Town to Pagosa Lakes Trail, providing recreational and commuting opportunities to both visitors and residents.
- E. Establish signage and wayfinding components for bicyclists and pedestrians. Engage local bicycle and trail organizations in identifying route selection and informing decisions.
- F. Identify roads that may be appropriate for “complete streets” makeovers or “road diets.”
- G. Create a community map of bike and pedestrian routes through collaboration with DUST2, Safe Routes to School Coalition, Retro Metro Kids, residents, Pagosa Lakes Property Owners Association (PLPOA), and other organizations and stakeholders.
- H. Incorporate the needs of the disabled for mobility/access and recreation into trail plans.

GOAL T-2

Utilize creative parking strategies to improve access to commercial amenities while ensuring a strong balance between supply and demand.

Actions

- A. Manage parking appropriately based on nearby land uses. Conduct periodic reviews of parking to assess if parking management needs to be re-assessed as land uses change. Evaluate locations where the land uses peak at different time periods and when possible, apply shared parking policies.
- B. Encourage the park-once strategy, providing convenient parking near a mix of complementary land uses.
- C. Provide flexible parking standards that plan for fewer cars in the future, accounting for changing demographic trends such as reduced car ownership rates and increases in usage of alternative transportation modes.

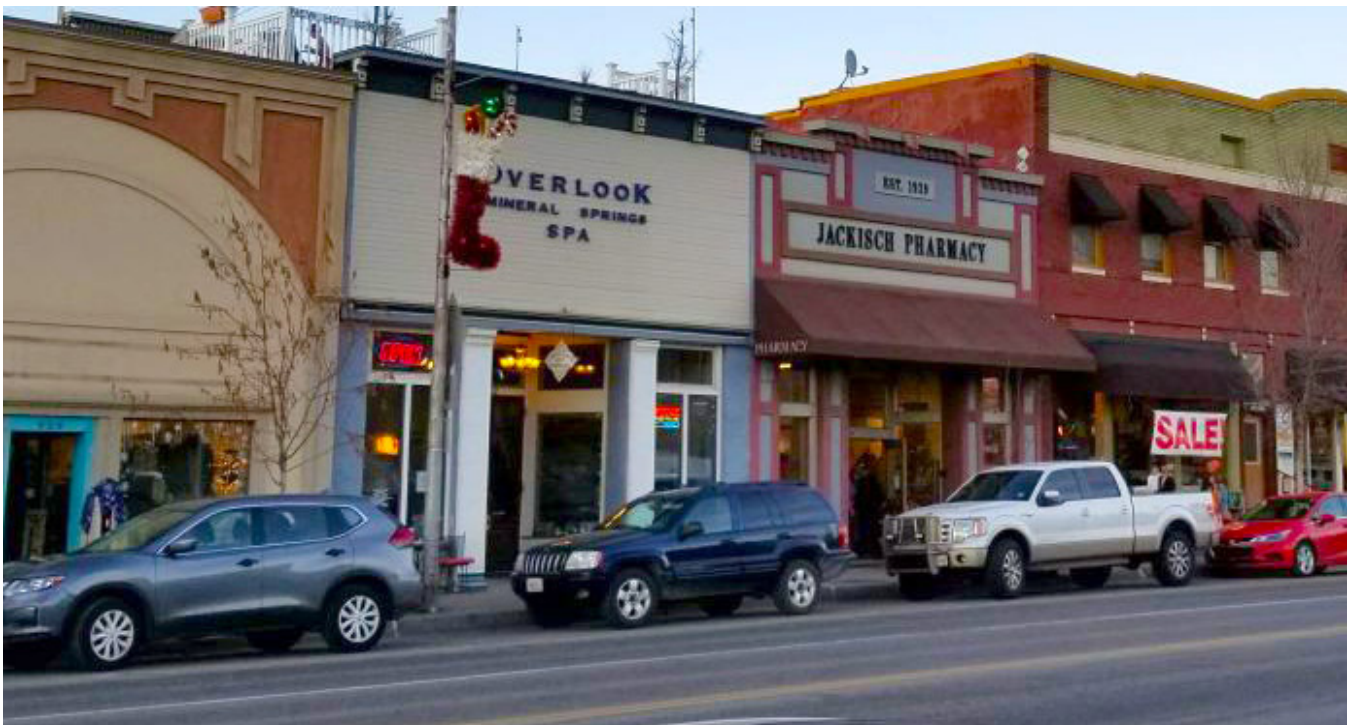
PARKING

Small towns are challenged to find the balance between plentiful parking and vibrancy in the downtown business district. With proper management of the quantity and location of parking, the two can coexist to create a commercial area that is walkable, lively, and profitable.

Of course, commercial areas need enough spaces to encourage passer-throughs to stop and support local businesses. But an overabundance of parking is expensive and denigrates the experience: empty lots represent a lost economic opportunity for a taxable business, people intentionally avoid walking amidst a sea of parking lots, and plentiful parking encourages driving and creates congestion on nearby roadways. In a tourist and local business driven downtown, shoppers and diners prefer an inviting pedestrian friendly environment with shared parking on the edge of the commercial area. These shoppers will park once and then peruse and support multiple businesses. A limited number of spaces can encourage other forms of transportation, such as biking, walking, and public transit, to reach the commercial area.

Parking should be located to enhance the pedestrian experience. On-street parking shields pedestrians from oncoming traffic and creates a more pleasant experience. Locating parking areas on the periphery makes the commercial zone a safe, interesting, and pleasant place for pedestrians to walk and shop.

Municipality managed parking can effectively balance parking needs. The local government can appropriately monitor parking demand and supply, create pay for peak parking tools, encourage parking areas for shared use through flexible land use administration, and limit the need and development of parking areas at individual businesses.





GOAL T-3

Invest in a quality transit system that connects important local and regional destinations for both residents and visitors. In providing viable transit options, Pagosa Springs will address how to move people throughout the Town and to neighboring jurisdictions and amenities. As Pagosa Springs continues to grow as a resort community, creating non-automobile dependent destinations will alleviate transportation issues that arise during peak tourist seasons.

Actions

- A. Encourage (since the Town does not operate transit) high quality, frequent transit during peak time periods, connecting Pagosa Lakes, Downtown Pagosa Springs, and the Wolf Creek Ski Area. Identify the needs of the users in the development of the frequency and routes.
- B. Encourage businesses to provide employee incentives and appropriate facilities to promote the use of transit as a commuting option.
- C. Provide additional connections such as shuttles or event buses to regional destinations such as the City of Durango and Wolf Creek Ski Area.
- D. Provide easily accessible and understandable transit information for users, utilizing physical signage as well as technology.
- E. Ensure development along the Highway 160 corridor complies with the 2010 US 160 Pagosa Springs West Access Control Plan (ACP) for the dedication of right-of-way and secondary roadway network improvements.

GOAL T-4

Support the creation of strong east-west connections that would enhance the movement of people and goods along Highway 160 and additional infrastructure that will adequately accommodate future increased traffic flows.

Actions

- A. Consolidate the number of direct access points onto arterials and Highway 160 by implementing the ACP.
- B. Remove turning vehicles from thru traffic lanes along Highway 160 to reduce conflict.
- C. Connect collector streets for better mobility, congruent with the ACP.
- D. Within downtown Pagosa Springs, focus efforts on minor physical improvements that would positively impact all users, instead of lane widening.
- E. Revise the LUDC to reference the adopted ACP and the associated required land dedications and infrastructure improvements for developments within the ACP corridor.
- F. Secure land dedication for a future vehicular bridge across the San Juan River in downtown to accommodate anticipated traffic increases associated with development south along Hot Springs Boulevard and Light Plant Road.
- G. Invest in signage and other facilities to educate and warn of wildlife crossings in downtown and along the highway corridors to reduce vehicular and wildlife conflicts.

THE FISCAL IMPLICATIONS OF DEVELOPMENT PATTERNS – SMART GROWTH AMERICA STUDY

Smart Growth America (SGA) is a coalition aiming to help communities achieve “smart,” compact patterns of development. With a grant from the U.S. Department of Agriculture Rural Development Program, Smart Growth America analyzed the fiscal impacts of various forms of growth in Pagosa Springs. They looked at the cost of public infrastructure expansion at different densities of development.

SGA predicted that Pagosa Springs would need 601 new housing units by 2036 based on existing household size and predicted population growth (77% or 2.7% annually) over the next 20 years. Given 601 new housing units, SGA analyzed the costs of that development given four growth scenarios:

Baseline – growth occurs at the existing density of .23 units per acre.

Alternative A – growth occurs at 2.3 units per acre. 2.3 units per acre represents the 95th percentile of existing housing density in Pagosa Springs.

Alternative B – growth occurs at 5 units per acre.

Alternative C – growth also occurs at 5 units per acre, but 50% occurs in greenfields (empty plots of lands) and 50% occurs as infill in existing neighborhoods. As infill, new housing developments could connect to existing infrastructure.

601 housing units will require an expansion of much of Pagosa Springs’ infrastructure: schools, police and fire services, civic infrastructure. The SGA analysis only included four infrastructure expenditures that are linked to housing density: roads, sidewalks, water lines, and fire hydrants. For example, the existing housing density in Pagosa Springs, 0.23 units per acre, requires 3,706 square feet of road area per housing unit. At 5 units per acre, each housing unit only requires 345 square feet of road area, or 10% of the area and cost. As SGA did not consider all possible infrastructure expansions, their proposed costs are conservative estimates of the cost of development to the town.

Next, SGA calculated the total yearly and annual infrastructure costs of each development scenario. The baseline scenario costs the community \$97.5 million or \$4.88 million per year. SGA compared this cost to the revenue per new housing unit, \$3,517, or the potential financial gain for the town. The difference between those numbers represents the net fiscal impact of development for Pagosa Springs. Baseline growth would have a net fiscal impact of negative \$77.86 million over 20 years or negative \$3.89 million annually. Alternative A, with a 20-year cost of \$19.58 million, ends up being effectively cost neutral with a net fiscal impact of \$70,000 over 20 years. Alternative B has a 20-year cost of \$11.41 million and makes money for the town with a net fiscal impact of \$8.24 million over 20 years or \$410,000 annually. Alternative C, taking advantage of existing infrastructure, would only cost the town \$7.7 million over 20 years. Over 20 years, Pagosa Springs would receive \$11.95 million in revenue (\$600,000 per year).

SGA also calculated the annual costs per additional housing unit and total savings for the town per year compared to the baseline. Those statistics further demonstrate that development at existing densities would cost the town more money (just in those four infrastructure expenditures) than it would receive. Yet developing at higher densities would result in significant savings for Pagosa Springs. For example, developing according to Alternative C would save the town \$89.8 million dollars over 20 years.



GOAL T-5

Encourage and support the use of electric vehicles.

Actions

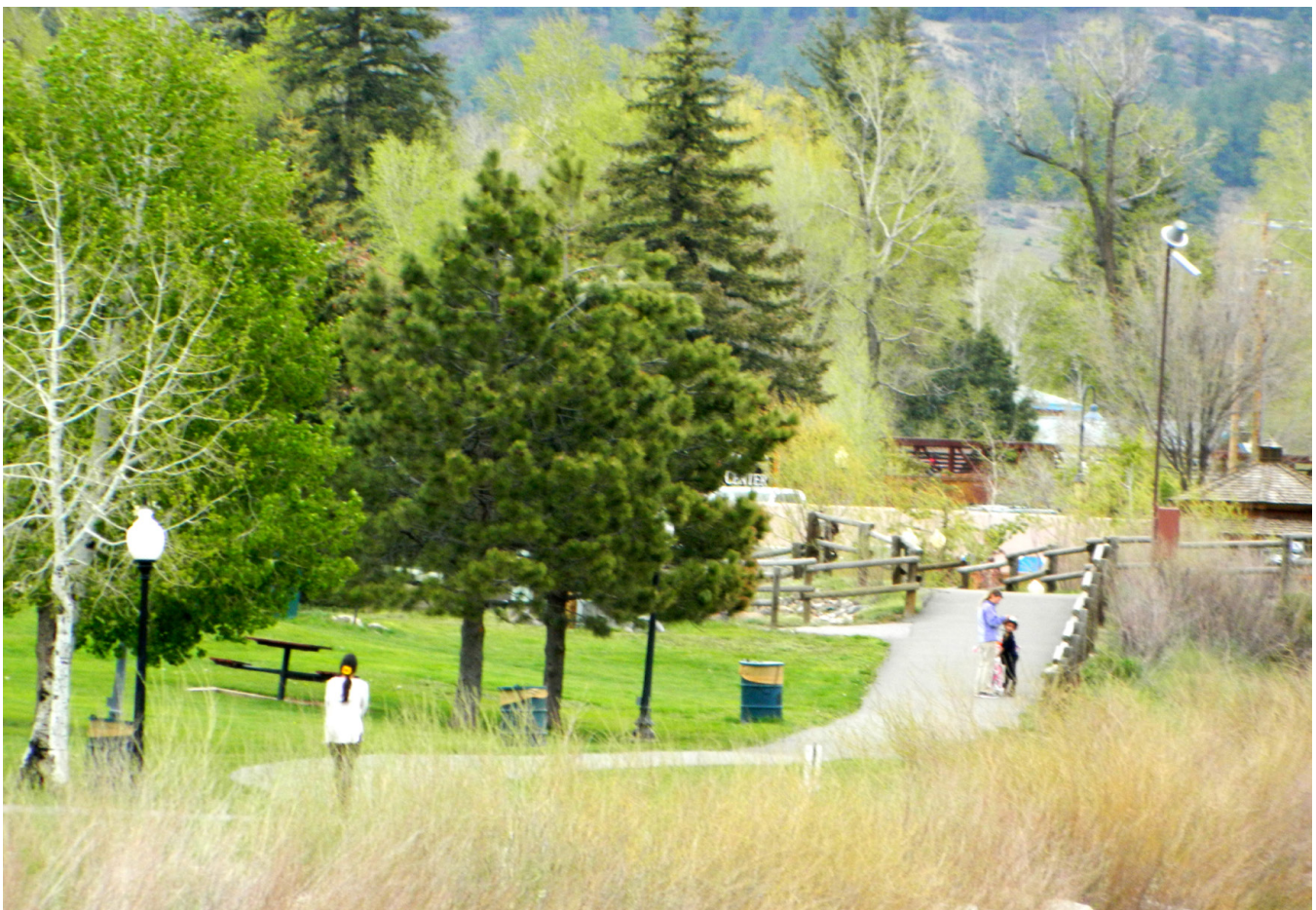
- A. Consider providing electric vehicle charging areas in all Town-owned and managed parking lots in partnership with La Plata Electric Association.
- B. Encourage all businesses with parking lots and longer customer or employee parking times to provide an electric vehicle charging station.
- C. Encourage new developments with longer parking times to install electric vehicle charging stations.
- D. Explore the addition of electric bikes as an appropriate use on trails/bicycle facilities. E-bikes can ease the use of bicycle travel but can also cause user conflicts. Explore limiting trails to e-bikes that do not have a throttle and enforce speeds of 15 mph.
- E. Analyze the benefit of adding electric vehicles to the Town's vehicle fleet.

GOAL T-6

Provide wildlife-safe design when planning and engineering transportation improvements.

Actions

- A. Reduce wildlife-automobile collisions through investment in signage and other facilities to alert drivers of the presence of wildlife.
- B. Provide educational materials to the community about wildlife-automobile conflicts.
- C. Provide wildlife mitigation infrastructure when planning, designing and installing substantial infrastructure or for large projects over 5 acres in size. Possible infrastructure includes wildlife fencing and safer crossing areas of Highway 160 in cooperation with Colorado Department of Transportation.



LAND USE

VISION

Pagosa Springs offers zoning and land use regulations that support: a balanced mix of land uses, densities, neighborhood types and commercial areas; development that adds vibrancy and density while maintaining the community's unique, authentic and small-town character; and residential development and infill at an array of price points to attract and retain workers within the community.

The historic downtown area and surrounding mixed commercial and residential uses function as a primary tourism destination and civic core for Pagosa Springs. The recent loss of the Adobe building, in the heart of downtown, highlights the importance of even one structure or parcel in the relatively small downtown setting. Future mixed-use development on the Springs Partners site on the south bank of the San Juan provides a means for downtown to grow. Shaping the pattern of new and infill redevelopment within and around downtown is a priority.

The uptown area continues to act as a more regional service center (retail, healthcare), but with an evolving emphasis on mixed use and walkability. A greater focus on integrating residential development into the uptown area and establishing a more elaborate vision can help assure it transitions well. Linkages between uptown and downtown will be important, whether accomplished through transit or multi-use trails.

Both the downtown and uptown areas have businesses, residents, amenities and tourists. The attractions and opportunities are somewhat different, but they are both areas of Pagosa Springs that are envisioned as great places to live, work and play.



In addressing its future land use planning within this Comprehensive Plan, Pagosa Springs has focused first and foremost on “Areas of Change.” The principal objective of this approach is to align the future land use plan with how portions of the community have evolved or shape how they might evolve. The Areas of Change for specific areas is included in the Appendix. This strategy recognizes several crucial factors:

- Recent local land use trends suggest there is more of a need and market for mixed-use zoning districts rather than purely “residential” or “commercial” districts.
- Supporting a greater diversity of housing types can play a beneficial role in supporting housing affordability.
- Aligning future land uses with other objectives of the plan (transportation and housing) is vital. Establish greater residential densities where it makes sense and where infrastructure for mobility and connectivity can support it.
- The Town has and will continue to address needs for annexation from unincorporated County lands. In so doing, the established land use patterns might need to change and planning for this possibility early helps foster outcomes that are consistent with the community vision.
- The Town recognizes that the community has a wide variety of design with no common or typical style due to the utilitarian nature of a majority of the older buildings. Common shared design elements include primarily rectangular building forms, such as hipped, shed and gable (historic roof forms that shed snow), low window-to-wall ratios and utilitarian exterior materials.



DOWNTOWN: THE SOUL OF THE COMMUNITY

Downtown has been the soul of Pagosa Springs since the town's settlement in the 1870s. Though the town has changed over time as a result of fires, economic boom and bust cycles, and redevelopment activity, the downtown remains a vibrant place for recreation, shopping, culture and arts.

Pagosa is a resilient community, as demonstrated by downtown's renaissance. The Historic District anchors the commercial center of downtown and the structures only tell part of Pagosa's unique story. Pagosa's charm isn't exemplified in glorious old structures built with mining riches. Instead Pagosa is a hearty, down-to-earth farming, ranching and timber town where downtown still represents ordinary citizens with extraordinary resilience.

The 400 block of Pagosa Street, part of the Historic District, is lined with older commercial buildings and serves as the Town's main street. The connected, historic buildings have large windows and architectural detail that create an interesting pedestrian experience. The block has many gift shops, the historic theater, a drugstore, and a few restaurants. New businesses mix with older establishments, demonstrating the welcoming neighborhood and business community. Walking along Pagosa Street, people know each other by name, newcomers are welcomed and soon feel at home, and visitors are impressed with the friendliness of the townspeople.

Lewis Street, paralleling Pagosa Street away from the river, is a quieter street with more shops and churches. Beyond the commercial area, the surrounding streets are largely high and medium density residential neighborhoods. Many residents prefer to live in downtown, attracted by the physical amenities, the people and the overall community experience.

Downtown offers a great variety of recreational opportunities. The San Juan River courses through the downtown, drawing kayakers, tubers, boaters and fishermen. Pedestrians and cyclists enjoy the river along the adjacent Riverwalk Trail. Town Park, one of Pagosa Springs' oldest and most popular parks, straddles the river and hosts organized sports and festivals along with informal family picnics and playground visits. Located in the heart of downtown, Reservoir Hill is a 90 acre naturally forested recreational park with hiking and mountain biking trails, a scenic observation deck, festival area and disc golf course. The hot springs, Pagosa Springs' primary tourist attractions, are located on the east bank of the river and bring 175,000 people a year to downtown Pagosa Springs.



These influences have shaped the community's approach to land use and are reflected in the nine (9) goals and supporting actions detailed in this section.

GOAL LU-1

Guide development and growth within an Urban Service Area.

Actions

- A. Work with Archuleta County, PAWSD and other agencies to create an official Joint Planning Area map that defines specific future land uses, an "Urban Service Area" (to be defined) where growth should occur, desired/required annexations, desired character and shared goals and actions to guide land use and development in the area.
- B. Update the Three-Mile Plan consistent with the state statutes, through a collaborative process with Archuleta County, PAWSD, Pagosa Springs Sanitation and General Improvement District (PSSGID) and other agencies.
- C. Develop a formal Intergovernmental Agreement (IGA) to implement and provide for mutual review of projects in the Joint Planning Area and a process to consider applying zoning and design standards consistent with the Town's to ensure the desired character is achieved.
- D. Continue regional growth planning and cooperation with other governmental entities and service providers, including PAWSD, to plan for the land within the Urban Service Area or the defined joint planning area.

GOAL LU-2

Promote a land use pattern as envisioned by the Future Zoning Map* in this Comprehensive Plan.

Actions

- A. Evaluate new development as it occurs to ensure the LUDC design standards are maintaining community authenticity and small-town character. Amend the LUDC as needed to address observed issues.
- B. Consider a Town-initiated rezoning and concurrent LUDC amendment to implement the Future Zoning Map (see Appendix) and the goals and actions of this Plan.
- C. Utilize public-private partnerships to accomplish the goals of this Plan, especially where the Town owns property next to a developing area.
- D. Specific amendments to the LUDC to implement this plan include:
 1. Allow multi-family uses as a conditional use permit in the Commercial and R-12 zone district to allow for greater flexibility and encourage housing and mixed-use development.
 2. Extend the MU-TC zoning and an Overlay district in the River Center Area to the east as an incentive for redevelopment.
 3. Consider allowing mobile home parks and/or single-wide mobile homes as a conditional use in the R-22 zone district to encourage such uses in appropriately screened and buffered areas. This would provide flexibility for high density, small-unit size housing that could be an affordable option. Many new small modular units are often legally treated as mobile homes so this would create options for those types of units.
 4. Explore appropriateness of amending the LUDC to permit residential uses in the Public/Quasi Public Zone District that would encourage more opportunities for housing on government-owned land.
 5. Require a wildlife movement corridor on parcels greater than 5 acres in size when it creates a corridor through the town, or the corridor connects to undeveloped or lower density areas.

