



**MASTER PLAN**  
**12.29.2020**

**HAYDEN FORWARD**

MASTER PLAN

12.29.2020



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# SUMMARY

## EXECUTIVE SUMMARY

### Letter from the Authors

This plan was completed during a unique time in our Country's history that has positioned Hayden strategically and competitively. These factors include the Covid-19 global pandemic, impending power plant and associated coal mining closure, a national election year and increased social unrest causing a deep look into equitable practices.

In November of 2020, the Town's citizenry voted to increase the local sales tax to provide an additional source for financing redevelopment of the former Hayden High School into a new community center, The Hayden Center. The Hayden Center will serve West Routt County as well as the Yampa Valley. It will also provide a permanent home for Totally Kids, and host recreational and arts programs. As of early November 2020, concept drawings were at about 30% of completion and entering the final stage with construction expected to commence in 2021 in time for a 2022 opening.

This Master Plan should be a resource for individuals engaged in industry attraction, transportation planning, commercial and retail development, home building, the provision of services, construction of utilities, and programming of parks and open spaces. Ideally, it will facilitate a sustainable and fiscally resilient future for the Town, and offer a foundation for future development regulations, policy decisions, and community programs.

Going forward, particularly in the near- to mid-term, Hayden's economy will likely once again experience some volatility due to both business closures resulting from the COVID-19 outbreak, as well as impending closures of coal mining/coal energy production facilities; however, economic development activities recommended herein and in supporting strategic documents will provide guidance to minimize potential impacts, and position the community for more diverse and sustained economic prosperity.



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# SUMMARY

## EXECUTIVE SUMMARY

### Introduction and Vision

Hayden's Master Plan is an advisory document intended to articulate the character and vision for the Town's future as well as lay out the road-map for community growth. A Master Plan promotes the community's vision and goals through policy and action items, addressing both current and future needs and providing a balance of orderly development with conservation. The Master Plan is a culmination of efforts, considering the Town's past experiences while thoughtfully evolving into the future. Through community and stakeholder engagement, guiding principles and supporting policies and actions have been developed. While this plan is non-regulatory, it serves as an advisory framework for Hayden to preserve its character and enhance quality of life.



Guiding Principles were developed from community and stakeholder engagement summaries and themes. The three Principles encompass the values of the community and their desires for the future. The meaning behind each Guiding Principle is explained below.



### Maximizing Economic Development

Economic resiliency is a critical component to a functioning society. Hayden has a high base of homeowners who support the Town, and this plan identifies how the Town can leverage the community to foster growth. Hayden's regional accessibility offers a multitude of opportunities to capitalize on the unique offerings within the Town. Policies and action items outline how the existing residential, historic downtown commercial, natural resources and deeply rooted history can bolster the sustainability of Hayden's economy.



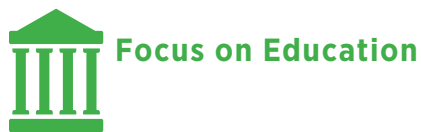
### Promote and Enhance Healthy Living

Hayden's rich cultural heritage is deeply sown into the bedrock of the community. The policies within this Principle are inspired by the pioneering history of Hayden as well as the community's desire to be forward thinking. Farming and ranching have been mainstays in the society, and this plan seeks to guide how these elements will transition with Town growth to maintain existing

# SUMMARY

## EXECUTIVE SUMMARY

preserved agricultural land and promote new opportunities for local cultivation of food and goods. Recreation is another key component of healthy living and access to open space, parks and trail connectivity is a focus of this plan. Key components of healthy living are included as policies and actions to create a well-rounded community with available, attainable housing and access to public services.



The community members of Hayden prioritized the need to advance the current educational opportunities and quality with a focus on youth as well as postsecondary learning. The obtaining and retention of quality teachers is a key challenge that is addressed in this plan with the goal of enhancing the educational quality for the community. Other opportunities are identified that relate to postsecondary education, multi-modal connectivity to schools and a variety of educational programming.