* see Appendix



6. Conduct a “Sustainable Land Use Code Audit” (Smart Growth America) to ensure code is consistent with best practices for energy conservation and community health.
7. Require rezoning, Planned Unit Developments, conditional uses and other discretionary reviews to be in general conformance with the 2007 Downtown Master Plan when located within this area.
8. Update the 2007 Downtown Master Plan through a collaborative planning process that includes business and property owners, CDOT, Archuleta County and other agencies.

GOAL LU-3

Target investment and development in the Downtown and other areas with existing infrastructure.

Actions

- A. Promote development on underdeveloped and vacant parcels within the Town in locations with existing infrastructure.
- B. Identify parcels that are in foreclosure or owe back taxes as opportunity sites for the Town to purchase and re-sell to developers as a way to incentivize housing and/or mixed-use development.
- C. Encourage development in areas that have adequate water, sewer, roads, sidewalks and trails to reduce the need for additional infrastructure.
- D. Develop a tiered fee or review system favoring infill in locations that can be served by the necessary transportation and other existing infrastructure. Link the fees to community benefits such as investments in transportation, parks, and recreation.
- E. Utilize public-private partnerships to promote infill or redevelopment in opportunity areas.
- F. For major developments, explore facilitating developer discussions with the public in an effort to maximize public good and economic feasibility throughout the planning process.

GOAL LU-4

New development shall complement existing residential, commercial and other development and shall incorporate principles of livable and sustainable design including green spaces, walkable and bikeable environments, sensible connections to existing development and other desired amenities.

Actions

- A. Create “Green Development” provisions for building and site planning that incorporate environmental protection, resource efficiency and cultural sensitivity.
- B. Consider additional incentives or non-regulatory approaches, such as a Green Building awards program.
- C. Locate and design development with, or in close proximity to, community-oriented commercial areas with sidewalk or path connectivity to encourage walking and riding bikes.
- D. Maximize density levels in a mixed-use development pattern to create activity and vitality, with such areas connected to an integrated trails and park system.
- E. Minimize the visual impact of car parking and encourage healthy modes of transportation.

GOAL LU-5

Pagosa Springs will plan for, collaborate, and encourage implementation of attractive and inviting gateways, corridors, civic centers and public spaces throughout the Town.

Actions

- A. Implement the recommendations in the 2008 Town of Pagosa Springs Streetscape, Furnishings and Wayfinding Sign Plan to improve streetscape amenities, showcase community brand and theme and provide wayfinding for tourists and residents. Collaborate with the Pagosa Springs Area Tourism Board for implementation at key locations.
- B. Coordinate with Archuleta County to create codes, improve code enforcement, or provide incentives to clean up blighted sites and address unsightly situations on private properties adjacent to the gateway areas or along the main highway corridor.
- C. Establish and support public right-of-way clean up and beautification programs.
- D. Ensure adequate resources to enforce sign regulations.
- E. Create an incentive program to clean up, maintain and improve the appearance of properties in the Downtown area.
- F. Create or develop a downtown gateway in the historic waterworks/Cotton's Hole/First Street Highway 160 bridge area.
- G. Promote an adaptive reuse of the historic waterworks, once rehabilitated, as a layover point for westbound visitors.

GOAL LU-6

Pagosa Springs will recognize differences between areas of the community and work to address unique needs of different neighborhoods within and near the Town.

Actions

- A. Dedicate planning department staff time for neighborhood planning.
- B. Establish a process to include neighborhood-identified projects in the Capital Improvements Plan (CIP).
- C. Develop a sub area plan for the uptown area.

GOAL LU-7

Avoid locating development in natural hazard areas.

Actions

- A. Work with Archuleta County and Federal Emergency Management Agency (FEMA) to update floodplain maps as necessary and convert data to digital formats that are shown on the County GIS maps.
- B. Work with Archuleta County on the creation and adoption of a natural hazard mitigation plan that ensures the community's resiliency in the event of a major natural hazard.
- C. Amend the LUDC to implement adopted County Hazard Mitigation Plan as needed.
- D. Require mitigation for developments in potentially hazardous areas to protect adjacent properties and future occupants of the development.
- E. Ensure the LUDC allows for development in or around hazard areas only if it avoids areas subject to natural hazards or the developer provides engineered mitigation to ensure protection of the public health and safety and protection of the natural environment.
- F. Conduct a Hazard Identification and Risk Assessment (HIRA) Process as outlined in Colorado's Planning for Hazards Guide and integrate recommendations into the LUDC, building code and other appropriate locations.



GOAL LU-8

Town's existing neighborhoods will continue to thrive.

Actions

- A. Amend the LUDC and residential zoning districts to be consistent with the Future Zoning Map.
- B. Amend the LUDC to provide guidelines or standards for infill in existing neighborhoods.
- C. Improve code enforcement within neighborhoods. Work with the county to enforce new and existing code outside of Town limits.
- D. Work with neighborhoods to identify and prioritize "infrastructure deficiencies," such as sidewalks, curbs, storm water drainage and landscaping. Identify elements unique to specific neighborhoods that could be incorporated into future design guidelines.

GOAL LU-9

The Town's new neighborhoods will contain a variety of housing types that complement the traditional pattern and style of older neighborhoods.

Actions

- A. Create an inventory of existing development types that exist in Pagosa Springs. This includes the mass and bulk of the buildings, how they sit on the lot, roof styles, driveway placement, etc.
- B. Amend the LUDC to include guidelines or standards following Pagosa's traditional-style neighborhoods.
- C. Amend the LUDC to require that new developments, especially PUDs, contain a variety of housing types, styles, lot sizes, unit sizes and amenities such as play areas, parks, trails, or open space.



CONNECTING HOUSING, TRANSPORTATION AND LAND USE

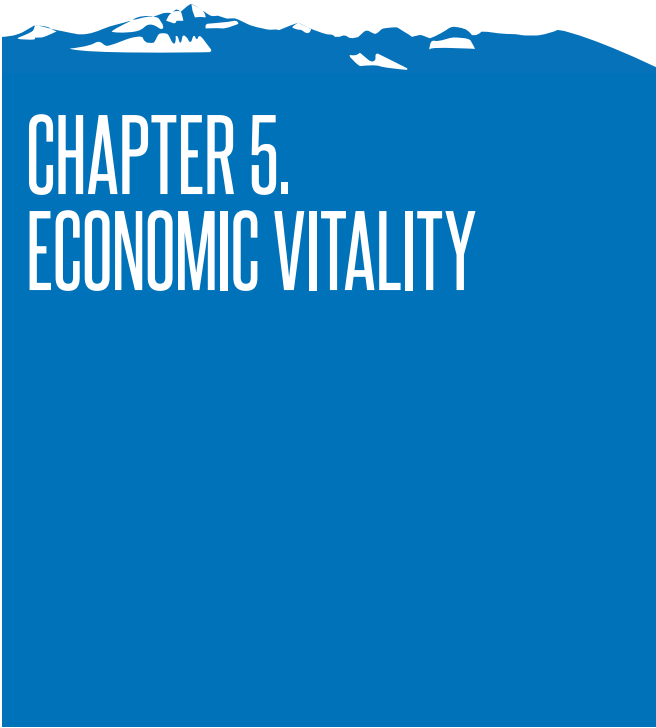
Housing, transportation and land use invariably play an interconnected role in shaping the fabric of Pagosa Springs. Challenges and opportunities exist for all three themes. Fortunately, many of the visions, goals and action overlap, allowing the community to advance forward on all three themes through singular actions. The success for one theme may contribute to success for the others.

The following table outlines areas where the actions and goals of housing, transportation and land use coalesce.

GOAL ALIGNMENT TABLE

	Housing	Transportation	Land Use
Walkability	Goal H-3, Actions B and C	Goal T-1, All Actions	Goal LU-4, Actions C and D
Green Development	Goal H-3, Action H	Goal T-5, All Actions Goal T-2, Actions B and C	Goal LU-4, Action A
Urban Character	Goal H-2, Action E	Goal T-1, Action A Goal T-2, Action A	Goal LU-2, Action A
Locate new development near existing infrastructure	Goal H-3, Actions A, B and C	Goal T-4, Action E	Goal LU-3, All Actions Goal LU-4, Action C





**CHAPTER 5.
ECONOMIC VITALITY**





INTRODUCTION

The Comprehensive Plan serves a critical role in guiding local economic activity. While economic activity connects to many other aspects of community development (housing, transportation, etc.). This chapter describes a coherent vision for economic vitality in Pagosa Springs and recommends supporting that vitality through a strong education system.



SUPPORTING ECONOMIC VITALITY

VISION

Pagosa Springs offers a diversity of business, education and job opportunities, supporting an economically viable community.

Pagosa Springs is growing—projections from the Colorado State Demography Office suggest that between 2010 and 2050 the population of Archuleta County will more than double.⁹ The Town itself has and will likely continue to grow more slowly than the surrounding county given its limited land area. However, the population growth in Archuleta County and the Four Corners region will have a profound impact on Pagosa Springs. This growth will affect the need for jobs, multi-faceted educational opportunities for all ages, professional services, schools and recreational opportunities.

The population of Pagosa Springs is decidedly younger than Archuleta County (median age 36.1 vs. 48.8), more racially diverse (25.1% non-white versus 12.4% in the county) and has a lower median household income (\$38,000 vs. \$48,000). While the regional unemployment rate is relatively low (4%), seasonal fluctuations exist in Pagosa Springs employment and often relate to tourism (San Juan River activities, Wolf Creek

Ski Area, surrounding mountains and wilderness areas) and construction activities.¹⁰

Pagosa Springs' history established it as a place for people to enjoy the wonderful geothermal baths, pleasant weather, beautiful vistas, myriad of recreational opportunities, community heritage and unique culture and arts. About 50% of all jobs in Archuleta County lie within the tourism sector (retail trade, transportation, arts, entertainment and recreation) where wages are about half of those wages in non-tourism sectors. Removing jobs in the public sector, the percentage of tourism sector employment is 36%. Nonetheless, tourism plays a significant role in the local economy; most employment relates to tourism and most businesses at least partially rely upon tourism.

Several key factors have shaped the economic vision for Pagosa Springs:

- The Town functions as a regional support center for shopping and entertainment. Its major retailers, restaurants and services provide essential services to residents of Pagosa Springs and Archuleta County as well as eastern La Plata County and northern New Mexico border towns including Chama and Dulce.
- The downtown has diverse shops, lodging and restaurants that reflect local character, offer connections to the river, provide public open spaces and house civic institutions. Downtown vitality forms the cornerstone of an attractive area for visitors to the community.
- The establishment of local businesses that reflect the community's aspirations provide quality local jobs, demonstrate a strong commitment to community values and lifestyle, source locally and appeal to visitors. Future economic vitality requires supporting local businesses, helping them thrive as well as attracting well-suited businesses to relocate into the community.

⁹ Colorado Department of Local Affairs – State Demography Office. Population Forecasts – years (2000–2050).

¹⁰ U.S. Census Bureau, American Community Survey 2014.

- The Comprehensive Plan must address the provision of quality infrastructure including broadband internet service, schools, roads, water and sewer to retain local businesses and support existing business growth, as well as attract new businesses.
- To support future economic resiliency, economic development activities must connect educational and training opportunities to grow the local talent pool and enable businesses to find the staff needed to thrive.
- Town tourism is largely based on the spectacular natural resources of the area. If the community does not preserve them, local tourism may dwindle and eventually disappear.
- Tourism infrastructure and Town infrastructure are beyond capacity during the peak summer vacation time. Economic development should focus on maintaining current tourism visitation numbers during the peak times and focus on increasing visitation during the slower times when visitor numbers are down.
- Most local employees in the service industries have to work more than one job at a time and change jobs from summer to winter, wearing many hats to fill local employment needs and pay for the higher housing costs.

The community vision for economic vitality and resiliency reflects these inputs. Providing high quality service levels is as important as providing a quality product. The Plan seeks to promote greater diversity in the types of local businesses while encouraging development of higher-paying jobs within a variety of sectors. This Plan aims to do this through many means, including training programs and better educational opportunities.

To move forward, Pagosa Springs must build upon its intrinsic community assets, emphasizing the beautiful natural environment, approachable people and tremendous presence in the broader region. During the development of this Comprehensive Plan, the plan identified six (6) important goals that support the community's economic vision for vitality and resiliency.





GOAL E-1

Help retain and expand existing local businesses.

Actions

- A. Encourage training programs for the hospitality industry to ensure excellent customer service and high-quality food and lodging choices with a distinctly Pagosa Springs brand of service.
- B. Provide local support for training and educational opportunities that enhance the local trade industries including construction, industrial, vehicle repair and maintenance services.
- C. Explore business incentives for economic development, such as programs offered by Region 9, Enterprise Zone incentives and local tax abatement or direct assistance programs.
- D. Work with the Chamber of Commerce, Community Development Corporation and Archuleta County to create and regularly update a comprehensive economic development strategy and implementation plan for Pagosa Springs and Archuleta County.
- E. Ensure Comprehensive Plan housing goals and implementation measures can provide housing for the current and future local workforce.
- F. Create a local community college and vocational training program for post-high school and adult education and training, with programs that support local industries and businesses.
- G. Provide reliable and affordable high-speed broadband Internet access to the entire County.
- H. Support the Archuleta School District (ASD) in achieving its high performance educational objectives. Excellent school districts produce students that act as key economic engines for communities, and they can attract businesses looking for good education services for their employee's families.
- I. Support the Upper San Juan Health Service District (USJHSD) and allied health businesses as the primary employee generating industry in the County and an industry that provides high economic benefit with its higher-than-median wages.
- J. Support and encourage alternative energy businesses that thrive in the community, including geothermal, biomass and solar industries.
- K. Maintain roads, public spaces and other infrastructure and provide desired recreational

amenities to attract and retain qualified employees and encourage tourism visitors.

- L. Support and encourage the expansion of culture and arts as an economic driver that adds diversity to the community.
- M. Explore economic development through specific government actions, such as the creation of an Urban Renewal Authority; support of Tax Increment Financing; the creation of a Downtown Development Authority; and promotion and support of Enterprise Zone and other state economic development initiatives.

GOAL E-2

Support new businesses that complement the distinct character and community values of Pagosa Springs and Archuleta County.

Actions

- A. Attract and retain a balance of tourism and non-tourism-dependent industries and businesses to increase economic resiliency and minimize the seasonality endemic in the local tourism economy.
- B. Attract and retain a balance of businesses that provide services and shopping to meet the needs of local residents and tourists.
- C. Adopt and implement innovative uses for geothermal, biomass and solar development projects to expand local industry, create energy independence, decrease the cost of energy use and provide higher-wage employment opportunities.

ECONOMIC DEVELOPMENT PAGOSA STYLE

From cutting-edge, locally-sourced outdoor gear manufacturing to high-end name brand equipment sales, award-winning craft brewing, and eclectic food options—and so much in between—Pagosa’s entrepreneurial style is uniquely local.

In addition to the many long-standing businesses in Town, Pagosa has recently attracted new technology and innovative industries, cottage-style manufacturers along with more traditional small-town mom-and-pop shops. Pagosa has become an attractive place for entrepreneurs.

Pagosa has a unique blend of strengths and also inherent limits. With a significant portion of seasonal residents and tourists, the opportunity to capitalize is evident but there are fluctuations due to seasonality. The modern business model doesn’t always apply as primary resources like freight infrastructure or abundant raw materials are limited to non-existent.

Pagosa Springs is home to three *Colorado Companies to Watch* award winners, a program to recognize and support 2nd Stage companies for their critical but often overlooked contributions and impacts to communities across Colorado.

Principles that define Pagosa’s entrepreneurial style

Locally sourced: materials and labor both from the immediate area or region that increase reliance on locally grown, harvested and available resources. The result is finer resources, often only available here.

Stabilizing employment and economy: These new industries offer year-round employment for a workforce that has often relied on seasonal employment and been subject to the fluctuations of a tourism economy.

Renewable energy:

Geothermal – Pagosa is home to the world’s deepest hot springs and the Town operates a utility heating district with this geothermal water resource. Dozens of businesses and residents have relied on this energy for heating and the industries harness this power and tout the benefits as key to their business success. One of Pagosa’s largest economic drivers is the three private spas that utilize the cooled down raw geothermal healing waters for soaking visitors and locals. The potential to harness further use of this resource is immense and warrants further exploration.

Solar – Sunny days are one of Pagosa’s greatest attributes. Harnessing solar energy to generate electricity is not widely used here, leaving an opportunity for solar installers and governmental installation programs.

Biomass – A Pagosa Springs local entrepreneur created a biomass enterprise that capitalizes on an opportunity to meet two expressed needs: clearing forest fuel (in the form of dead trees), and using the fuel to produce electricity. This has generated stable jobs, provided a forest stewardship partnership, and received a \$250,000 Wood Innovation grant from the USDA.

Pagosa is poised to become a leader in integrating renewable energy resources into everyday life and work.



GOAL E-3

Continue to support the tourism economic base.

Actions

- A. Support increased marketing of the Archuleta County Airport and improvements that increase airport usage.
- B. Work with other community institutions, especially the Pagosa Springs Area Tourism Board, to support a comprehensive branding and marketing plan for the community and provide adequate funding for marketing efforts that support the Plan.
- C. Create a joint marketing/linkage plan with the Wolf Creek Ski Area to better link the Town of Pagosa Springs to the ski area and help increase winter tourism and add summer tourism activities.
- D. Expand and encourage more music and festival events within the Town, using Reservoir Hill downtown while encouraging the use of other venues throughout Town. Block parties, gallery walks, or studio tours are some event ideas. Explore developing a permanent amphitheater or event facility at Reservoir Hill and/or along the San Juan River.
- E. Create incentives for the redevelopment, maintenance and remodeling of blighted and outdated hotel and lodging properties.
- F. Support businesses and public and private improvements that further attract tourists to the community.
- G. Foster continued development of outdoor sports training and educational programs.
- H. Attract a hotel with conference center facilities to accommodate 400–500 attendees, to bring visitors during the shoulder seasons in April-May and September-November.
- I. Focus tourism-related economic development on increasing visitation during the slower times when visitor numbers are down.
- J. Work with the Pagosa Springs Area Tourism Board to promote and support the 20-year destination master plan.

GOAL E-4

Create an economically-resilient community by supporting and attracting economically diverse, year-round businesses and industries that sustain the local economy and level out seasonal and boom and bust fluctuations.

Actions

- A. Attract and retain businesses that support sustainability and use locally sourced materials where possible. Encourage creative industries, craft businesses and outdoor sports and recreation industries compatible with the area.
- B. Provide data and analytics that track the economic health of the community while identifying the areas of greatest opportunity for business growth and development.
- C. Support geothermal, biomass, timber and solar development to expand local industry and create a more diverse, high-wage employment base.
- D. Support and encourage the creation of a strategic plan for the Chamber of Commerce and Community Development Corporation to work in concert to increase business retention and growth as well as attract compatible industries and businesses to Pagosa Springs.
- E. Continue to support USJHSD initiatives and growth as the main employer in the region and the backbone of emergency service infrastructure.
- F. Encourage development of the Cloman Industrial Park area as a multi-use business park that supports manufacturing, technology and other industries.
- G. Support and attract businesses that help fill the slower tourism shoulder seasons.
- H. Develop and implement a comprehensive business relocation marketing plan.

COLORADO MAIN STREET

The Colorado Main Street program is designed to revitalize both the downtown and historic districts, promote economic development, and support historic preservation. The program empowers local groups by advocating for the retention and rebuilding of downtown and historic districts based on their assets, unique appeal, personal service, local ownership and entrepreneurship. The Colorado Main Street program provides resources for communities such as technical assistance in the Main Street Four Point Approach®.

The Main Street Four Point Approach® is a coordination of four elements. **Organizing** gathers key individuals and identifies roles and responsibilities. **Promotion** communicates and sells the positive image of the revitalized downtown commercial and historic district. **Design** capitalizes on and leverages existing physical structures and assets. **Economic vitality** emphasizes the community's existing economic strengths and diversifies the economic base to withstand future unforeseen threats.

The program was developed as a response to widespread threats to local downtowns' unique character and architecture resulting from continued economic decline in small-city downtowns across the Country. The National Trust for Historic Preservation launched a demonstration project in the late 1970s that resulted in the establishment of the National Main Street Center which subsequently selected Colorado for a three-year pilot project in the early 1980s. There are now 18 Colorado Main Street communities in various tiers of the program: Candidate, Designated, or Graduate. Pagosa Springs is currently an Affiliate community and began the multi-year, stepped designation process for becoming a Colorado Main Street town in 2017.

Some benefits of the program include retaining and growing local jobs, efficient use of infrastructure, increased property and sales taxes, better public health, strategic decision-making, prosperous local development, resource protection and conservation, quality of life and increased community vibrancy. Benefits are realized through successfully incorporating the Eight Principles of the Main Street Program.

The Eight Principles of the Main Street Program include:

- *Comprehensive* – ongoing, continuous initiatives to create lasting progress.
- *Incremental* – to demonstrate “things are happening” whether small or more complex.
- *Self-Help* – initiated by local leadership demonstrating community involvement and commitment.
- *Public-Private Partnerships* – leveraging private and public support and expertise for effective outcomes.
- *Capitalizing on Existing Assets* – recognize and emphasize unique local assets which form the foundation for the community's success.
- *Quality* – threaded throughout every aspect of the program to maximize long-term viability and success.
- *Change* – shifting public perceptions and practices to support and sustain the revitalization is essential for success.
- *Action-Oriented* – frequent, small but dramatic, visible changes in the look and feel of activities in downtown will reinforce the effort underway.

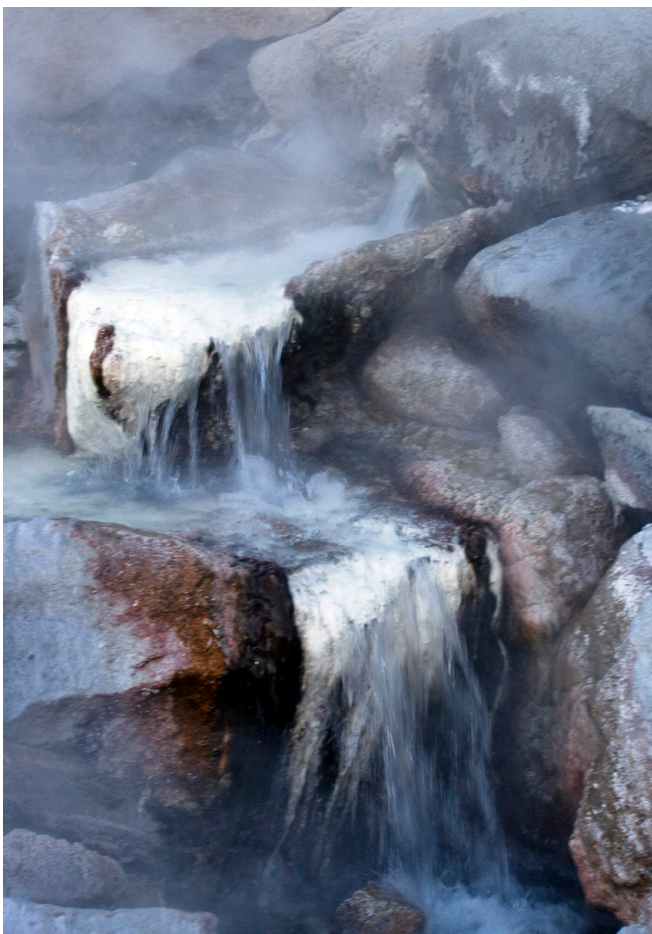


GOAL E-5

Support and ensure geothermal resources drive economic development activity.

Actions

- A. Refer to Chapter 2 and the geothermal section of this Plan for a list of actions to properly use the unique geothermal resource in Pagosa Springs as an economic driver.
- B. Support complementary development of riverside properties and resources.
- C. Support creative approaches to utilize geothermal heat for uses that require hotter temperatures prior to uses that desire lower water temperatures.



GOAL E-6

Encourage and support the implementation of the Downtown Master Plan to improve the downtown area for residents and tourists.

Actions

- A. Continue the work started by Downtown Colorado, Inc. and the Downtown Task Force to implement the Downtown Master Plan and determine how to fund the plan goals.
- B. Update the 2007 Downtown Master Plan to ensure the plan reflects the current public interest.
 1. Ensure strong community engagement and participation in the plan update, including key stakeholders, such as vacant infill property owners.
- D. Improve downtown infrastructure with expanded parking, lighting, wayfinding, signage, sidewalks, benches and trash and recycling receptacles.
- E. Encourage and support downtown beautification through building improvements, repainting with more vibrant Historic Preservation Board-approved colors, adding new landscaping and planters and installing public art projects.
- F. Encourage and support downtown development and redevelopment consistent with the LUDC and the Downtown Master Plan.
- G. Revisit the need and support for a Downtown Business Improvement District.
- H. Explore public-private partnerships for Downtown development.
- I. Pursue elevating the Town's current Colorado Main Street Program "Affiliate" status to "Candidate," "Designated," and "Graduate" status. Utilize all available program resources to advance downtown vitality and the goals of the Downtown Master Plan, and arts and historic preservation.

CHILDHOOD DEVELOPMENT AND LIFELONG LEARNING

VISION

Pagosa Springs advocates for comprehensive educational experiences that support cradle-to-grave learners from early childhood through adulthood including traditional learning, adventure-based learning and other multi-faceted learning platforms.

Pagosa Springs knows the importance of learning to both support the economic development of the community and to enhance quality of life for its residents. The Archuleta School District (ASD) is comprised of three comprehensive schools and a home school partnership, Pagosa Family School. All schools are located within the Town of Pagosa Springs. Pagosa Springs Elementary School has approximately 565 students from kindergarten through fourth grade. Pagosa Springs Middle School serves fifth through eighth grade and has approximately 540 students. Pagosa Springs High School has approximately 472 students. The district is also the authorizer for a charter school, Pagosa Peak Open School, which currently serves students in grades K–4 with the option to expand through 8th grade.

Several private schools are also within the community providing religiously-affiliated education, Spanish language instruction and workforce training. Our community also has many home-schooled students.



In planning for the future, Pagosa Springs recognizes the need for a wider spectrum of learning. In April 2017, the Early Care and Education Working Group, jointly engaged by the Town and County, issued a final report. The Early Care and Education Report studies current issues and challenges surrounding the availability of preschool education and childcare for children under age 5. Overall this study found a pressing need for additional early care and education.

Several key influences have shaped the vision for lifelong learning within Pagosa Springs including:

- The importance of early childhood education to improve long-term educational attainment and encourage greater participation in the workforce for parents.
- The need to continue to support local public and private schools to develop the “whole child” and use innovation (such as distance learning) to gain access to additional curricula not available locally.
- The urgent need to expand opportunities for vocational and trade-oriented education both to support public schools and enhance the workforce.
- The link between lifelong learning and a high of quality of life for residents of Pagosa Springs.





EARLY CARE AND EDUCATION REPORT

Providing affordable and accessible Early Care and Education (ECE) is a high priority for the Town of Pagosa Springs and Archuleta County. The 2017 Early Care and Education Report assessed the existing services, determined the need for additional services, studied other successful programs, and presented options for an expansion of ECE in Archuleta County. There are currently 193 ECE slots that are constantly filled and serve only one-third of area children. Yet 83% of parents said they would like to enroll their children in ECE, requiring an additional 280 slots. The shortage is particularly severe for children under age two, as there are only 14 spots available, despite an expressed need to enroll 185 children. Currently, there are three early care and education centers and seven licensed homes with costs ranging from \$150 to \$1,100/month. For many families, the programs would need to be more affordable before they could enroll their children.

Pagosa Springs and Archuleta County, responding to the shortage and eager to allow more parents to return to the workforce, looked at how other communities fund their ECE programs. Many nearby communities rely on funding from the school district, Head Start, grants, tax initiatives, and local government. The school district and local government committed to improving funding for the programs as a community service and to expand the local workforce. Given that commitment, the report created three models for expanded ECE programs and provided an estimated financial cost. An ECE work group will continue to meet with community stakeholders and local and state government to develop a five-year strategy for funding and other solutions.



Pagosa Springs recognizes that its support of lifelong education must be in partnership with Archuleta County. Of pressing concern is a need to enhance opportunities for early care and education while not losing sight of the importance of lifelong learning. Four (4) specific goals and supportive actions have been identified that advance on these fronts.

GOAL L-1

Continue to support and encourage excellent adolescent education.

Actions

- A. Continue to support the school district's efforts to create a new, modern campus and convert the old school sites to infill development areas consistent with the Downtown Master Plan.
- B. Encourage and support local efforts that promote youth learning, health and growth, such as youth serving organizations and mentoring programs.
- C. Work with the school district, and other entities to expand and improve opportunities for adventure-based learning.
- D. Utilize the school district's facilities in the evening, on weekends, and in the summer when not in use for school classes.
- E. Utilize other meeting spaces in the community for childhood education, development and growth.

GOAL L-2

Provide for needed early learning and childcare centers throughout the Pagosa Springs community.

Actions

- A. Provide incentives and support for additional preschool centers throughout the community to provide childcare for up to an additional 500 children.
- B. Support efforts to monitor the availability of preschool centers in light of the community's evolving demographics and local workforce income levels.
- C. Encourage incentives or programs to provide affordable daycare, such as land donations, fee and tap waivers, or the formation or expansion of non-profits that provide childcare.
- D. Pursue capital funding opportunities for early childhood education through Department of Local Affairs (DOLA), USDA loans and grants, and local fundraising.
- E. Collaborate with the ASD to implement early childhood education programs and goals, as stated in the 2017 Early Care and Education Report. This includes budgeting, staffing, facilities and planning for short, medium, and long-term growth of the 0–5 age group.
- F. Inventory government and quasi-government land to find suitable sites for early childhood education facilities. Provide land at no to low cost through long term leases or other mechanisms to qualified early childhood education providers.
- G. Revisit the LUDC to make it easier to provide childcare and early learning in residential areas, and streamline review processes and minimize regulations where possible.
- H. Amend the Town fee structure to provide for tap fee, impact fee, permit fee and application fee waivers for early childhood education facilities.



GOAL L-3

Support and encourage the creation of a vocational technical program, or bring a community college to the community with an emphasis on classes that support the local and regional economy and provide core classes for further college education.

Actions

- A. Encourage local business sectors to collaborate on needed talent gaps for potential vocational and community college programs, to help accommodate future local business growth needs.
- B. Support the efforts to attract and secure a campus, or similar high-quality low-cost secondary education college program/campus, to Pagosa Springs that will provide general secondary education as well as specialized programs that have a nexus to our area, for example, Geothermal, Archeology, Environmental, Recreation, etc.
- C. Collaborate with the school district and County to advance vo-tech and secondary education goals.

GOAL L-4

Support and encourage lifelong learning through non-credit academic courses, travel, new hobbies, reading, listening to others, community service and volunteerism.

Actions

- A. Encourage local organizations to promote and provide lifelong learning opportunities for all ages.
- B. Encourage lifelong learning opportunities at assisted living and transitional housing facilities.
- C. Ensure community colleges or vocational technical programs are catering to community lifelong learning needs.



CONNECTING ECONOMY AND EDUCATION

The relationship between the economy and education is highly interdependent. The lack of affordable early childhood care and other educational opportunities in Pagosa Springs hinders economic activity. Parents of small children cannot participate as actively in the job market and usually spend a disproportionate amount of household income on childcare. The goals and actions outlined above target improving the educational situation for early childhood development.


Economic goals that target diversifying the business climate hinge, in part, on finding and attracting qualified and competent employees. Supporting vocational and workforce learning opportunities enhances the skills of new graduates and adult learners, better positioning them to participate in a diverse array of businesses.

The following table outlines the themes where the Economy and Education goals and actions coalesce.

GOAL ALIGNMENT TABLE

	Economy	Education
Workforce Training	Goal E-1, Actions A, B and F	Goal L-3, All Actions
Providing for the Economic Well-being of the Workforce	Goal E-1, Action E	Goal L-2, Action C
Utilize Space Efficiently	Goal E-3, Action D Goal E-4, Action F	Goal L-1, Actions D and E





**CHAPTER 6.
INFRASTRUCTURE AND
GOVERNMENT**





INTRODUCTION

Pagosa Springs exists as a Town due to the long-time desire of residents for government services. The first miners, traders and settlers to the area requested that the federal government provide protection from the Ute Indians and improve transportation routes. As more settlers and trade arrived, in 1878, the federal government established Camp Lewis, later Fort Lewis, to improve the protection for the area. After the fort closed, the Town was platted in 1882 and later incorporated to continue to provide services for residents.

The infrastructure needs of Pagosa Springs have evolved since the Camp Lewis days, with the river and wells and outhouses replaced by water and sewer systems, dirt roads replaced by paved streets and the telegraph and telephone replaced by cellular and broadband systems. Likewise, the government for Pagosa Springs has evolved: Archuleta County was formed from a portion of Conejos County after Pagosa Springs was platted. Today, the Town and County governments and special districts maintain and expand existing infrastructure in the area. Local infrastructure includes broadband and cellular systems, health and medical facilities, childhood to adult education and services, housing, energy and food production, recreational facilities and non-motorized trails, ADA accessible facilities, and other systems necessary to create a vibrant, sustainable and resilient community.

Infrastructure forms the backbone of Pagosa Springs, providing critical utilities, access, transportation, amenities, support and services that will allow for the community to achieve the Plan Vision and the Vision Statements in this Comprehensive Plan. The Town government, regional government and quasi-government entities are essential as well. They are the primary entities responsible for assuring and providing quality and reliable infrastructure, and will, therefore, lead the implementation of this Comprehensive Plan for the Pagosa Springs community.

INFRASTRUCTURE

VISION

Pagosa Springs plans, provides, and maintains necessary infrastructure to support the community.

Pagosa Springs and Archuleta County must work to ensure the community has adequate infrastructure for the Pagosa Springs area. This can only be accomplished by working closely with Pagosa Area Water and Sanitation District (PAWSD), the Pagosa Fire Protection District (PFPD), the Upper San Juan Health Service District (USJHSD), Pagosa Springs Sanitation General Improvement District (PSSGID), Colorado Department of Transportation (CDOT), San Juan Water Conservation District (SJWCD), Archuleta School District (ASD) and other government and quasi-governmental entities. All of these entities analyze, plan, coordinate and provide infrastructure to the area. Infrastructure provides a springboard for the community to realize the visions, goals and actions of this Comprehensive Plan.

The Pagosa Springs area community can move forward in implementing the infrastructure vision based on one major goal and thirteen (13) specific actions.

GOAL I-1

Ensure there is adequate infrastructure to support existing, zoned and planned development in the area working with Archuleta County, PAWSD, the FPD, CDOT, the USJHSD and other applicable agencies.

Actions

- A. Support area efforts to provide excellent broadband internet access to the area as a cornerstone for economic development.
- B. Work with PAWSD, PSSGID and SJWCD to ensure adequate water and wastewater systems and improve those systems based on mutually agreed upon projected population growth and engineering studies.
- C. Improve area roads and intersections to ensure good levels of service, safety for multi-modal transportation and capacity for existing and planned development.
- D. Maintain roads to help improve community appearance and to ensure safe travel.
- E. Provide safe non-motorized connections between downtown and uptown as shown in the Town to Pagosa Lakes Trail Master Plan.
- F. Provide safe non-motorized connections with any new development or redevelopment.
- G. Work with Archuleta County to continue to improve and expand public transit in the area to link all areas of the Town and surrounding area by mass transit.
- H. Improve multi-modal transportation options and connections in the community through coordinated efforts with CDOT and Archuleta County through implementation of the Access Control Plan and other connectivity improvements as identified.
- I. Plan for increased traffic flows in the downtown district, including intersection improvements such as a potential additional bridge over the San Juan River to accommodate future traffic resulting from anticipated developments south and east of the river.
- J. Continue to improve and expand trails, parks and recreation infrastructure.
- K. Encourage continued collaboration between USJHD, Archuleta County Sheriff's Office, Pagosa Springs Police Department, PFPD, PAWSD and Archuleta County Emergency Operations to ensure adequate emergency medical services, fire protection, police services and infrastructure to handle anticipated calls during peak times.
- L. Encourage, provide and promote a balanced mix of parking infrastructure in the downtown area that provides sufficient parking, supports active modes of transportation, and prepares for changes to car automation, vehicular use and technology.
- M. Amend the LUDC to require property owner maintenance of private infrastructure, including, but not limited to, riverways, parking lots, landscaping and drainage systems, and consider adopting the ICC Property Maintenance Code.





GOVERNMENT

VISION

Pagosa Springs values long-term capital planning, efficient customer service and effective streamlined governance.

The Pagosa Springs government, founded at the request and consent of its citizens, has long-served the public trust and sought public health, safety and welfare for its citizens. Lately, Town government has evolved to provide a wide range of services to the community: parks, recreation and open space; housing; health and human services; planning and economic development; protection and promotion of the natural and built environment and other sustainable community initiatives. The government also provides excellent civic services and conducts customer service in a business friendly, open and transparent manner.

Through the development of this Comprehensive Plan, it was evident that there is a desire to ensure the Town government continues to provide a high level of service, while also improving and expanding services and amenities as envisioned in this Comprehensive Plan, the Town’s Capital Improvement Plan (CIP) and other adopted plans. To this end, the government vision is implemented through eight (8) high level goals and associated actions.

GOAL G-1

Continue to provide a high level of public services and maintain existing facilities while aiming to provide needed and desired improvements.

Actions

- A. Prioritize improvements to facilities in the community consistent with recommendations in this Comprehensive Plan, the Downtown Master Plan and other adopted plans.
- B. Maintain a five-year CIP that empowers the goals and actions of the Comprehensive Plan.
- C. Provide consistent and reliable funding for essential services based on priorities established in the CIP.
- D. Prioritize completion of improvements to existing facilities and projects before expanding facilities to serve new development.
- E. Review engineering and design standards for public infrastructure to ensure appropriate and high-quality design and sustainable practices.
- F. Pursue the replacement of the Town’s Public Works facility to ensure efficient and effective public works operation standards.

GOAL G-2

Provide accessible facilities for persons with disabilities.

Actions

- A. Continue to identify and make public improvements for accessibility for persons with disabilities using ADA and Universal Design standards to ensure all public facilities are welcoming to all.
- B. Continue to provide ADA assessments for private business in an effort toward town-wide accessibility.
- C. Continue to provide ADA accessibility improvement grants to qualifying businesses.

GOAL G-3

Provide adequate facilities and services at the time of new developments, with new developments paying costs associated with such development unless the Town desires to provide incentives to accomplish the goals of the Comprehensive Plan.

Actions

- A. Review and amend, as necessary, land dedication standards to address needs for fire protection, water, wastewater, streets, trails, parks, school land dedication and other facilities and utilities.
- B. Work with Archuleta County to update the joint impact fee study to ensure the fee structure identifies current costs of and the nexus to development to financially contribute towards regional infrastructure improvements that accommodate additional infrastructure needs associated with growth.
 1. Consider including a housing impact fee and/or linkage fee to accommodate future workforce housing needs.
 2. Work with the County to update a joint impact fee study and adopt impact fees to ensure an equitable development climate.

GOAL G-4

Explore traditional and alternative revenue sources for services and desired capital improvements.

Actions

- A. Explore other revenue sources to pay for essential services, such as a use tax or a sales tax increase.
- B. Explore opportunities to collect user fees to pay for some services where appropriate. For example, use parking fees to pay for improvements to the downtown such as parking, sidewalk and streetscape improvements.
- C. Continue coordinating a mix of revenue sources (grants, taxes, private investment) to carry out the goals of this Comprehensive Plan while minimizing residents' tax burden.





GOAL G-5

Maintain and continue to improve the level of service provided by law enforcement and juvenile services.

Actions

- A. Provide consistent dedicated funding for law enforcement, municipal court and juvenile services.
- B. Provide adequate training of staff to enhance diversity of services available.
- C. Ensure adequate number of police officers on duty in coordination with the Archuleta County Sheriff's Office.

GOAL G-6

Ensure that underrepresented and low-income populations have access to quality public services and facilities.

Actions

- A. Evaluate all public facilities (libraries, parks, community centers) for accessibility and responsiveness to the needs of underrepresented and low-income populations.
- B. Collaborate with non-profit and advocacy groups to understand the priorities and needs of all income levels. Conduct roundtable discussions and identify other opportunities for public and stakeholder engagement that are inclusive, inviting and accessible.

GOAL G-7

Provide incentives to realize the overall vision, vision statement, goals and actions of this Comprehensive Plan.

Actions

- A. Regularly re-evaluate current regulations, Town fee structure, incentives and disincentives and adjust Town processes, fees and procedures as needed to facilitate the implementation of this Comprehensive Plan.
- B. Consider creating and demonstrating an entrepreneurial and visionary ethos that will inspire staff to implement projects and policies that contribute to community and economic development and are consistent with this Comprehensive Plan.
- C. Implement the economic development actions set forth in Chapter 5.
- D. Consider hosting periodic meetings with business owners, the Chamber of Commerce and the Community Development Corporation possibly hosted by Town departments on a rotating basis.

GOAL G-8

Continue to improve and embrace good governance practices.

Actions

- A. Ensure the Town Council, advisory boards and employees of the Town of Pagosa Springs fully embrace and recognize the importance of excellent civil and public service, with a primary goal of serving the public interest.
- B. Ensure each Town department is responsive, accountable and accessible to citizens, clients and visitors.
- C. Continue to ensure all governmental processes are open, transparent and fair.
- D. Actively encourage, recruit and train citizens to serve on Town Council, advisory boards and committees.

INTERGOVERNMENTAL COOPERATION AND COORDINATION

VISION

Pagosa Springs, Archuleta County, special districts and other agencies effectively collaborate to provide and maintain critical infrastructure, services, coordinated land use planning and development.

The path forward for Pagosa Springs to implement this Comprehensive Plan requires collaboration and coordination with key entities such as Archuleta County, PAWSD, the PFPD and all other government and quasi-governmental entities. To execute the plan, each entity must prioritize these vitally important projects, work together towards their implementation and create intergovernmental agreements where needed to ensure successful results. Through these collaborative efforts, Pagosa Springs and the surrounding area will attain needed infrastructure, coordinated planning and policies and the desired character. The Town and County will endeavor to realize common visions, goals and actions of their respective adopted plans, with the common goal of positive outcomes for our community. Four (4) primary goals were created through the development of this Comprehensive Plan to support the vision of intergovernmental cooperation and coordination.