All the policies seek to serve the Town's vision statement:



## EXECUTIVE SUMMARY

The Guiding Principles are to be used as the north star or the basis upon which the Town desires to grow and develop into the future. The policies will be used in conjunction with the Guiding Principles to aid in decision making by the Town. Action items are used to support the Principles and policies by providing the steps necessary to implement the policies for each element.

The elements of the Policy Framework are:

- » Housing and Neighborhoods
- » Heritage, History and Culture
- » Parks, Recreation and Open Space
- » Transportation
- » Infrastructure
- » Community Services

Economic resiliency and the community growth framework are included in a distinct section titled Economic Growth Framework. Within each of these elements we have established policies which range from specific tasks to accomplish overarching philosophical goals. Some of the goals are already established in the Town, indicating their importance to the community to be carried out over time. Others are new and indicative of the evolving community and opportunities and challenges that Hayden must overcome.



Maximize Economic Development

Fiscally responsible growth and development, focused on infill development downtown, airport commercial and efficient residential development



Promote and Enhance Healthy Living

Recreation, agricultural preservation, active lifestyle, balance, Town activities, community spirit, attainable housing



Focus on Education

Lifelong learning from childcare, youth, teens, adults and seniors, teacher retention and support, continuing education, governmental transparency



## EXECUTIVE SUMMARY

### Parts of the Plan

The Master Plan includes three distinct sections: (1) Policy Framework, (2) Economic Growth Framework and (3) Appendices. While each of the sections serves a specific purpose, they are intended to work together. The content and purpose for each section is defined below.

### Policy Framework

Policy establishes the overall foundation for the Master Plan. This section includes policies and actions to support the Town's vision relative to the three Guiding Principles. This section provides direction to Town staff and leadership in decision making.

### Economic Growth Framework

This section includes area specific recommendations to promote the Town's resiliency. Economic growth and future land use are included in this section.

### Appendices

» **Action Plan** - This section outlines specific actions the Town will take to accomplish the goals of the plan including time frame and responsible party. It is acknowledged that many actions will require collaboration from partners to support implementation, and potential partners are identified here.

» **Three Mile Plan** - The Three Mile Plan identifies properties within a three mile distance from the existing Town boundary and how the Town



may consider those properties in the future, particularly around annexation petitions.

» **Economic Analysis** - This section includes market context and analysis, Town demographics and characteristics, trends opportunities, challenges and future growth absorption. Thorough analysis for impacts related to coal-mining and power plant closures are included here.

» **Plan Foundation** - Existing conditions and background are summarized here.

» **Community Input Summaries and Key Findings**

» **Maps** - Future Land Use, Analysis, etc.

» **Resolution / Plan Adoption**



# SUMMARY

## EXECUTIVE SUMMARY

### Process

The Town and consultant team established an extensive community outreach strategy with the goal of including a variety of methods and opportunities for input. Plan development included three phases, with engagement efforts as part of each step:

- » **Phase 1** - Steering Committee Kick-off, Stakeholder Interviews
- » **Phase 2** - Steering Committee Meetings (2), Joint Planning Commission / Town Council Work Session, Open Houses (2), Community Input Survey
- » **Phase 3** - Steering Committee Meetings, Joint Planning Commission / Town Council Work Sessions, Public Hearings

### Community Engagement

Many community members provided input through the process, which provided great direction to the team working to develop the plan. Community insight shaped the shared values, vision and guiding principles for the Hayden Master Plan update.

Community input was collected through a variety of methods including two open houses, a community survey, joint Town Council and Planning Commission meetings, multiple steering committee meetings and stakeholder interviews.



## EXECUTIVE SUMMARY

The second open house was used as a platform for the community to review the input analysis and provide comments, additions, or modifications. Community members in attendance confirmed the input was in alignment and consistent with expectations.