GOAL IG-1



Proactively lead intergovernmental planning and capital planning efforts with Archuleta County, PAWSD, PFPD, ASD, USJHSD, CDOT and other applicable governmental agencies to ensure adequate infrastructure, provision of services, public safety and transportation and address other intergovernmental issues and opportunities.

Actions

- A. Take the lead in creating intergovernmental agreements with Archuleta County, SJWCD, PAWSD, PSSGID and the PFPD to ensure adequate water storage, treatment and delivery systems exist to accommodate existing built and zoned development in the Town and County and development envisioned by the Comprehensive Plan and the Archuleta County Community Plan.
- B. Collaborate with all public utility providers to ensure quality and reliable infrastructure services are maintained and improved to accommodate future growth needs. Coordinate with Archuleta County Office of Emergency Management to plan for adequate levels of service, hazard identification and mitigation and promote public safety.
- C. Work with the local electric, natural gas and telecommunication utility providers to ensure reliable and consistent services.
- D. Coordinate with the Archuleta School District (ASD) to plan for growth.
- E. Collaborate with Archuleta County, PAWSD, the ASD, the PFPD and other taxing entities to develop a 5- to 10-year improvement plan that lists all the needed or desired governmental projects, prioritization and a mutually agreeable funding approach to ensure needed capital improvements or funding of needed governmental infrastructure is provided.
- F. Create a committee of citizens to educate the community on capital and funding needs and to promote and support the mutually agreed upon funding plan and tax initiatives once placed on the ballot.
- G. Work with Archuleta County, PAWSD and other agencies on creating a three-mile plan that defines specific future land uses, an “urban service area” where growth should occur, desired/required annexations, desired character and shared goals



and actions to guide land use and development in the area.

- H. Work with Archuleta County and PAWSD to prepare an Intergovernmental Agreement (IGA) to implement the three-mile plan and provide for mutual review of projects in a mutually agreed upon joint planning area. Also engage in a process to consider implementing zoning and design standards consistent with the Town’s standards across the area, ensuring the desired character is achieved.
- I. Proactively work with CDOT on coordinated Highway 160 planning design and improvements, using IGAs where appropriate.
- J. Work with Archuleta County to consider implementation of additional tools to help manage growth such as transfer of development rights (TDRs), etc.
- K. Coordinate with Archuleta County, PAWSD and the PFPD to plan for future growth and needed infrastructure improvements.
- L. Amend the LUDC by working with PAWSD, PSSGID and other utility providers to ensure adequate provisions for facilities and infrastructure.

GOAL IG-2

Explore unified and coordinated services with Archuleta County, to ensure efficient and adequate provision of services and public safety.

Actions

- A. Explore the political interest and feasibility for combining government services where possible, such as combining the County and Town Planning and Building departments.
- B. Continue collaboration to identify inefficient processes and provide improvement measures.
- C. Collaborate with the County to identify inequities and consider measures that provide a level playing field for different portions of our community.

GOAL IG-3

Pagosa Springs will coordinate growth planning with the Archuleta School District (ASD).

Actions

- A. Continue to work with the ASD on planning for future growth and shared facilities.
- B. Work to improve safe routes to school through infrastructure improvements to encourage multiple modes of transportation.
- C. Collaborate on housing needs for school staff and the community.

GOAL IG-4

Pagosa Springs will coordinate with Archuleta County Office of Emergency Management and other agencies to plan for hazard mitigation and promote public safety.

Actions

- A. Coordinate with public safety and hazard mitigation agencies for information sharing, planning, education and training.
- B. Develop a coordinated hazard mitigation plan. Utilize state resources to help with this effort.
- C. Support events that promote “getting to know” local public safety employees for residents and businesses.

HAZARD IDENTIFICATION, MITIGATION, AND RESILIENCE

The stunning natural beauty of Pagosa Springs comes with a price in terms of natural hazards. Flood, wildfire, drought, and landslide are among the most significant natural hazards present.

The identification and mitigation of these hazards requires coordinated efforts to achieve community resiliency. Resilience is the capacity of a system to absorb disturbance and reorganize while undergoing change to retain essentially the same function, structure and identity. Community resiliency rests on planning, preparedness, and response to save lives, protect health and property, and decrease costs.

Communities across the West face challenges associated with the effects of climate change. These events include prolonged periods of drought, increased potential for wildfire, and flooding. Pagosa Springs collaborates with Archuleta County on identification, mitigation planning, and preparedness.

Wildfire is a perennial concern for a community surrounded by the San Juan National Forest. There have been 169 fires listed in the Federal Wildland Database between 1980–2016 with over half of these caused by human action. While wildfire and landslide are significantly less likely in Town than in the county, impacts will reverberate throughout the community should a major fire occur.

Flood risk is the most significant natural hazard facing downtown residents and businesses. Since 1972 there have been 11 damaging flood events, including a 2014 flash flood bringing more than a foot of fast-moving flood waters through a portion of downtown, causing substantial damage to residences and businesses. Accurate flood mapping can mitigate devastating impacts from future floods. Accurate flood mapping can be used to prohibit building in flood-prone areas, lessening downstream impacts, lowering insurance premiums, and increasing effective coverage.





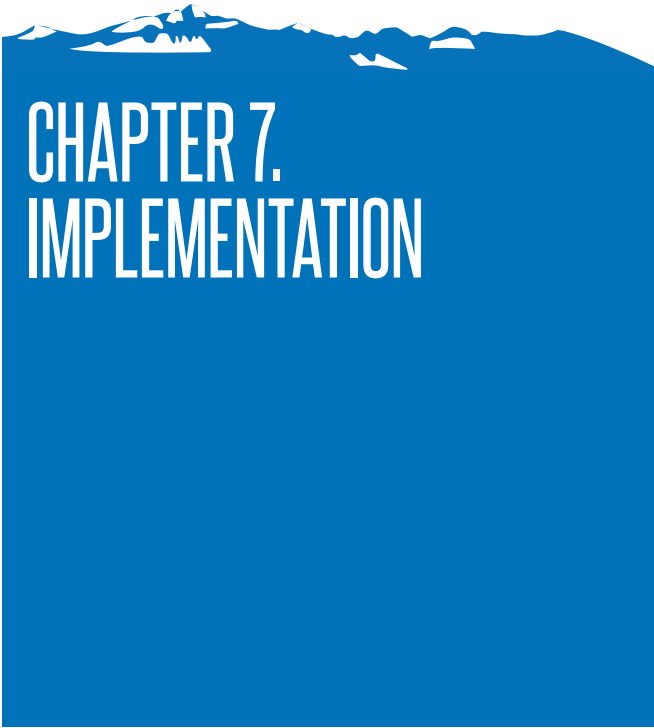
CONNECTING INFRASTRUCTURE, GOVERNMENT, AND INTERGOVERNMENTAL COOPERATION AND COORDINATION

This Comprehensive Plan, in the goals and actions it sets forth, acknowledges the necessity of collaborations between governments and special districts. While many of the actions can be accomplished solely by the Town of Pagosa Springs, others require the involvement of the County or other entities. The education, health,

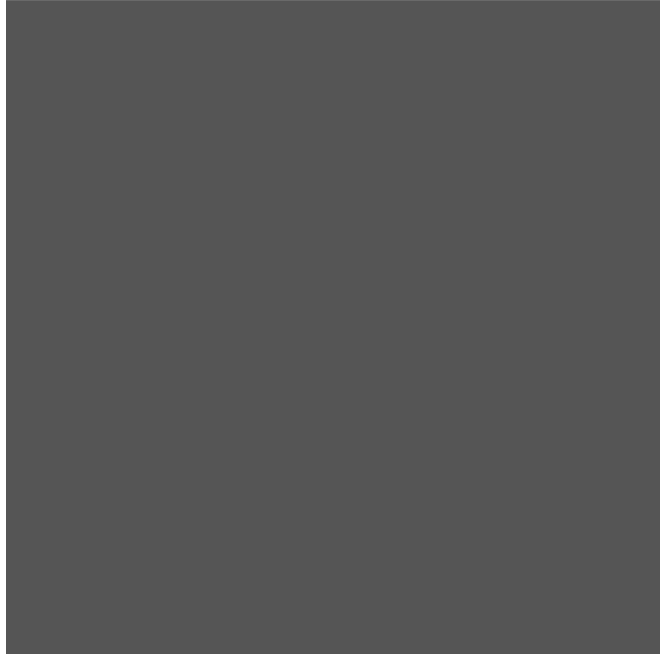
and community services of the area will work closely with the Town to ensure Pagosa Springs Forward.

GOAL ALIGNMENT TABLE

	Infrastructure	Government	Intergovernmental Cooperation and Coordination
Plan for Growth	Goal I-1, Actions B and I	Goal G-3, Action B	Goal IG-1, Actions A, B, D, and G Goal IG-3, Action A
Accessibility	Goal I-1, Actions C and G	Goal G-2 Action A Goal G-6 Action A	Goal IG-1, Action I Goal IG-3, Action B
Essential Services	Goal I-1, Action K	Goal G-1 Action C Goal G-4, Action A	Goal IG-1, Actions A through E, and K Goal IG-4, Action A



**CHAPTER 7.
IMPLEMENTATION**





INTRODUCTION

In addition to acting as a policy guide for the Town of Pagosa Springs, this Comprehensive Plan will be most meaningful and useful to the Town if the goals and actions contained herein are acted upon. This chapter provides both tools and a roadmap for how the goals and actions may be carried out. As there is never only one way to reach a solution, there are also many ways to further the goals of this plan. There are government measures that can be undertaken such as zoning changes, additions to the Capital Improvement Plan (CIP), or regulatory measures.

There are also staff activities that move implementation forward such as applying for grants, holding regular public meetings for input, maintaining relationships with important partners and advocating for the goals and actions of the plan within the Town government and the Pagosa Springs community. Both staff and government actions require continuous support from the community—the planning commission and other volunteer committees, homeowners, renters, business owners, seniors, families and anyone with a “stake” in the Town of Pagosa Springs. Fostering continued engagement and energy for the ideas contained in this plan is the most important piece of implementing the plan.



PATHS TO IMPLEMENTATION

The Plan as a Policy Tool

One way the Comprehensive Plan is used is to guide private and public development. The Town may use this plan to assess the appropriateness of proposed development cases including zoning actions, design review, or special permits. All the themes of the Comprehensive Plan are used to assess development applications, including the goals, actions and applicable maps. The plan may also be used to assess the appropriateness of private development actions, proposed CIP items, and the siting of public facilities such as new schools. The listed actions (below) establish how the Comprehensive Plan should be used and its sphere of influence. These actions empower the plan to direct future development.

Relevant goals and actions:

- Require rezoning, Planned Unit Developments, conditional uses and other discretionary reviews to be in general conformance with the Comprehensive Plan.
- Provide housing for the current and future local workforce by implementing the goals of the Comprehensive Plan.
- Prioritize improvements to facilities in the community consistent with the recommendations in the Comprehensive Plan.
- Maintain a five-year CIP that empowers the goals and actions of the Comprehensive Plan. Coordinate a mix of revenue sources (grants, taxes, private investment) to carry out the goals of the Comprehensive Plan.
- Regularly re-evaluate and adjust Town regulations, fee structure, incentives and processes to facilitate the implementation of this Comprehensive Plan.
- Provide incentives to realize the overall vision, vision statement, goals and actions of this Comprehensive Plan.

Zoning and Land Use

The planning process conducted from 2016–2018 to create this plan included a hard look at the existing zoning and land use regulations. This plan makes several recommendations that further the goals of all themes of the plan. The staff and community members involved in this plan made a point to have the goals, actions and Future Zoning Map (see Appendix) changes be consistent with the agreed upon vision for Pagosa Springs. Enacting zoning and land use changes can be a physical manifestation of the ideas of this plan. The list of actions below and the Areas of Change summary (see Appendix), should act as a starting point for both Planning staff and the Planning Commission as they create agendas and priority lists for each year.

Relevant goals and actions:

- Strengthen regulatory approaches in the LUDC such as requiring certain setbacks from the edge of water bodies for buildings and Best Management Practices to protect water quality.
- Consider adopting local wetland regulations into the LUDC to ensure wetland areas are protected, or if disturbance is unavoidable, the impacts are minimized and mitigated.
- Incorporate wildlife protection provisions into the LUDC such as ensuring the provision of wildlife movement corridors through property greater than five acres in size with the maintenance of green spaces, absence of prohibitive fencing, etc.
- Consider amending the LUDC to develop standards to protect the scenic qualities of ridge lines while also allowing for the reasonable use of property or rezoning to realize the goals of this plan.
- Amend the LUDC to specify that exterior lighting be low-level and shielded or otherwise protected to prevent light trespass onto adjacent properties and minimize light pollution.



- Amend the LUDC to develop tree standards to protect “significant” mature, healthy trees to the extent practical.
- Amend the LUDC to allow for community-scale solar energy farms within the Town as a conditional use permit.
- Consider amending the LUDC to strengthen the preservation and protection of historic structures in the Town.
- Revisit the LUDC Historic Preservation requirements to ensure that contributing and supporting structures will be protected and preserved, allowing demolitions for structures only after making substantial findings to warrant demolition.
- Revise the LUDC to reference the adopted Access Control Plan (ACP) and the associated required land dedications and infrastructure improvements for developments within the ACP corridor.
- Explore a range of best practices for incentives to provide affordable housing, such as parking reductions, water and sewer tap fee waivers, application and building permit fee waivers, streamlining and simplifying the development review process and flexible design standards.
- Evaluate other communities’ deviation from the minimum dwelling unit size of 400 square feet and consider amending the LUDC if appropriate.
- Amend the LUDC to only allow the maximum density as envisioned under the Future Zoning Map if 10% or more of the density is restricted to affordable or attainable housing by a housing deed restriction. Or, consider allowing a density increase if a certain percentage of the units are deed restricted for affordable or attainable housing.
- Amend the LUDC to include a definition of housing choice that includes both housing for those who earn less than 60% of the Average Median Income (AMI) and housing for those who earn between 60–120% AMI.
- Allow multi-family uses as a conditional use permit in the Commercial and R-12 zone district.
- Allow for mobile home parks as a conditional use in the R-22 zone district.
- Extend the MU-TC zoning and an Overlay district in the River Center Area to the east as an incentive for redevelopment.
- Amend the LUDC to provide guidelines or standards for infill in existing neighborhoods.



- Amend the LUDC to include guidelines or standards following Pagosa’s traditional-style neighborhoods.
- Explore appropriateness of amending the LUDC to permit residential uses in the Public/Quasi Public Zone District that would encourage more opportunities for housing on government-owned land.
- Conduct a “Sustainable Land Use Code Audit” (Smart Growth America) to ensure code is consistent with best practices for energy conservation and community health.
- Require rezoning, Planned Unit Developments, conditional uses and other discretionary reviews to be in general conformance with the 2007 Downtown Master Plan when located within this Urban Service Area.
- Amend the LUDC and residential zoning districts to be consistent with the Future Zoning Map.
- Amend the LUDC to require new developments, especially PUDs, contain a variety of housing types, styles, lot sizes, unit sizes and amenities such as play areas, parks, trails, or open space.
- Amend the LUDC to implement adopted County Hazard Mitigation Plan as needed.
- Revisit the LUDC to make it easier to provide childcare and early learning in residential areas and streamline review processes and minimize regulations where possible.
- Amend the LUDC to require property owner maintenance of private infrastructure including, but not limited to, riverways, parking lots, landscaping, and drainage systems and consider adopting the ICC Property Maintenance Code.
- Amend the LUDC by working with PAWSD, PSSGID and other utility providers to ensure adequate provisions for facilities and infrastructure.

Capital Improvement Planning

The Town’s Capital Improvement Plan (CIP) is an important mechanism to implement public projects and infrastructure improvements. Public dollars will always be limited, so the Town should balance its priorities with available revenues and other public funding sources. When updating its annual CIP, the Planning staff should look at goals and actions from this plan that could be implemented via the CIP. It is also a chance to talk to other Town departments about budget priorities.

Relevant goals and actions:

- Provide assistance for the maintenance, renovation and rehabilitation of historic properties.
- Consider the creation of an arts market area or repurpose an existing public or private space for vendors to display and sell their art
- Provide public art in municipal public works projects (i.e., buildings, furnishings, and landscapes)
- Maximize pedestrian safety through additional pedestrian crossings, flashing signals, pedestrian flags, and non-traditional signs as speed and crossing warnings.
- Establish signage and wayfinding components for bicyclists and pedestrians.
- Connect collector streets for better mobility.
- Invest in signage to warn of wildlife crossings.
- Consider providing electric vehicle charging areas in all Town-owned and managed parking lots.
- Implement the recommendations of the 2008 Town of Pagosa Springs Streetscape, Furnishings and Wayfinding Sign Plan to improve streetscape amenities, showcase community brand and theme, and provide wayfinding for tourists and residents.



- Create a downtown gateway in the historic waterworks/Cotton’s Hole/First Street Highway 160 bridge area.
- Improve downtown infrastructure with expanded parking, lighting, wayfinding, signage, sidewalks, benches and trash and recycling receptacles.
- Continue to improve and expand trails, parks and recreation infrastructure.
- Maintain roads to improve community appearance and to ensure safe access.
- Provide a balanced mix of parking infrastructure in the downtown area that supports active modes of transportation and prepares for changes to car automation, vehicular use and technology.
- Amend the Town fee structure to provide for tap fee, impact fee, permit fee and application fee waivers for early childhood education facilities.
- Consider regulations for fireplace and woodstove burning in the downtown area such as the model ordinances available through the EPA Burn Wise program.
- Consider fee waivers and fast track issuance of building permits for solar panels.
- Create housing guidelines and housing deed restrictions.
- Acquire potential sites for housing as opportunities arise.
- Work with developers and property owners to locate a vehicular bridge across the San Juan River in downtown.

Regulatory Changes

This plan contains a number of recommendations not directly related to the land use development code or zoning ordinances but that require regulatory changes from the Town government. Enacting these recommendations would require political action from the Town Council and support in the yearly budget. These are grouped below, and it is suggested Town Council reviews this list at least once a year to keep the goals of the Comprehensive Plan aligned with the Town Council agenda and priorities.

Relevant goals and actions:

- Use parking fees to pay for improvements to the downtown such as parking, sidewalk and streetscape improvements.
- Change how development fees work.
- Purchase of buildings for reuse to meet stated goals.
- Consider including a housing impact fee to accommodate future workforce housing needs.
- Provide land at no to low cost through long-term leases to qualified early childhood education providers.

Partnerships and Community Involvement

This Plan is intended for more than just the Planning Department staff within the Town government. It is a community plan, to be used by citizens, interest groups, not-for-profits, and business owners. Many of the recommendations in this plan are about partnerships. In order to get things accomplished, community involvement must be present to champion and support various projects and initiatives. Actions that involve partnerships or community involvement are listed below to remind both community members and the planning staff how they can work together to move the plan forward.

Relevant goals and actions:

- Collaborate with Pagosa Springs Area Tourism Board for implementation of the Town of Pagosa Springs Streetscape, Furnishing and Wayfinding Sign Plan.
- Work with other community institutions, especially the Pagosa Springs Area Tourism Board, to support a comprehensive branding and marketing plan for the community and

provide adequate funding for marketing efforts that support the plan.

- Partner with PAUSD to inform the public about water conservation measures.
- Work with Colorado Parks and Wildlife in the development review process.
- Work with federal, state, county and local officials to consider development of a conservation plan for the Pagosa Springs Skyrocket.
- Create a Climate Action Committee tasked with staying abreast of regional temperature and precipitation trends, current science and policy and its collective impact on the human environment of Pagosa Springs.
- Look for opportunities to partner with the state, county, and relevant agencies to reduce the greenhouse gas emissions from the Pagosa Springs community.
- Support and promote local geothermal initiatives and businesses.
- Work with community stakeholders for the data collection of the geothermal aquifer and private and public wells.
- Advocate for boards and other groups to expand education and provide outreach regarding the Town's history and regional rural heritage.
- Continue to work with the Pagosa Springs Area Tourism Board, Community Development Corporation and neighboring Tribal Nations to celebrate and share the area's history, culture and community heritage.
- Support non-profits that provide educational opportunities to learn about the heritage and history of Pagosa Springs.
- Consider including board and commission members on other related boards, for example inviting a Historic Preservation Board member on the Planning Commission and vice versa.
- Support efforts of community organizations such as the San Juan Historical Society, to develop a cultural or history museum or other appropriate public venue to showcase and celebrate community history, heritage and culture.
- Collaborate with organizations that have similar interests and goals to identify common objectives, share resources and coordinate community's efforts regarding the preservation of history and culture.
- Establish an Arts Advisory Board to foster the arts in the community and develop the Community Arts Plan in collaboration with the Pagosa Springs Arts Council.
- Ensure all segments of the community are consulted in the development of the Community Arts Plan.
- Explore obtaining a Colorado Creative Art District Certification.
- Work with businesses and organizations to promote the arts, culture and heritage of the community.
- Work with businesses and organizations to continue to support festivals, fairs and events.
- Develop a public art program to work with local artists to showcase their art.
- Create public-private partnerships and leverage town, federal and state government, and quasi-government resources to create incentives for private sector investment in housing.
- Work with CDOT on design and access for crosswalks in downtown.
- Create a community map of bike and pedestrian routes through collaboration with DUST₂, Safe Routes to Schools Coalition, Retro Metro Kids, residents, Pagosa Lakes Property Owners Association (PLPOA), and other organizations and stakeholders.
- Encourage businesses to provide employee incentives and appropriate facilities to promote the use of transit as a commuting option.



- Utilize public-private partnerships to promote infill or redevelopment in opportunity areas.
- Establish public beautification programs.
- Work with neighborhoods to identify and prioritize infrastructure deficiencies.
- Work with the Chamber of Commerce, Community Development Corporation and Archuleta County to create a comprehensive economic development strategy.
- Support the Archuleta County School district in achieving its high-performance education objectives for students as key economic engines for communities.
- Support the Upper San Juan Health Service District as the primary employee generating industry.
- Support and encourage economic development through specific government actions, such as the creation of an Urban Renewal Authority and a Downtown Development Authority.
- Support and encourage the creation of a strategic plan for the Chamber of Commerce and Community Development Corporation to work in concert to increase business retention and growth as well as attract compatible industries and businesses to Pagosa Springs.
- Explore public-private partnerships for downtown development.
- Collaborate with the Archuleta School District (ASD) to implement early childhood education programs.
- Work with the school district and other entities to expand and improve opportunities for adventure-based learning.
- Coordinate with CDOT and the County to implement the Access Control Plan.
- Collaborate with non-profit and advocacy groups to understand the priorities and needs of all income levels.

- Meet with business owners, the Chamber of Commerce and the Community Development Corporation on a regular basis.

The following list contains actions where the Town is directed to collaborate with the County. Partnership and collaboration with the County is a major theme of this plan. The development of the Town and County are closely interrelated so working together is necessary for a successful outcome.

Collaborate with Archuleta County on the following goals:

- Consider creating a joint open space fund to identify and protect key parcels.
- Develop consistent standards that promote clustering and conservation of land at town's edge.
- Establish a Housing Oversight Organization.
- Create a permanent housing fund with annual revenues dedicated to affordable and attainable housing.
- Re-evaluate the existing mobile home park zoning.
- Create a new "Pagosa Area Plan," "Joint Planning Area," and an "Urban Service Area." Develop a formal IGA to implement the Plans.
- Review, amend, and create codes; improve code enforcement; or provide incentives to clean up blighted sites.
- Work with FEMA to update floodplain maps.
- Creation and adoption of a Natural Hazards Plan.
- Improve and expand public transit.
- Update a joint impact fee study.

CATALYTIC PROJECTS

Introduction

One way to successfully implement this Comprehensive Plan is through projects that exemplify the goals and actions contained herein. This plan calls these “Catalytic Projects” as any one of these would act as catalysts for the goals and actions of the Comprehensive Plan. Implementing these Catalytic Projects will require more than one strategy and many process steps by both the public and private sectors. The necessary strategies and processes are outlined in project implementation matrices later in this chapter.

These projects include:

- Project #1: a redevelopment at the corner of Lewis and Main Street
- Project #2: a walkable mixed-use development on the Springs Partners site in downtown
- Project #3: A sub area plan for uptown
- Project #4: The attraction/creation of other local specialty businesses that employs between 25 and 50 people
- Project #5: An affordable or attainable housing development that will increase housing opportunities
- Project #6: The completion of the Town to Pagosa Lakes Commuter Trail
- Project #7: The establishment of a Recreation Center and/or Recreation District

For each project there are one or more project components. For each component, the implementation matrix includes a description of that component, the key players that need to be involved to move the project forward, and a general estimate of cost and the time it may take to complete such a project. Additionally, four key types of implementation pathways have been suggested. These range from ways to support the funding of projects, help ensure the planning and design outcomes support the goals of the Comprehensive Plan, integrate key infrastructure into the project, and involve the Town of Pagosa Springs to take leadership if appropriate. The following list offers a description and suggestions of each type of implementation pathway and may be referred back to while reading the matrices.

Funding Pathways

Tax Increment Financing District (TIF District)

Establishing a Tax Increment Financing District (TIF District) is one way to fund downtown infrastructure improvements. This could take the form of an Urban Renewal Authority (URA) or Downtown Development Authority (DDA). TIF Districts are a method of paying for new public improvements with tax revenues from within the district. In a TIF District, the increases in tax revenue from new investments or property values are funneled to pay for public improvements within that District. Many TIF districts are formed in anticipation of new private investment. By forming the district before that private investment occurs, the community can be assured of capturing the money associated with increased increments in value to fund infrastructure investments. Communities across Colorado are using TIF Districts to revitalize their downtowns.



Bond Initiative/Mill Levy

Bonds and mill levies are used by municipalities to finance large projects. Bonds are usually paid for by the municipalities involved, and backed by private investors buying pieces of the bond. Mill levies are small additions to property taxes for property owners within the agreed upon district. For example, a Recreation District boundary could be drawn, and all property owners within that district would pay an additional mill levy to pay for facilities and services associated with the district.

Capital Improvement Planning (CIP)

Incorporating a project component into the CIP or modifying existing CIP projects or Town objectives related to the CIP is one way to implement a project. Taking advantage of existing infrastructure investments (sidewalks, roads, deep utilities) and adjusting the projects to align with the objectives of the Comprehensive Plan can help move various projects and/or initiatives forward with marginally increased costs. Additionally, the Town could involve itself directly in the development of projects through the disposition of Town land in support of a project or initiative. This direct investment of land could establish the Town's role in any public-private initiative.

Grants

The Town will likely need to supplement its spending with grants to get many project components completed. Applying and administering grants takes time and staff capacity, but they can pay off in the long run by providing large sums of money to help get projects off the ground. Some grants that may be applicable to various Catalytic Projects:

Enterprise Zone Tax Credits:

<https://choosecolorado.com/doing-business/incentives-financing/ez/>

Federal Surface Transportation Block Grant Program:

<https://www.fhwa.dot.gov/specialfunding/stp/>

CDOT Transportation Alternatives Program (TAP):

<https://www.codot.gov/programs/planning/tap-cfp>

Great Outdoors Colorado Connect Initiative Grants:

<http://www.goco.org/grants/apply/connect-initiative-grants>

Federal Community Connect Grants:

<https://www.rd.usda.gov/programs-services/community-connect-grants>

Colorado Broadband Fund:

<https://www.colorado.gov/dora-broadband-fund>

Colorado Historic Property Preservation Income Tax Credit:

<https://www.colorado.gov/pacific/energyoffice/atom/14826>

Colorado DOLA Housing Grant & Loan Programs:

<https://www.colorado.gov/pacific/dola/grant-loan-programs>

USDA Rural Development Community Programs:

<https://www.rd.usda.gov/programs-services/programs-services-communities-nonprofits>

Tax Credits

Tax credits are awarded to eligible participants (such as developers or housing entities) to offset a portion of their federal or state tax liability in exchange for the production or preservation of affordable rental housing. The value associated with the tax credits allows residences in developments to be leased to qualified households at below market rate rents. These tax credits could be instrumental in the development of affordable or attainable housing in Pagosa Springs.

Voter Approved Sales Tax Increase

Many communities across the state (particularly ones with large tourism-based economies) are using sales tax or hospitality tax measures to provide recreation amenities such as trails or to offset the impact of tourism (road paving for example).

RFI/RFP

Testing the potential private sector interest in downtown development can be a useful tool to better understand design needs relative to market conditions, project costs and the expected relationship needed between the Town and a development partner. A Request for Interest (RFI) should focus on exploring “interest” in the project: market alignment, needs for infrastructure, basis of public-private interaction and roles. A Request for Proposal (RFP) would move this forward into a more detailed exploration of the design outcomes, costs and integration of the project with the surroundings. RFI/RFPs would come out of the Town budget.

- Develop an RFI for an affordable or attainable housing development on any Town-owned parcels. Identify extent of developer interest in public-private partnership in creating a development that has a mix of housing choices.
- Develop an RFP for public realm design and planning for the corner of Main Street and Lewis Street.

Design Pathways

Site Planning

When implementing parts of the Comprehensive Plan at a specific site it may be beneficial to study specific project components through site and/or master planning. Through this process, work with selected developer(s) to integrate development proposals seamlessly with existing plans for the area and associated new/improved public open spaces and streets.

Rezoning

Update development policies to address land use and development goals for downtown. In most respects, existing zoning regulations suitably accommodate downtown development envisioned in the plan. Some changes near downtown are recommended (see Areas of Change Summary in the Appendix) in order to bring about desired densities and a greater mix of uses. Current downtown zoning policies that should be continued include allowance of a variety of land uses including multi-family housing, exemptions from the minimum off-street parking requirements that apply in other zoning districts, and allowance for sharing parking among uses with different demand peaks.

Design Guidelines

Design guidelines are desirable to help ensure buildings contribute to the value of surrounding private property and public spaces. Through their design, buildings help make an area a place of community and economic value. Design guidelines intentionally offer greater flexibility than zoning policy, which is important as the different conditions of each site and development may require that certain design guidelines take priority over others, or may require creative solutions. In any case, development projects should be expected to achieve the intent of the design guidelines, even if their means of doing so varies from recommended solutions. Design guidelines could be a helpful tool as part of a



subarea plan for uptown. Design guidelines can be organized into the following sections:

Urban Form

- General facade design guidelines – help ensure quality architecture throughout the downtown area.

Streetscape / Parking

- Street-specific guidelines – help ensure buildings and sites respond to the unique qualities and roles of different streets.
- Parking design guidelines – help ensure that off-street parking in parking lots or structures does not detract from downtown appearance or walkability.

Infrastructure Pathways

Parking

Parking in Pagosa Springs can be difficult in the summer. Many other times of the year it is not hard to find parking. Especially for downtown, the goal is to create a parking environment that works during all seasons. Parking changes for these Catalytic Projects can take one of two forms: the number of spots and locations of those spots relative to the area, or pricing parking appropriately. Currently, there is a lot of parking in areas that may not be appropriate and take away from the character of the area, whether downtown or uptown. Rethinking where parking should be relative to the buildings and streetscape can start a conversation about potential new parking locations. Pricing parking, especially during peak periods, can also change transportation behaviors, encourage turnover in parking spaces, and create some revenues for the Town.

Streetscape

The streetscape is a vital component of the character of a place. It includes sidewalks, landscaping, street furniture, planters, transit

shelters, trash and recycling receptacles, parking meters or kiosks, utility or traffic light poles, and both street and commercial signs. Public investment in an inviting streetscape can be a tool for economic development and revitalization. In the private realm, streetscape requirements for private developments can lead to walkable, inviting neighborhoods that are desirable for new residents or visitors.

Trails and Walkways

Trails and walkways not only create safe walking options throughout a neighborhood or area, they become an amenity and attraction themselves. Continuing to expand the trails and walkway system both within Town and in the surrounding area will keep quality of life high for Pagosa residents and continue to attract visitors to enjoy the trails recreationally. These are an infrastructure investment that is usually undertaken by the public sector, often with help from state or federal grants.

Bridges

A new bridge is a complex infrastructure investment. However, any kind of expansion of or major development proximal to downtown, including some of the Catalytic Projects, may require an upgrade of the existing bridge at Hot Springs Boulevard or a new bridge at 5th Street. These improvements would be undertaken through public-private partnership but will affect abutting properties and impact commuters and travelers during construction.

Broadband

Faster internet services came up during the Comprehensive Planning process many times. Many perceive it to be a barrier for businesses and remote workers. An investment in broadband would boost quality of life for residents and perhaps act as an economic development tool for small businesses that rely on consistently fast service.

Partnerships

Business Owners (Downtown or Town-wide)

Any major plans for the downtown area should involve current business owners. Changes would likely affect them more than other residents and businesses, and these individuals will have key perspectives and ideas for any plans or changes. Likewise, any changes to the business climate, taxes or other incentives should involve business owners.

Community Engagement

Many projects meet success when there is consistent, transparent community involvement from start to finish. For a public project, community members contribute ideas or have perspectives that staff had not otherwise considered. For private projects, developers can listen to comments and better understand how their projects may affect the community.

Town Leadership

Planning

The Planning Department is likely to lead when the project involves a regulatory land use process. For capital projects the Planning Department may also have a leading voice.

Public Works

The Public Works Department is likely to lead when the project involves an infrastructure component or a capital improvement.

Town Administration

Overall coordination of Town Council directives with Town staff activities, capital improvement planning and annual budget allocations.

Town Council

The Town Council is likely to lead when a project involves a regulatory, statutory or budgetary appropriation.

Special Projects Department

The Special Projects Department will likely be involved with sourcing grant funding, developing project scope, coordinating bid process and conducting construction/project management.





Project #1: Redevelopment at Corner of Lewis Street and Main Street

A fire burned down the previous building at this location in late 2016. The building housed more than fifteen tenants and was on a corner lot in the Historic District. This site was identified in the Comprehensive Plan process as a cornerstone to downtown improvement.

Component	Description	Key Players	Expected Costs	Timeline	Implementation Pathways				
					Funding	Design	Infrastructure	Partnerships	Town Leadership
New building on site	Work with existing property owner to build new mixed-use project on site	Private Sector, Planning Commission, Historic Preservation Board, Planning Staff, Town Council	Minimal cost from Town unless Town partners with developer for infrastructure upgrades	0-5 Years	TIF District (if created)	Site Planning	Parking	Downtown Business Owners, Community Engagement	Town Administration, Planning
Adjacent urban design components	Activate the corner of Lewis and Main Street with a mini-plaza, public art, and/or landscaping the brick bell tower area which is currently a parking lot Relocate parking to back of building or other location within walking distance	Planning Staff, Planning Commission, Historic Preservation Board	\$\$	0-5 years	CIP, TIF (if created), Grants (for Art or Historic Preservation), RFI/RFP	Site Planning	Streetscape	Community Engagement	Town Administration, Planning, Public Works, Town Council

Cost Key

\$ - Less than \$50k

\$\$ - Between \$50k and \$200k

\$\$\$ - Between \$200k and \$500k

\$\$\$\$ - Over \$500k



Project #2: A walkable mixed-use development on the Spring Partners site in Downtown

A large parcel of land sits vacant across the river from the historic Pagosa Street. It is currently owned by a company that is planning to develop it in the near future. Because this Comprehensive Plan emphasizes both residential and commercial development close to Town, the re-development of this site could be a true catalyst towards meeting some of the goals of this plan. Partnering with the developers to create an outcome that is good for both the private and public sectors would be an ideal scenario.

Component	Description	Key Players	Expected Costs	Timeline	Implementation Pathways				
					Funding	Design	Infrastructure	Partnerships	Town Leadership
Private realm	This includes the design and eventual construction of buildings on the currently vacant property across the river from Pagosa Street and along the west side of Hot Springs Boulevard	Private Sector, Planning Commission, Planning Staff	Minimal cost from Town unless Town partners with developer for infrastructure upgrades	0-5 Years	TIF District (if created)	Site Planning	Parking, Streetscape, Streets, Bridge	Community Engagement	Planning
Public realm	This includes any street or walkway connections, quasi-public space and/or infrastructure upgrades necessary for the development such as a bridge	Town Staff, Planning Commission, Historic Preservation Board	\$\$-\$\$\$	0-5 years	CIP, TIF (if created), Grants (for Art or Historic Preservation), RFI/RFP	Site Planning, Rezoning	Streetscape, Bridge, Trails and Walkways	Community Engagement	Town Administration, Special Projects, Planning, Public Works

Cost Key
 \$ - Less than \$50k
 \$\$ - Between \$50k and \$200k
 \$\$\$ - Between \$200k and \$500k
 \$\$\$ - Over \$500k

Project #3: A Subarea Plan for Uptown

During the Comprehensive Plan process, many residents expressed the desire for a “sense of place” in the Uptown area—something more than a commercial strip along Highway 160. A Catalytic Project for this area could be a subarea plan that develops a “sense of place” for this area in more detail. A subarea plan is a type of long range plan prepared for a limited geographic area within a community. These can be focused on neighborhoods, corridors, downtowns or special districts. Subarea plans are generally consistent with a comprehensive plan, but typically provide a higher level of detail in the analysis and recommendations.

Component	Description	Key Players	Expected Costs	Timeline	Implementation Pathways				
					Funding	Design	Infrastructure	Partnerships	Town Leadership
Subarea Plan	A planning document that describes detailed policies, design guidelines, and recommendations for the Uptown area	Planning Commission, Planning Staff	\$	0-5 Years	RFI/RFP	Rezoning, Design Guidelines		Community Engagement	Planning

Cost Key

\$ - Less than \$50k

\$\$ - Between \$50k and \$200k

\$\$\$ - Between \$200k and \$500k

\$\$\$\$ - Over \$500k



Project #4: Attract a Small Business

A major component of this Comprehensive Plan is attracting and retaining small businesses by fostering a Town culture and set of policies that is supportive to them. Future economic vitality requires supporting local businesses as well as attracting well-suited businesses to relocate to the community.

Component	Description	Key Players	Expected Costs	Timeline	Implementation Pathways				
					Funding	Design	Infrastructure	Partnerships	Town Leadership
A new small business	The creation or attraction of a new small business with at least 25 employees, possibly related to tourism or the outdoor industry.	Town Council, Archuleta County, Business Owners, Community Development Corporation	Minimal cost from Town unless Town partners on infrastructure upgrades	0–10 Years	Grants		Broadband	Business Owners, Community Development Corporation	Town Council, Town Administration

Cost Key
 \$ - Less than \$50k
 \$\$ - Between \$50k and \$200k
 \$\$\$ - Between \$200k and \$500k
 \$\$\$\$ - Over \$500k

Project #5: An Affordable/Attainable Housing Development

A major component of this Comprehensive Plan is laying the foundation for more housing choices for existing and future residents. The creation of a specific development that is either partially or fully slated for affordable or attainable housing would be a major accomplishment towards the housing goals of this Comprehensive Plan. This table provides two paths for this project—one spurred by the private sector and one spurred by the public sector.

Component	Description	Key Players	Expected Costs	Timeline	Implementation Pathways				
					Funding	Design	Infrastructure	Partnerships	Town Leadership
Ten or more units of affordable/attainable housing on private land	A housing development where units are priced at affordable/attainable ranges.	Housing Agency, Town Council, Private Sector	Minimal cost from Town unless Town partners on infrastructure upgrades or waives impact or tap fees	5–10 Years	Grants, Tax Credits	Site Planning		Community Engagement, Housing Oversight Organization	Town Council, Planning
Ten or more units of affordable/attainable housing on Town-owned land	Identify potential appropriate parcels that Town currently owns or can purchase Work with developer to develop appropriate housing development by offering land as an incentive	Planning Department Town Council, Town Administration	\$\$-\$\$\$ (if land needs to be purchased)	5–10 Years	Grants, CIP	Site Planning	Parking, Streetscape (unless done by developer)	Community Engagement, Housing Oversight Organization	Town Council, Town Administration, Planning

<p>Cost Key</p> <p>\$ - Less than \$50k</p> <p>\$\$ - Between \$50k and \$200k</p> <p>\$\$\$ - Between \$200k and \$500k</p> <p>\$\$\$\$ - Over \$500k</p>



Project #6: The Completion of the Town to Lakes Commuter Trail

The Town to Lakes Commuter Trail is an important non-motorized connection between the various neighborhoods and destinations in Pagosa Springs and the surrounding area. Not only could it reduce congestion on Highway 160, it will provide a local and regional amenity for recreation and transportation. Filling the gaps in the trail is a key project to making this a reality.

Component	Description	Key Players	Expected Costs	Timeline	Implementation Pathways				
					Funding	Design	Infrastructure	Partnerships	Town Leadership
A completed trail between Uptown and Downtown	A few small design-build projects to fill the gaps in the existing trail. Signage and wayfinding for the trail.	Planning, Public Works, Tourism	\$\$-\$\$\$	0-5 Years	Grants, CIP, Voter approved sales tax increase	Site Planning	Trails and Walkways	Community Engagement	Planning, Special Projects

Cost Key
 \$ - Less than \$50k
 \$\$ - Between \$50k and \$200k
 \$\$\$ - Between \$200k and \$500k
 \$\$\$\$ - Over \$500k

Project #7: The Establishment of a Recreation Center or District

A recreation center has been a desire for community residents for many years and funding should be considered on a county-wide level since such facility would serve both Town and County residents. Providing amenities that are not available in the PLPOA recreation center will be important. The town currently offers some of the recreation programs and most of the recreation amenities that serve County and Town residents. Distributing the costs of recreation by creating a recreation district is a logical solution for the recreational needs of our entire community.