Following this confirmation, input was summarized into the key findings (see Appendix C). These findings identify priority focus areas for the community moving forward, and guided creation of the Guiding Principles: (1) Affordability, (2) Economic Development, (3) Education, (4) Infrastructure and (5) Recreation.

Key findings are related back to Hayden’s vision statement, to be a welcoming and inclusive community that honors its heritage while planning for the future.



» **Welcoming:** Develop a stand-alone community where residents have access to the natural environment, attainable housing, diverse employment opportunities and quality core services (e.g. education, public health).

» **Heritage:** Build on the strong generational ties of Hayden by promoting the activation of Hayden’s historic downtown, focusing on agriculture through partnership development, and prioritizing the Yampa River.

» **Inclusive:** Provide and enhance quality of life for all members of the community at various life stages through policies that promote equity.

» **Plan for the Future:** Synthesize land use and economic development to ensure a resilient and sustainable economy for the long-term future while determining smart growth patterns for the community that will help mitigate external threats (e.g. power plant shut down).

## EXECUTIVE SUMMARY

### Economic Growth Framework

The Economic Growth Framework serves to provide a connection between the Town of Hayden's current and future land use mix, real estate product inventories and municipal budget to inform decision making by Town leaders. Strategies are identified to leverage public resources to encourage private investment, infill development and redevelopment, and pursue partnership opportunities. With these considerations in mind, an analysis of current and future market trends for various land uses was completed to provide both a baseline for the planning process and a road-map for identifying future opportunities. These findings are presented in the Economic Growth Framework and additional detailed findings are included in Appendix D.

### Fiscal Resiliency

Fiscal resiliency is the ability for a community to overcome its potential fiscal challenges. To create a Master Plan that promotes an economically successful future based in market reality, an analysis of past, current and anticipated land use trends was completed. Demographics and psychographics were assessed concurrently to provide a thorough awareness and understanding of market conditions. Private participants in community development projects are more likely to reinvest in the same community when they believe public resources are comprehensive and reflect an awareness of the challenges faced by both the public and private sectors.



As the investment portfolio of individuals in a market grow, so too does their commitment to the long-term health and vitality of the community. Plans grounded in market realities are most likely to ensure capital investments will effectively leverage desired private investment, and resources will be judiciously expended.

## EXECUTIVE SUMMARY

### Market Trends

With these considerations in mind, an analysis of current and future market trends for various land uses was completed to provide both a baseline for the planning process and a road map for identifying future opportunities.

The purpose of the market context analysis was to:

- » Assess current and future market conditions in Hayden and its surrounding trade area.
- » Evaluate the Town of Hayden's current and future attractiveness for various land use types within the trade area.
- » Ensure planning and investment decisions for the Town are grounded in market and economic reality.
- » Provide an independent, third-party story to tell potential developer and investor audiences.
- » Set the stage for implementation of the Plan (how to help the community achieve its vision).
- » The potential development capacity and absorption were studied for a regional trade area, including Craig and Steamboat Springs. It was important to complete an assessment for the entire trade area as Hayden's market conditions are heavily influenced by both Craig and Steamboat Springs.



### Real Estate Forecast Summary

- » The Town of Hayden is expected to grow at a similar average annual rate as Routt County over the next 10 years (1.8% and 2.0%, respectively).
- » Emerging segments include more middle income and ethnically diverse households. The Trade Area's profile shows a concentration of higher-income, highly educated households and a significant and growing concentration of young professionals, who are newly affluent and highly mobile.
- » The Town of Hayden has the potential to capture a fair share of Trade Area growth over the next 20 years, for a variety of residential, retail and employment land uses.