Component	Description	Key Players	Expected Costs	Timeline	Implementation Pathways				
					Funding	Design	Infrastructure	Partnerships	Town Leadership
Recreation Center	A new facility or an addition to the Community Center, open to all residents and visitors	Town Council, Planning, Parks and Recreation	\$\$-\$\$\$	5-10 Years	Grants, CIP, Sales Tax, Mill Levy	Site Planning, Rezoning	Parking	Community Engagement	Town Council, Town Administration, Parks and Recreation
Recreation District	An entity, possibly including surrounding Archuleta County, that provides recreation amenities and programming	Archuleta County, Town Council, Town Administration, Parks and Recreation	\$-\$\$	0-5 Years	Tax/Mill Levy			Community Engagement	Town Council, Town Administration, Parks and Recreation

Cost Key

\$ - Less than \$50k

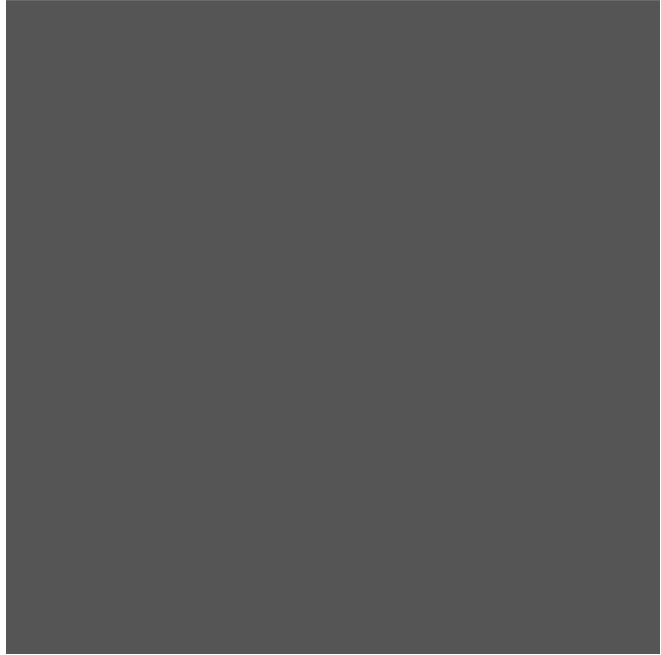
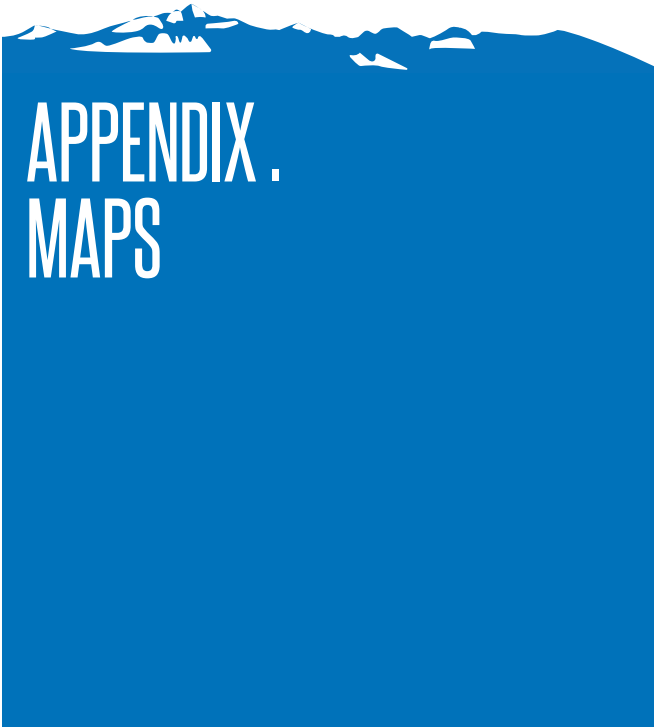
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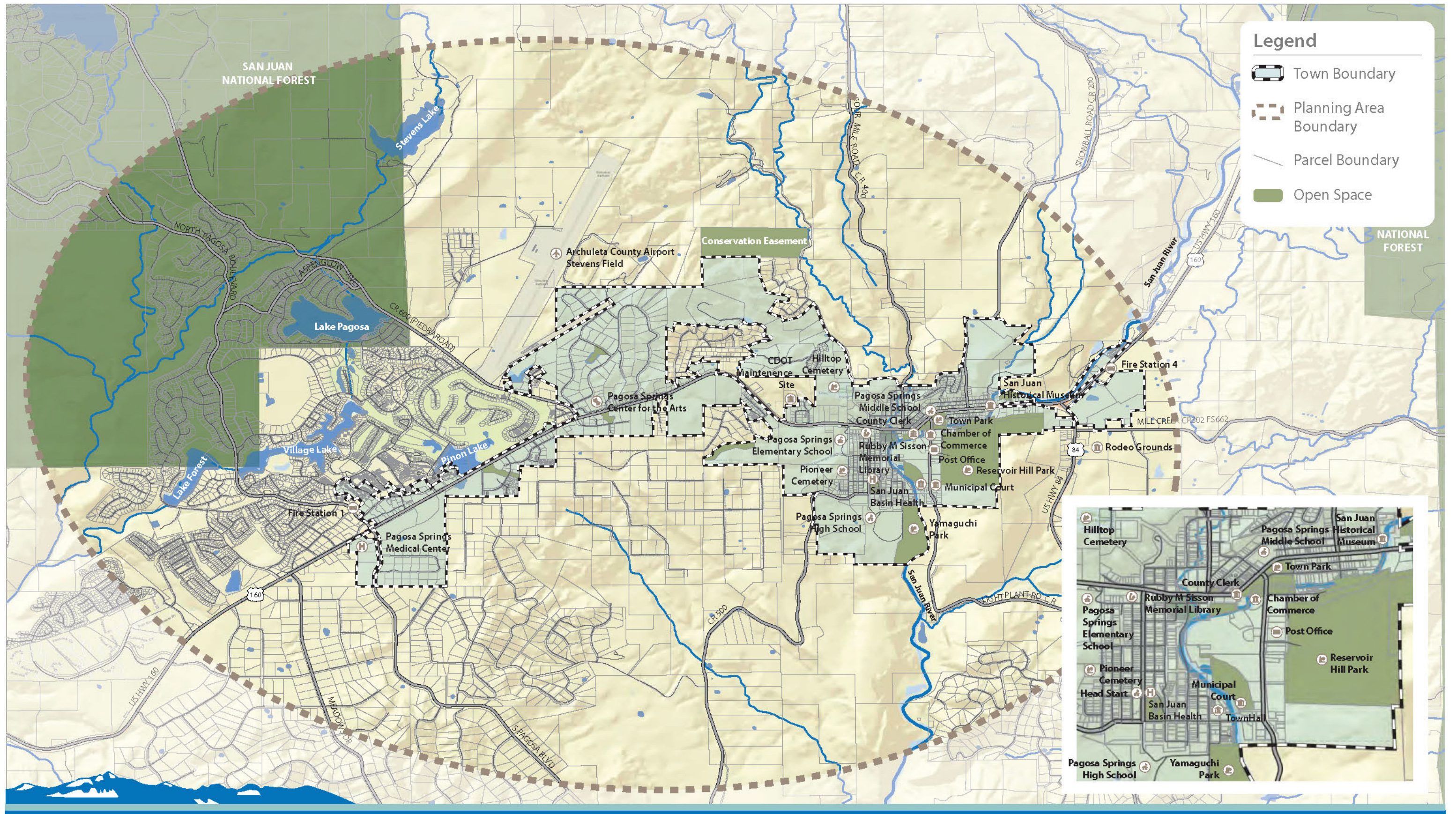


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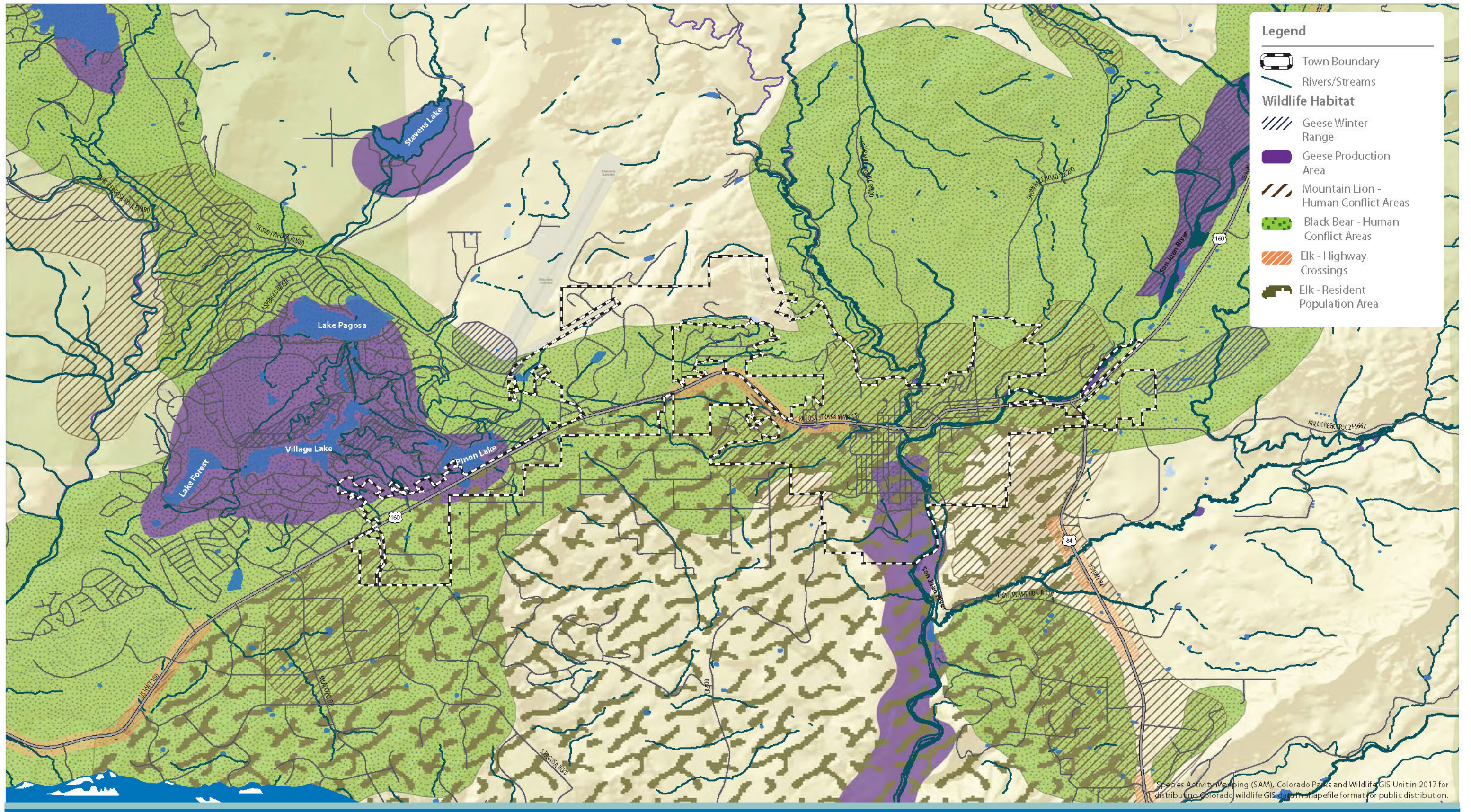
MAP INDEX

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PAGOSA SPRINGS FORWARD | Community Map

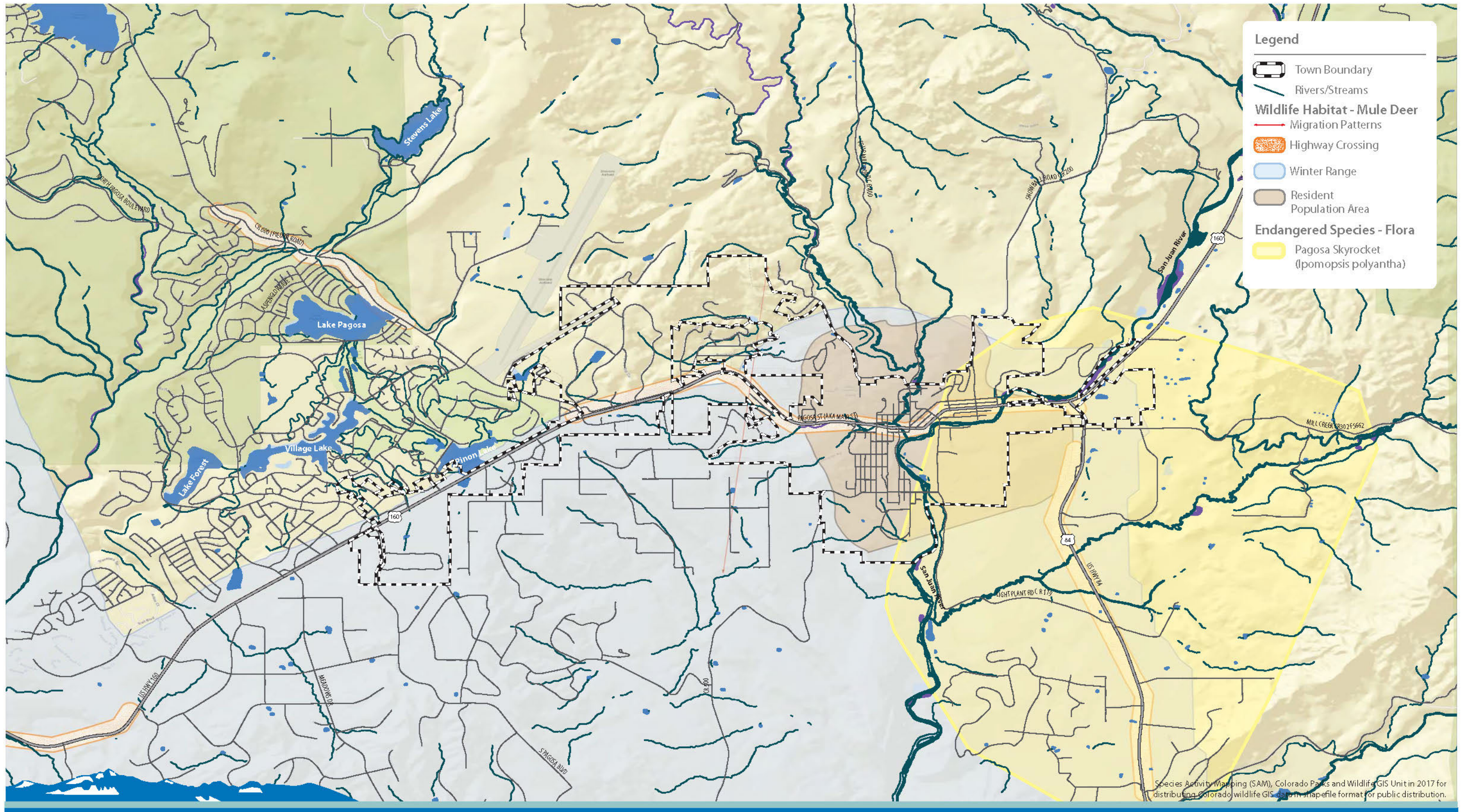




Species Activity Mapping (SAM), Colorado Parks and Wildlife GIS Unit in 2017 for distributing Colorado wildlife GIS data in shapefile format for public distribution.

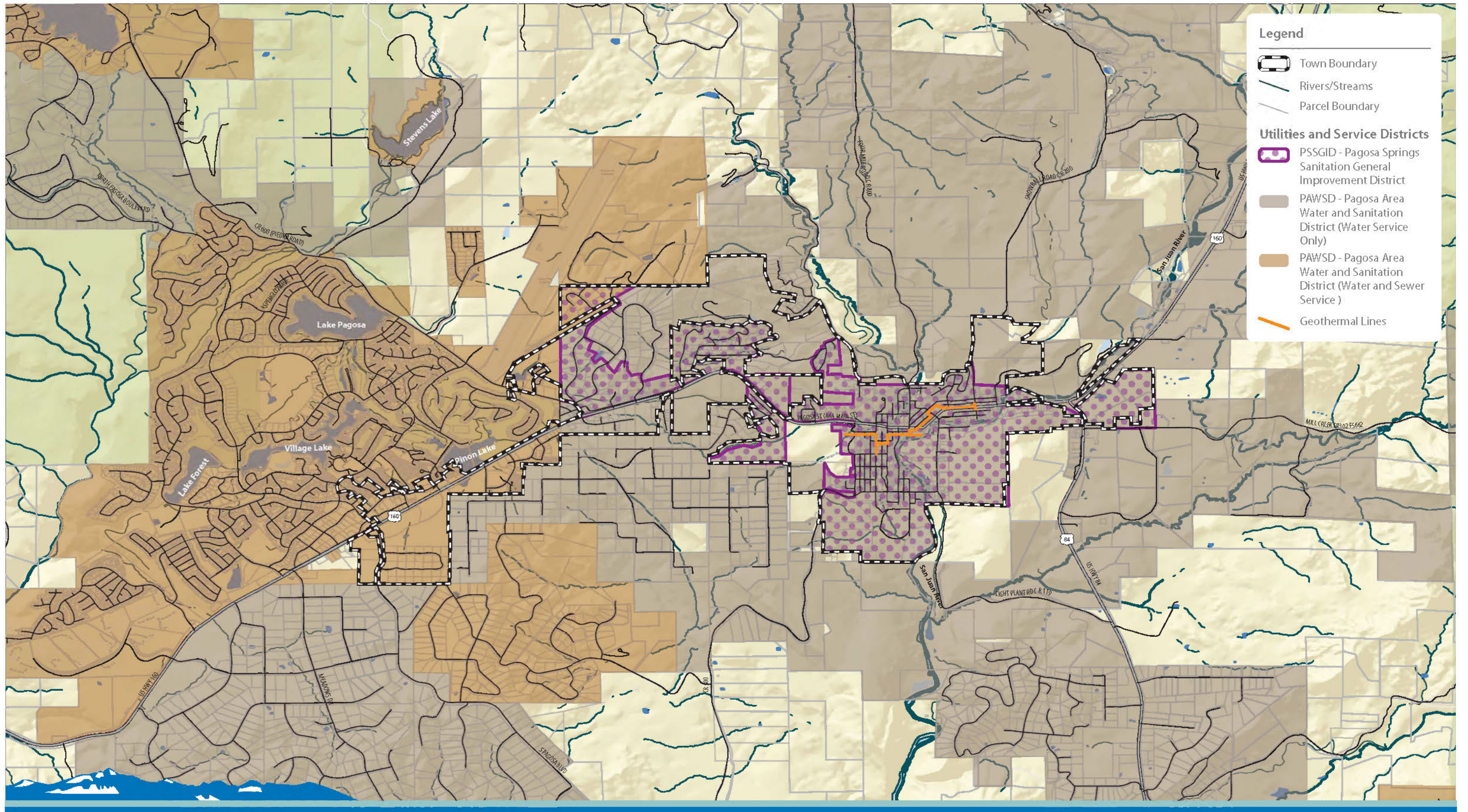
PAGOSA SPRINGS FORWARD | Wildlife Habitat Map - 1