## EXECUTIVE SUMMARY

- » Demand for residential development in Hayden is a function of projected household growth across a wider geography – in this case, the Trade Area. Hayden will compete with other locations in the Trade Area as a potential home for newly formed households, whether they arise through natural increase or net in-migration.
- » Based on current and anticipated home ownership and rental rates, there should be demand for 7,700 additional ownership housing units and 4,100 additional rental units by 2040 within the greater Trade Area. Hayden’s market capture and potential absorption of this growth is detailed in the Economic Growth Framework.
- » Together, current leakage and future household spending could potentially support a total of 555,000 square feet of new retail space in the Trade Area over the next 20 years. Hayden’s market capture and potential absorption of this growth is detailed in the Economic Growth Framework.

An important component of Hayden’s forward-thinking economic development strategy will be the attraction of targeted industries and business organizations with a strong likelihood of locating in the community and Yampa Valley region. With an understanding of each one, future marketing efforts can be more strategic and land use planning more reflective of actual market circumstances and potential.



The Master Plan is reflective of these market considerations and sets the stage for a successful path forward for the Town.

### Implementation

Implementation of the Plan is a multi-tiered approach including (1) the identification of public and private partnerships including Routt County and other municipalities within the County limits, regional and governmental agencies and non-profit organizations, (2) prioritization of amendments to the Zoning and Land Use Code and Municipal Code, and (3) provide economic development policy tools to identified catalyst locations in Town. The action plan strategy will be to commence these three elements simultaneously upon approval of the Master Plan. See the Action Plan in the Appendix for additional details and information.

# CHAPTER 1

## POLICY FRAMEWORK

### Introduction

Policy establishes the overall foundation for the Master Plan. This section includes policies and actions to support the Town's vision relative to the three Guiding Principles. This topic area addresses both intentions and outcomes. The policies and actions portion are intended to provide general guidance for defensible decision-making, along with specific activities designed to provide a decisive road-map for advancing the intentions expressed herein. This tiered structure will allow for multiple actions or activities to proceed in tandem, rather than sequentially, thereby protracting the Town's efforts.

Policies and actions reflect the input of participants in the planning process, larger citizenry, and community leaders, along with guidance from members of the Steering Committee and technical support from the consulting team. Further, they are intended to be fluid and continually refined, in order to remain relevant, yet consistent with expressed intentions and desired outcomes.

### Guiding Principles



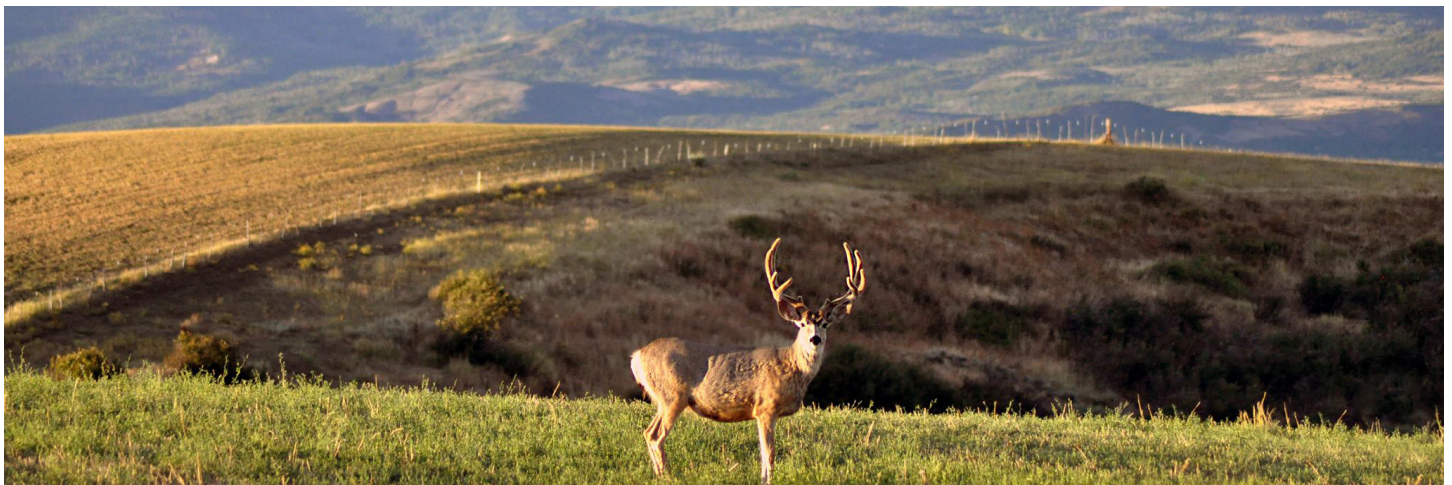
Maximize Economic Development (ED)



Promote and Enhance Healthy Living (HL)



Focus on Education (FE)



## HOUSING & NEIGHBORHOODS ELEMENT (HE)

### Housing and Neighborhood Element

Hayden's authentic feel, well-established neighborhoods and cooperative governance provide a solid foundation for a living experience that fosters smart growth and encourages creativity. Elevated interest in Hayden for housing development is a direct byproduct of housing pressures being felt in western Routt County. Increased demand for second homes in and around Steamboat Springs, coupled with a scarcity of land available for moderately priced homes, have driven up housing prices. Similarly, expanded resort accommodations have spurred job growth, also necessitating an expanded inventory of attainable housing products. Further inducing market pressures have been efforts by Routt County to codify policies which discourage urban-scale development outside designated growth areas. Rising prices and scarce land available for moderately priced housing have effectively fueled a rising demand for growth in existing communities like Hayden.

Local residents who participated in this planning effort expressed a desire that Hayden remain a place that people choose because of character and qualities, rather than its comparative affordability. To fulfill this objective, Hayden must be committed to expanding its residential product offerings while enhancing and protecting its valued assets. This reinforces the central issue for Hayden, as it was in 2005, diversification, yet preservation, in the pursuit of stability and fiscal health. To this



end, the following Policies and Actions have been identified to support and advance initiatives to provide political support and public resources and grow the Town's housing stock with a diverse set of typologies and structures essential for its long-term success and viability.

## HOUSING & NEIGHBORHOODS ELEMENT (HE)

### Policies

» **HE.ED1:** Locate higher density residential near the Town core to support downtown activation.

- **Action HE.ED1.1:** Identify lots to encourage infill residential within Hayden’s traditional neighborhood street network near downtown.

- **Action HE.ED1.2:** Develop context sensitive guidelines for infill residential development that maintain the traditional neighborhood character of Hayden, such as alleys, gridded streets, street-facing front porches and private outdoor space.

- **Action HE.ED1.3:** Consider revision of land use code requirements related, but not limited, to:

- Incorporation of additional housing typologies in the RLD zone district
- Reduction of lot frontage and / or size requirements for floor area
- Accessory dwelling unit size and density allocation
- Maximize dwelling units within multi-family buildings
- Develop a Medium Density Residential zone district
- Develop updated standards and regulations for Home Occupations

- **Action HE.ED1.4:** Routinely review water, wastewater and stormwater infrastructure capacity as infill and redevelopment occur.

- **Action HE.ED1.5:** Identify existing



structures that could be adaptively re-used as mixed-use or residential.

- **Action HE.ED1.6:** Encourage architecture with quality materials and design reflective of Hayden’s historic character.

- **Action HE.ED1.7:** Encourage smart growth based on Hayden’s traditional grid network of narrow, treelined streets with connections to the commercial core.

» **HE.ED2:** Increase the quantity of housing units community-wide to achieve a carrying capacity that supports downtown investment.

- **Action ED2.1:** Stimulate workforce housing creation through supportive policies and regulations along with other public resources and regulations (e.g. workforce housing overlay).

- **Action ED2.2:** Maintain high levels of



## HOUSING & NEIGHBORHOODS ELEMENT (HE)

homeownership in the community through creation of a diversity of for-sale housing types at a variety of price points.