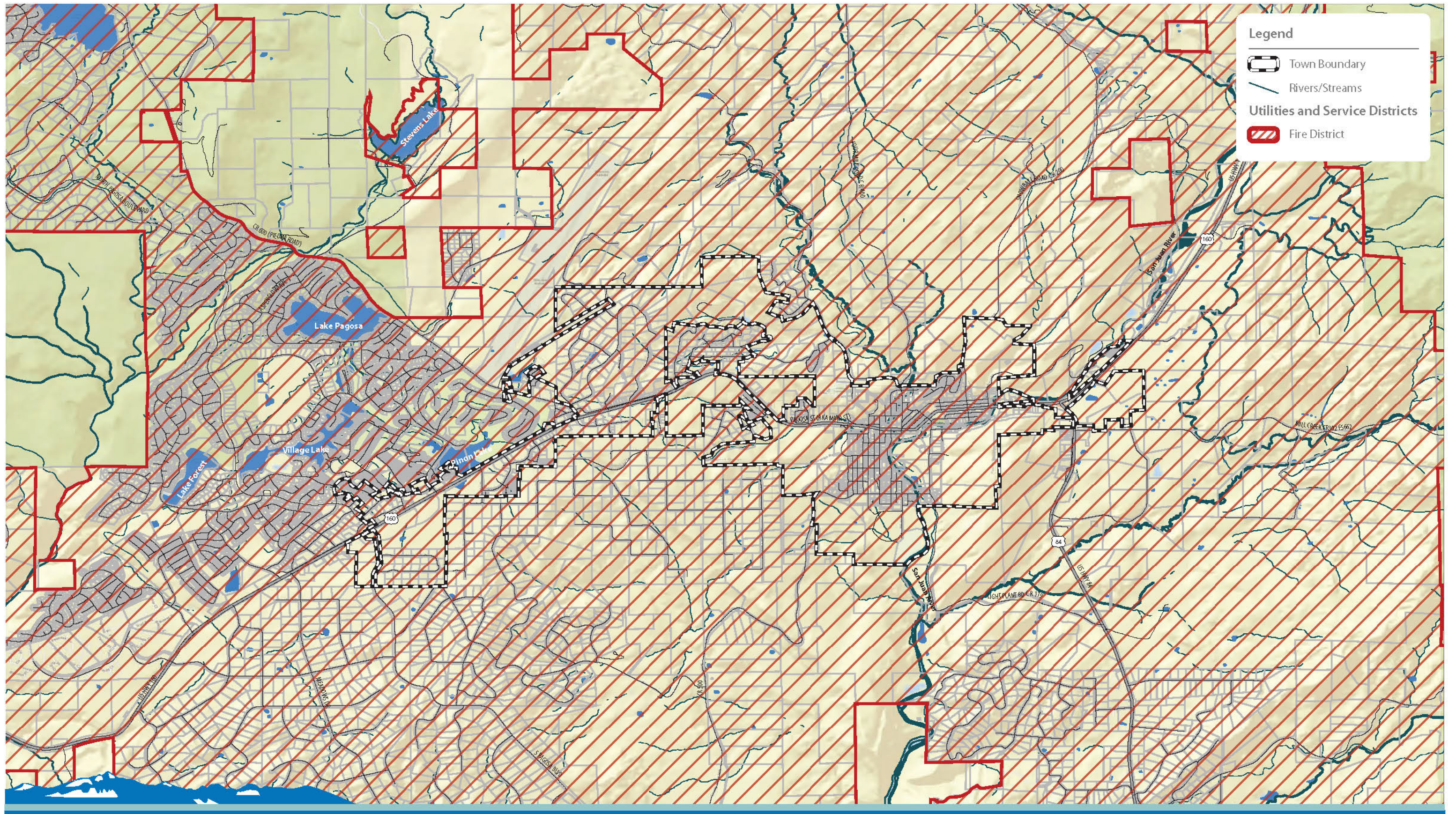


PAGOSA SPRINGS FORWARD | Wildlife Habitat Map - 2





PAGOSA SPRINGS FORWARD | Utilities and Service Districts Map - Water and Sewer

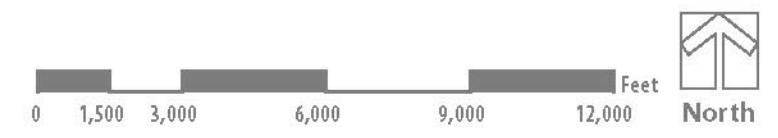


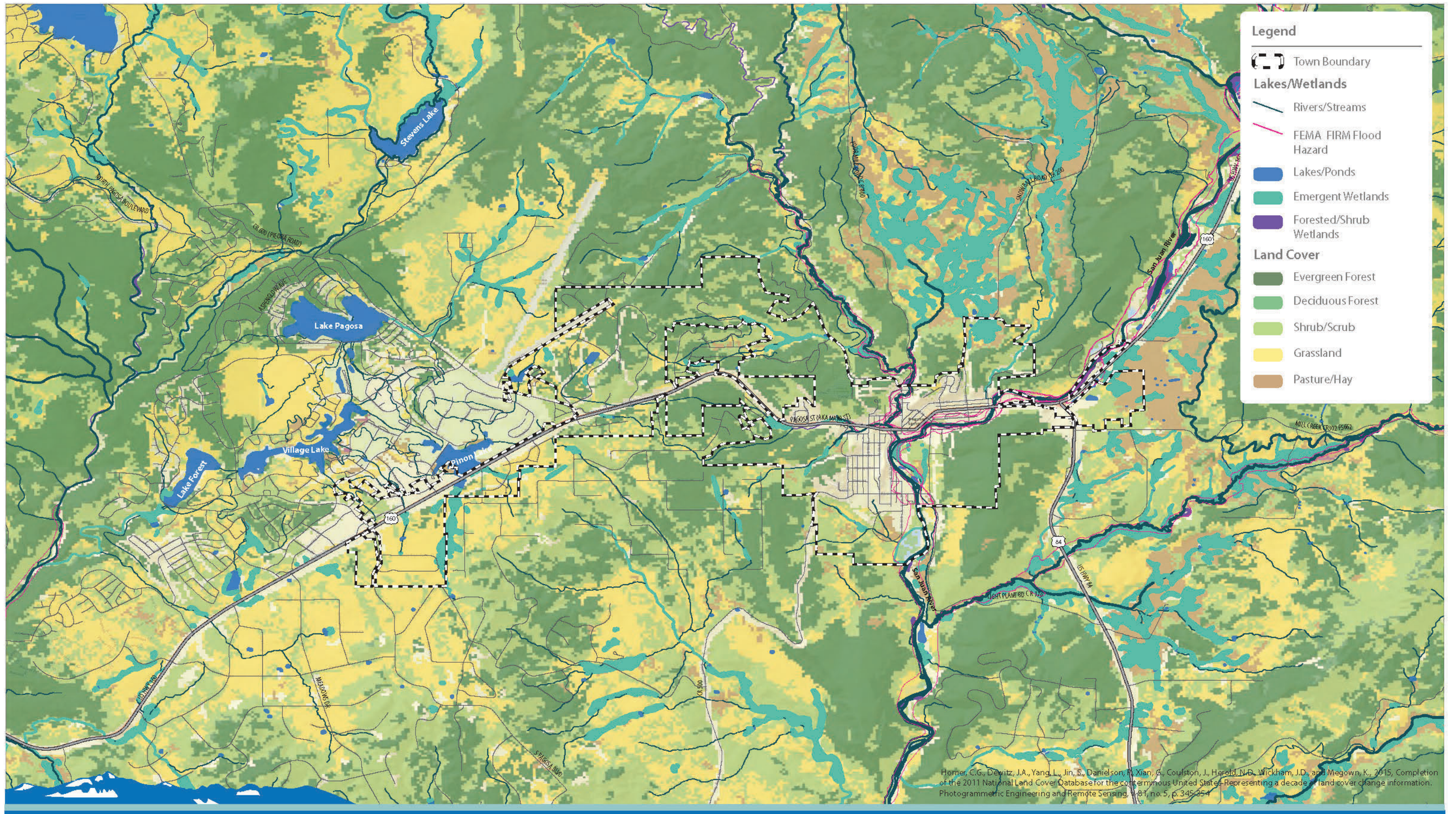
Legend

- Town Boundary
- Rivers/Streams
- Utilities and Service Districts
- Fire District



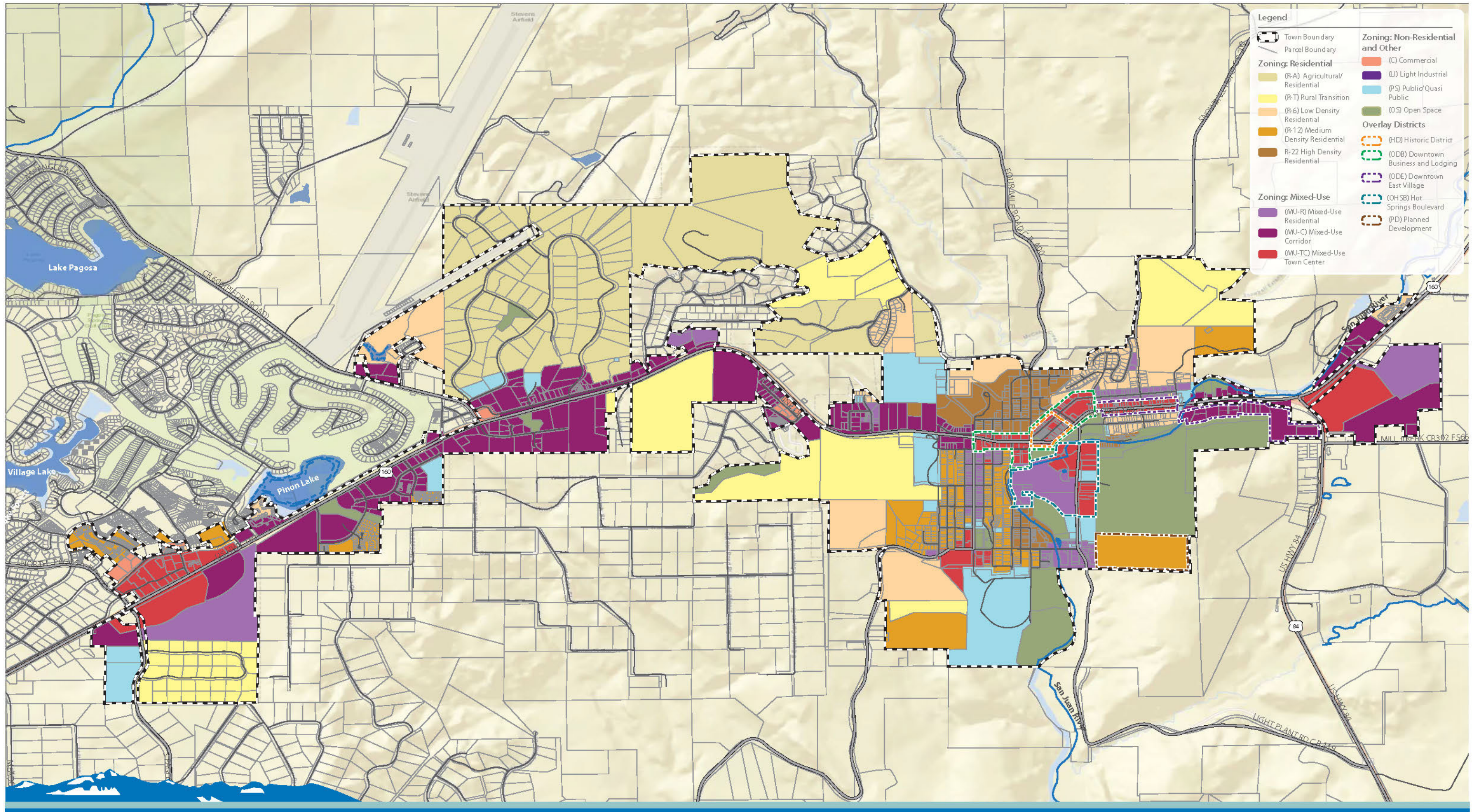
PAGOSA SPRINGS FORWARD | Utilities and Service Districts Map - Fire



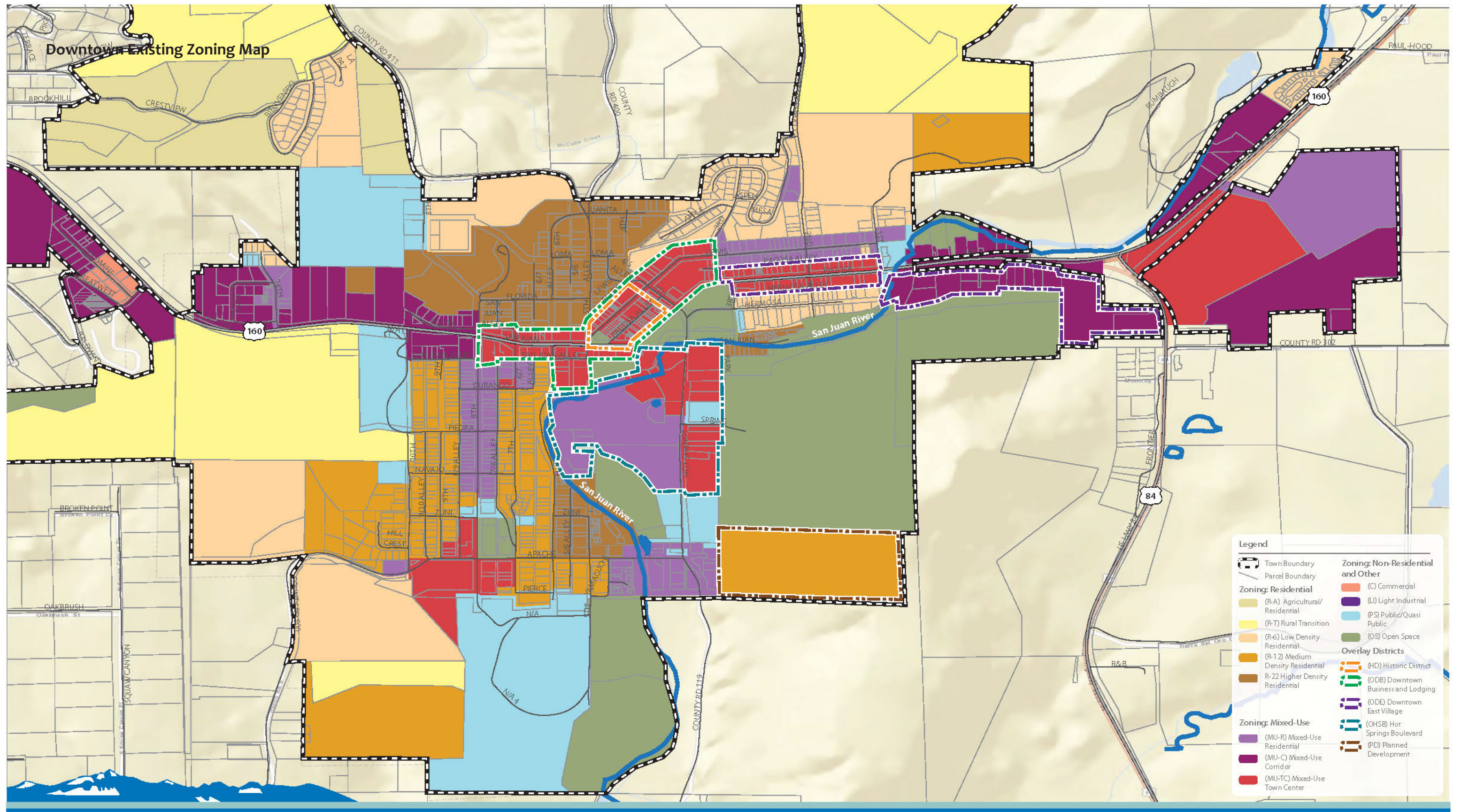


PAGOSA SPRINGS FORWARD | Existing Environmental Features Map

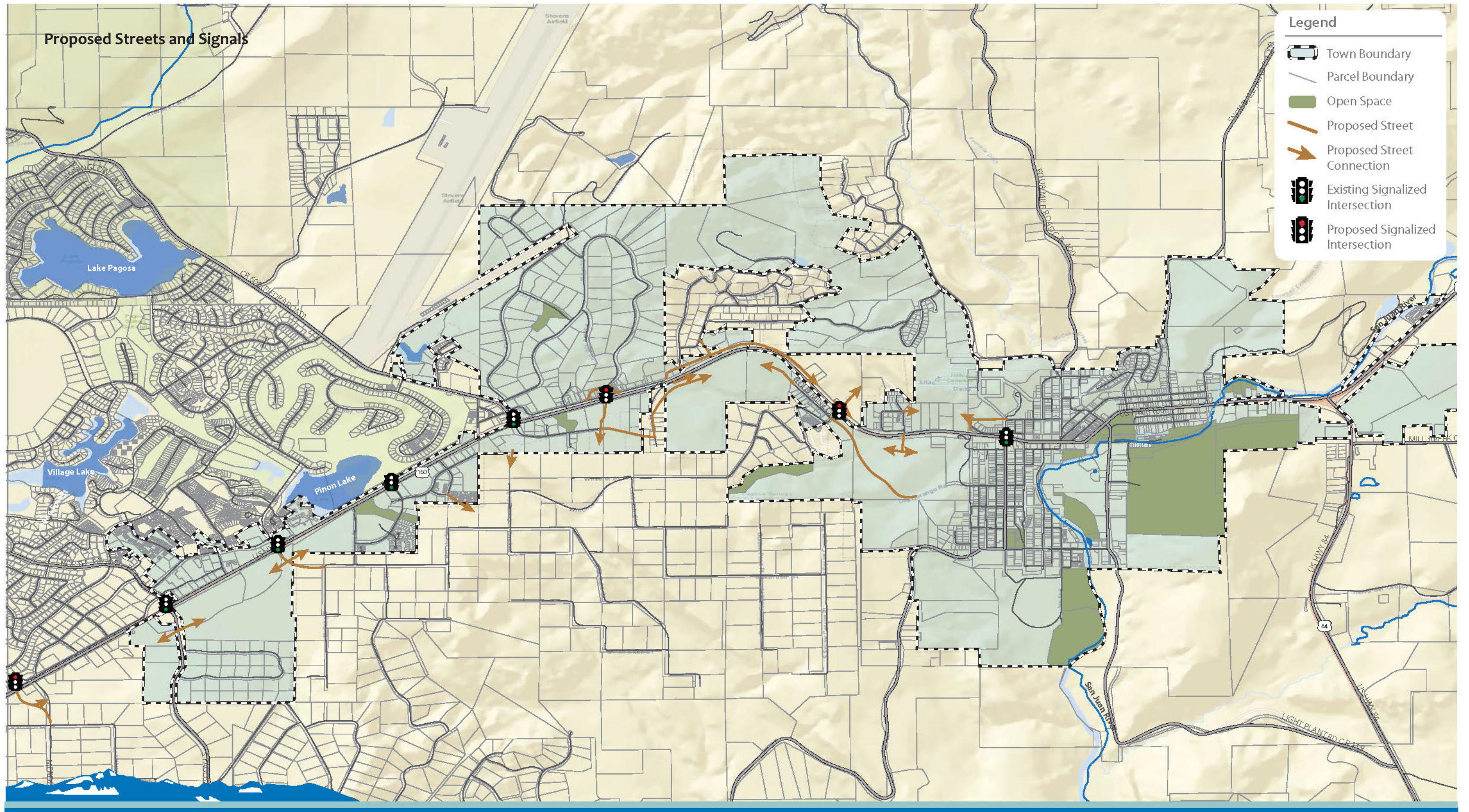




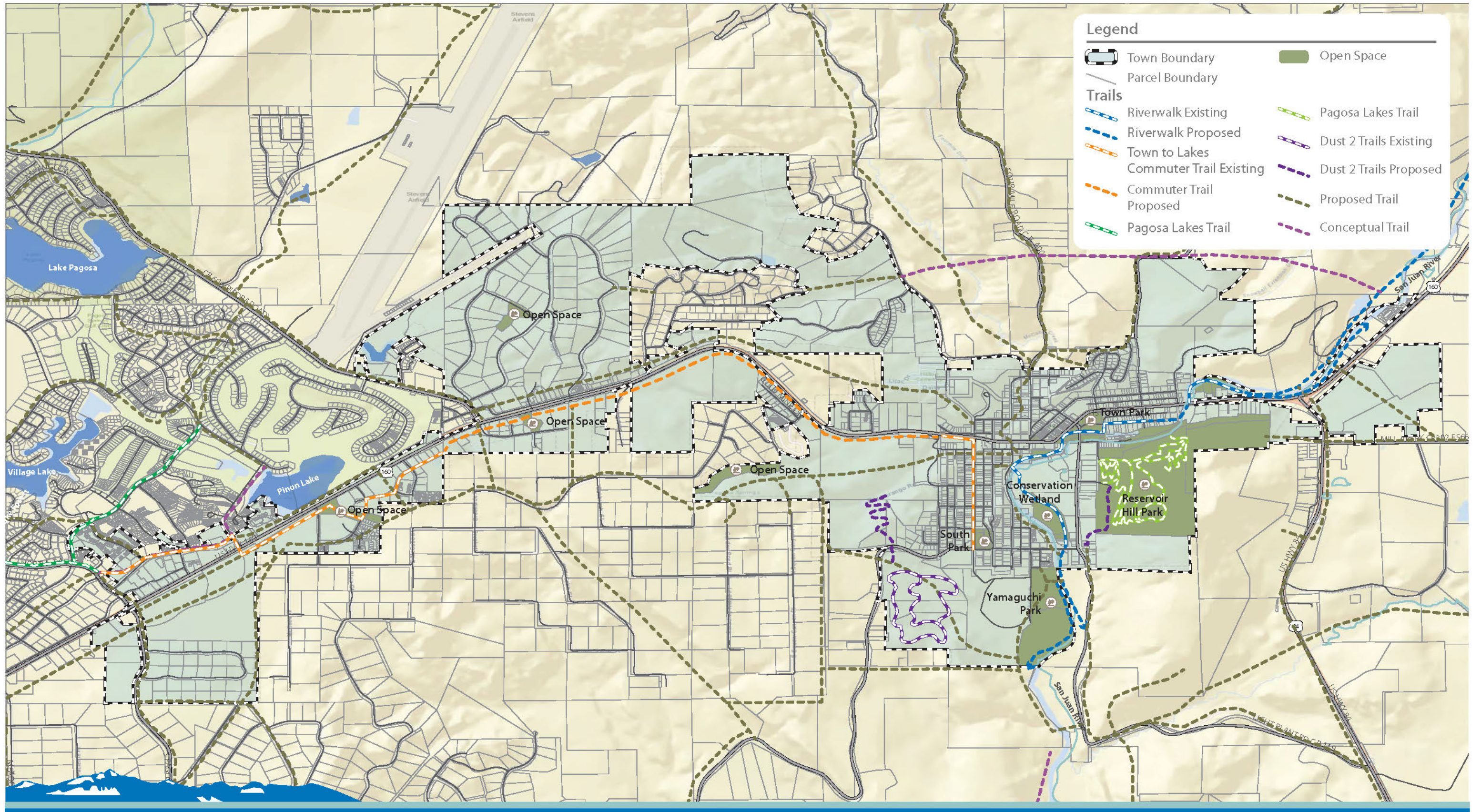
PAGOSA SPRINGS FORWARD | Existing Zoning Map



PAGOSA SPRINGS FORWARD | Downtown Existing Zoning Map



PAGOSA SPRINGS FORWARD | Proposed Streets and Signals



PAGOSA SPRINGS FORWARD | Parks, Open Space and Trails

AREAS OF CHANGE (AOC) SUMMARY FOR THE FUTURE ZONING MAP

Several changes were recommended to the zoning map during the planning process. In many Comprehensive Plan updates, Future Land Use Maps rather than Future Zoning Maps (as is contained in this plan) are used as a tool to recommend changes to current zoning. By noting areas in Town where land uses should change, the Planning Commission and Town Council can, over time, change zoning in those areas to reflect desired change. Rather than designate future land uses and not considering zoning that is appropriate for those land uses, the Steering Committee thought it would be more efficient to recommend zoning changes at these locations. That way the Planning Commission and Town Council will have direct recommendations for changes resulting from this plan. These changes fall under a few categories:

- Changes the zoning so that the current use is in conformance.
- Annexations of adjacent Archuleta County property that are sensible due to adjacent development patterns and town ownership.
- Transitions from lower intensity zoning categories to higher intensity zoning categories in order to carry out the principals and goals of the Comprehensive Plan for smarter, more efficient growth.
- Changes to types of commercial to encourage different types of built environments that are more mixed use and walkable rather than car and highway oriented.

AOC #1

- Change from R-6 to MU-C.

While the current RV park would still be non-conforming in the MU-C zone, the reclassification on this parcel adequately reflects the long-term desired land uses for this area.

AOC #2

- Change from unincorporated County to incorporated Town in the MU-C Zone through annexation.
- This AOC includes land in Archuleta County that is currently not developed.
- MU-C fits with surrounding land uses and is supported by existing infrastructure.

AOC #3

- Change from MU-C to MU-TC Zone.
- Add a River Center Overlay District (ODRC) on both sides of Hwy 160. The ODRC Overlay could be established to accommodate less intense commercial uses such as restaurants, small offices, specialized retail stores, galleries, and other uses of similar impact. This area is the eastern gateway to Pagosa Springs and is bordered by the San Juan River on the north and Reservoir Hill Recreation Park on the south. With Pedestrian connectivity improvements to the East Village, an extension of the Downtown walking district will enhance and promote the potential for Riverwalk facing re-developments.
- Change is due to the nature of the area the eventual pedestrian connectivity with the west side of the San Juan River.
- The MU-TC with ODRC Overlay provides for the extension of the East Village development pattern on the east side of the San Juan River by improved pedestrian connections on the north and south sides of Highway 160.

AOC #4

- Change from R-6 to R-12 Zone.
- Change is due to the proximity to Town and the surrounding area development pattern. By supporting higher residential density close to Town, additional density will help support the investment in infrastructure required to support such new development.
- The R-12 zoning is more appropriate due to current R-12 zoning directly to the east, with the R-T zoning to the north providing a transition to surrounding rural density land uses.

AOC #5

- Change zoning from MU-R to MU-TC Zone.
- Change is due to a proposed development in this location including a mix of commercial and residential components with the intent of expanding the downtown business core area. The property owners have vested rights with Town till 2022.

AOC #6

- Change from unincorporated County to incorporated Town in the R-12 Zone through annexation.
- This parcel will most likely be considered for annexation into Town in 2018.
- The proposed residential use is equivalent to R-12. Official zoning will occur concurrently with annexation consideration.
- Density of development is supported by existing infrastructure, current development pattern in the town and is within a walking distance to Downtown services and amenities.

AOC #7

- Change from R-6 and R-T to Public/Quasi-Public (PS).
- Change is due to the current School District ownership and potential plans for a master school campus on this parcel.

AOC #8

- Change from R-6 to R-12 Zone.
- Change is due to the proximity to Town, surrounding area development pattern, supporting higher residential density close to Town, and additional density will help support the investment in infrastructure to support such new development.

Put Hill Overlay District (ODPH)

- There was much discussion regarding the natural environment that exists on this section of Putt Hill, on both sides of Highway 160. Noting the future access control plan secondary road network on both sides of Highway 160 and the mature trees along this section, the committee discussed the possibility of a “Putt Hill Overlay District” (ODPH) with additional considerations for preserving mature trees, increasing open space dedications and natural feature protections, larger buffer distances from the highway right-of-way and buffering the existing residential development in the Rock Ridge subdivision, all to preserve the view corridors.
- The ODPH overlay should consider architectural and site planning design guidelines that are complimentary to and protect the natural surroundings. Allowable commercial uses should accommodate specialized craft businesses and low impact light manufacturing businesses that are not industrial in nature. Open space along Highway 160 will preserve natural environment (trees, wetlands, water ways, etc.) provide a buffer and space for a pedestrian/bike commuter trail.
- The district includes AOC’s #9, 10, 11 as well as some parcels on the north side of Highway 160.
- Some of the parcels recommended for the overlay are not within Town limits. Town should also encourage annexations of properties along the north side of Hwy 160 to maintain the character of this corridor.

AOC #9

- Change from R-T to R-22.
- The change is intended to support higher residential density close to Town, and additional density will help support the investment in infrastructure to support such new development.
- This area is also recommended to be included within the Put Hill Overlay District (ODPH).

AOC #10

- Change from R-T to R-OS.
- This change is intended as a buffer between Highway 160 and recommended higher density uses south of the highway. This is an important view corridor so development right up the Highway ROW is not desired.
- This area is also recommended to be included within the Put Hill Overlay District (ODPH).

AOC #11

- Change from R-T to C.
- The change is intended to support more intensive uses close to Town.
- Town should also look into encouraging annexation westernmost part of AOC #11 to conform with adjacent commercial properties.
- This area is also recommended to be included within the Put Hill Overlay District (ODPH). Although the commercial zone allows many types of uses, the ODPH will help ensure that uses in this area are compatible with views, pedestrian/bike access, and the desired character of the area.

AOC #12

- Change from MU-C to Public/Quasi Public (PS).
- A new County detention center and Sheriff’s Office is planned at this site.

AOC #13

- Change from unincorporated County to incorporated Town in the R-6 Zone through annexation.
- This parcel will most likely be considered for annexation into Town in 2018.
- The proposed residential use is equivalent to R-12. Official zoning will occur concurrently with annexation consideration.

AOC #14

- Change MU-TC and County enclave to MU-C.
- Hospital will most likely want to include this into the medical campus someday and bring enclave into the town boundary.
- The MU-C designation makes more sense for a singular use such as a hospital and is consistent with surrounding zoning.

AOC #15

- Change from R-12 to R-22.
- Change is to encourage higher density in close proximity to the Uptown Core to allow for higher density infill development that is within walking distance of surrounding commercial development.

AOC #16

- Change from R-12 to MU-TC.
- Change is due to current nature of the businesses in this area.

AOC #17

- Change from MU-C to C.
- This area is mostly all developed and many of the existing uses are an allowable use by right in the C district such as auto repair, lumber yard, gas station.
- These existing uses are only allowable with a conditional use permit in the MU-C District, making most uses legal non-conforming to the MU-C District.
- Changing this area back to C District allows for legal conforming uses.

AOC #18

- Change from R-6 to R-22.
- This parcel is being consider for a future workforce housing development.
- Supporting higher residential density close to Downtown Core and additional density will help support the investment in infrastructure to support such new development.

AOC #19

- Change for R-6 to R-12.
- Supporting higher residential density close to Downtown Core and additional density will help support the investment in infrastructure to support such new development.

AOC #20

- Change from C to MU-TC.
- Proposed as MU-TC for consistency with area zoning, current uses and development pattern in the area. Mixed uses in this area will carry out the vision, as spelled out in this Comprehensive Plan.

AOC #21

- Keep OS zoning, no change.
- Although no zoning change is proposed, it is worth noting the repurposing the property is being considered and could include uses like a new Public Works Facility, Public Park and/or expansion of sports complex, and Housing for example. Once repurposing property is determined, re-zoning considerations should occur.

AOC #22

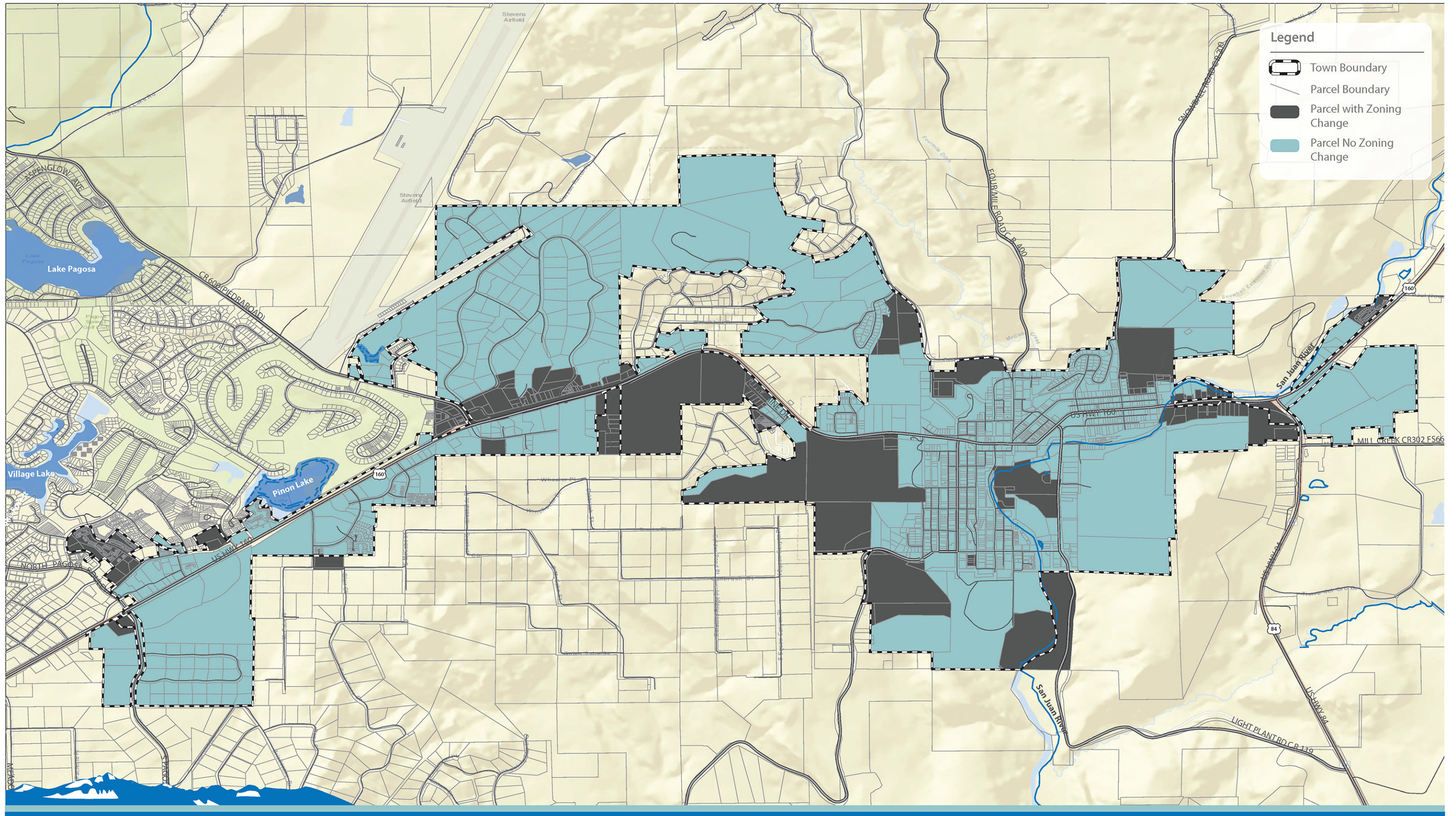
- Change from MU-TC to R-12.
- This change would put the zone in conformance with current uses and provides a transition between residential areas and mixed-use areas.

AOC #23

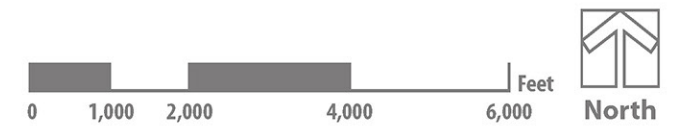
- Change from R-A to R-22.
- Supporting higher residential density close to Downtown Core and additional density will help support the investment in infrastructure to support such new development.

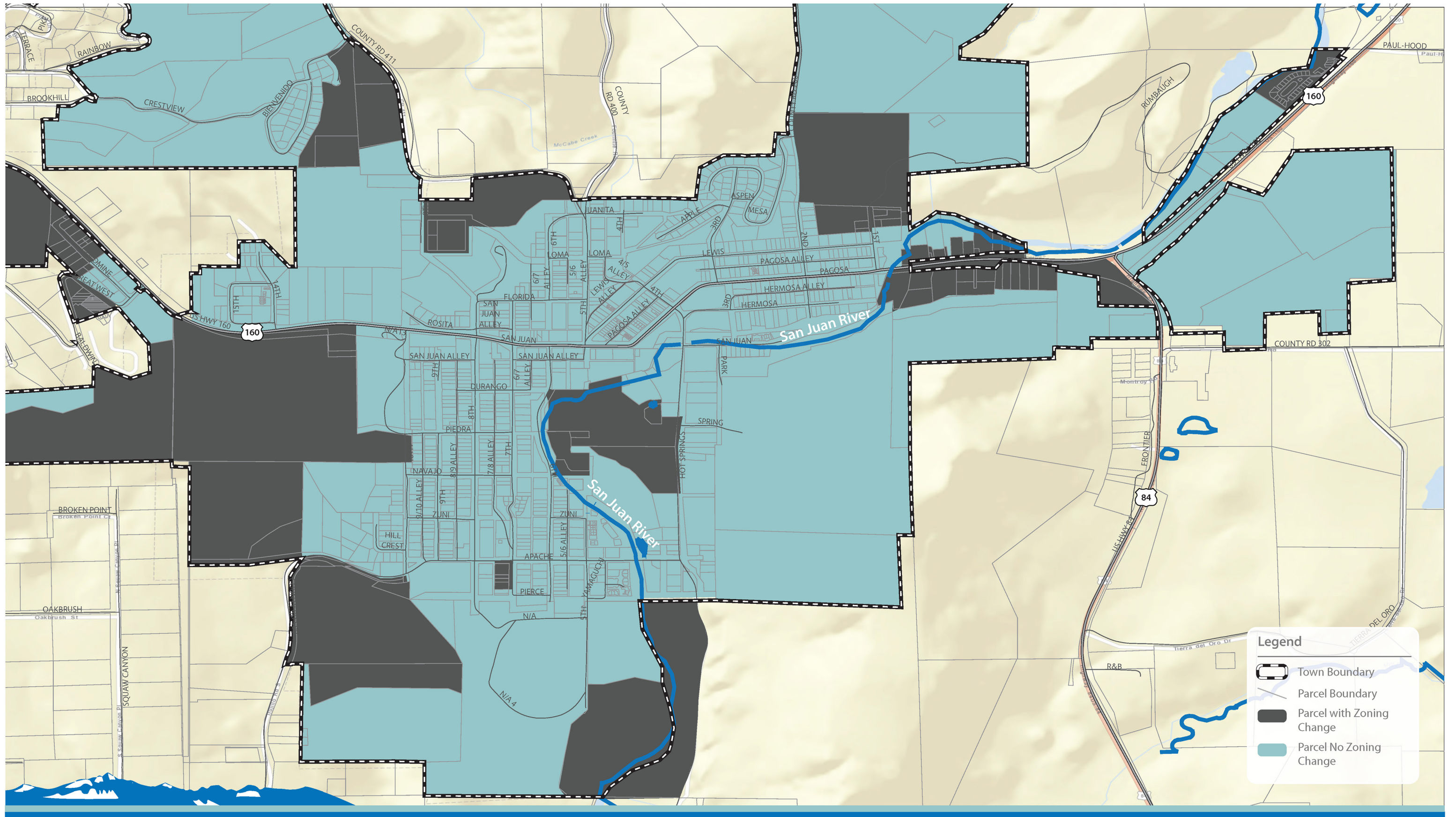
AOC #24

- These areas are recommended for annexation from the County. This would create more continuity in development character between uptown and downtown. In this stretch the County owns most of the north side of Highway 160 while the Town owns the south side.
- Although no Town of Pagosa Springs zoning category is identified for them, they are recommended to be within the Put Hill Overlay District.



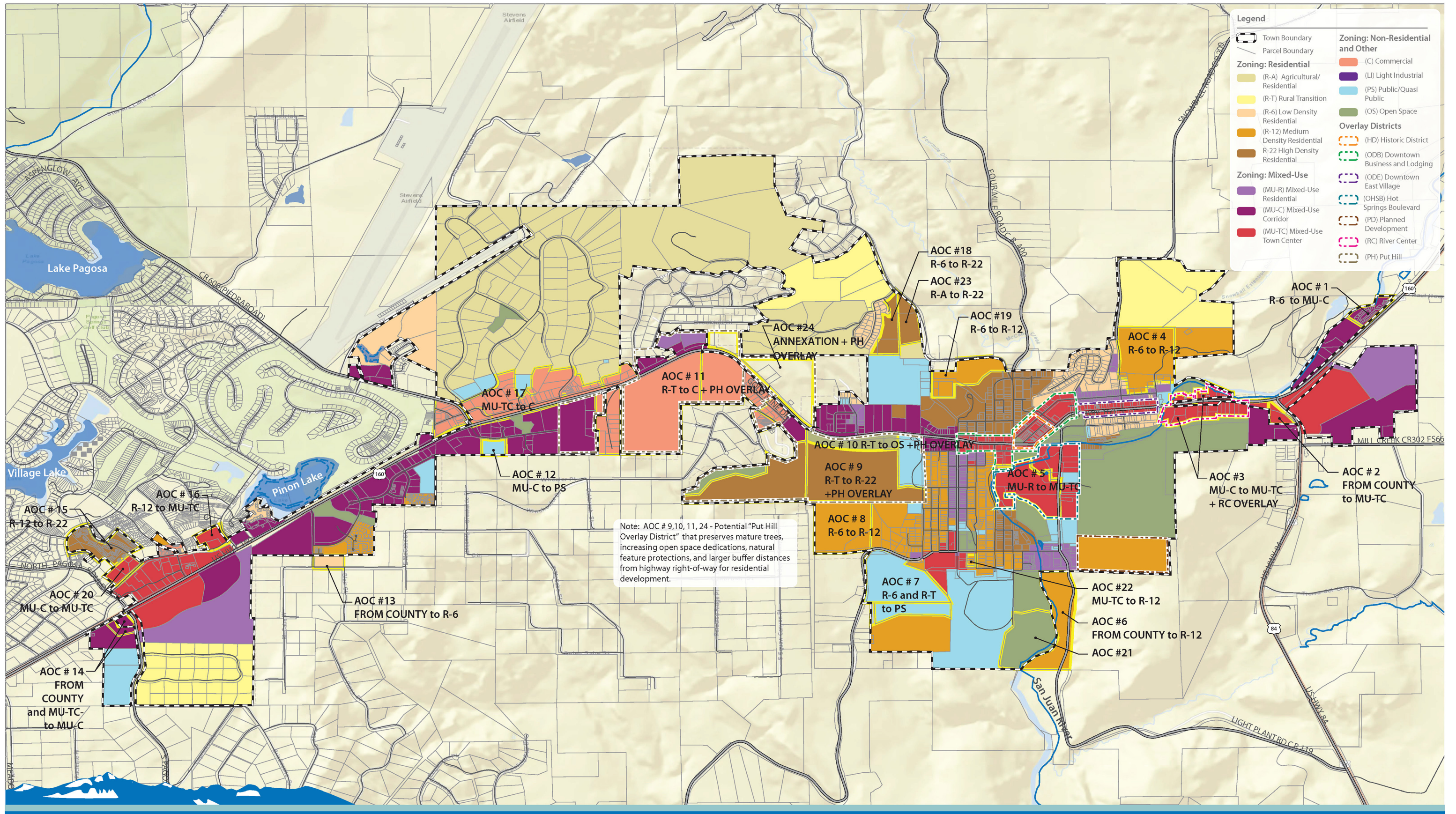
PAGOSA SPRINGS FORWARD | Zoning Transition Map





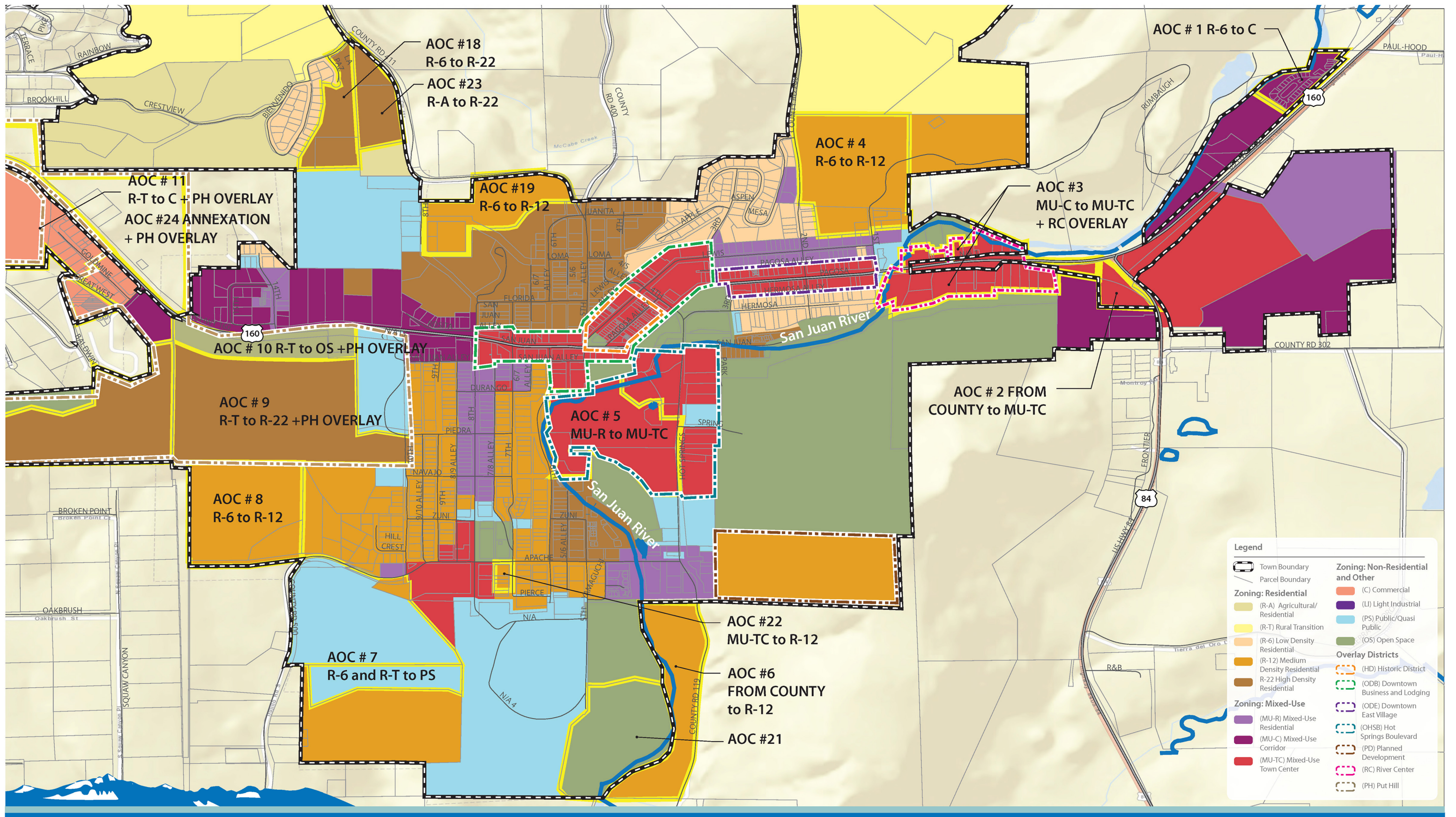
PAGOSA SPRINGS FORWARD | Downtown Zoning Transition Map





PAGOSA SPRINGS FORWARD | Future Zoning Map





PAGOSA SPRINGS FORWARD | Downtown Future Zoning Map