- **Action ED2.3:** Encourage a variety of housing typologies throughout the Town.
- » **HE.ED3:** Encourage housing stock that is affordable to the community's workforce.
- **Action HE.ED3.1:** Develop partnerships with local and regional employers and organizations for land allocation, funding and other resources to support workforce housing development.
- **Action HE.ED3.2:** Develop a buy down or down payment assistance program for purchase of existing homes already integrated into neighborhoods.
- **Action HE.ED3.3:** Provide flexibility in the code to provide affordable housing at a range of area median incomes (AMIs) or alternative formula in keeping with affordability intent.
- **Action HE.ED3.4:** Create a plan identifying priority sites for affordable housing to ensure development opportunities in multiple locations throughout Town including downtown and adjacent to public facilities and transportation.
- **Action HE.ED3.5:** Provide support for opportunities and development programs that prioritize provision of flexible, attainable, affordable and / or workforce housing.
- **Action HE.ED3.6:** For any future redevelopment of mobile homes reallocate

similarly priced affordable rental housing either within proposed developments or in an alternate location in Hayden.

- » **HE.ED4:** Encourage housing and land use alternatives for location-neutral and home-based workers.
- **Action HE.ED4.1:** Continue community investment in fiber, internet and cellular services.
- **Action HE.ED4.2:** Monitor technological trends to understand future investment needs.
- » **HE.HL1:** Provide a continuum of housing for all cycles of life to include seniors, families, single occupancy households, co-living, etc.
- **Action HE.HL1.1:** Support development of housing and associated facilities for seniors including maintenance free homes, active adult and assisted living within the Town core, near existing facilities, such as The Haven, and integrated into neighborhoods.
- **Action HE.HL1.2:** Promote development of housing for the local workforce, including multi-family, duplex, single-family and alternative housing types.
- **Action HE.HL1.3:** Adopt land use code policy revisions that allow for co-living and alternative forms of multiple unit developments.
- » **HE.HL2:** Promote residential neighborhoods focused on agricultural land conservation and local food production. Incorporate community amenities to support an agricultural lifestyle.

## HOUSING & NEIGHBORHOODS ELEMENT (HE)

- **Action HE.HL2.1:** Encourage homeowner associations and other entities to support cultivation of crops and scale appropriate farming.
- **Action HE.HL2.2:** Consider revision of land use code requirements related to:
  - Allowing livestock such as chickens, Nubian goats, other small animals and bees within residential neighborhoods
  - Inclusion of community garden space and supportive facilities as an allowed amenity for park and open space requirements.
- **Action HE.HL2.3:** Protect and maintain prime locations for agriculture and arrange development to provide opportunities for integration with prime conserved agricultural lands.
- **Action HE.HL2.4:** Encourage developers to include supportive agricultural amenities in tandem with open space and park requirements (i.e. greenhouses, stables, storage buildings, shared equipment, irrigation systems, barns, silos, etc.).
- » **HE.FE1:** As the Town grows, maintain neighborhood housing diversity through a variety of densities, typologies, and price points for equitable access to schools, public facilities, and job opportunities and to promote socioeconomic mixing.
- **Action HE.FE1.1** - Encourage development that integrates affordable housing into the neighborhood or project.
- **Action HE.FE1.2:** Conduct a housing needs assessment and/or surveys to gauge the need for different typologies and income levels.
- **Action HE.FE1.3:** Maintain affordability of existing inventory by providing assistance to residents to purchase or rent homes in established neighborhoods through grant funding or other financing mechanisms.
- » **HE.FE2:** Teacher Retention and Recruiting: Develop housing programs in partnership with the Hayden School District and other partners to provide affordable, long-term housing for teachers and staff.
- **Action HE.FE1:** Invest in existing housing and properties to create affordable housing for teachers through buy-downs or incentives for property owners.
- **Action HE.FE2:** Support application for grants to fund bonuses, stipends for living expenses and furthering education and tuition aid for student loans or college scholarships for future teachers.



## HERITAGE, HISTORY & CULTURE ELEMENT (HHC)

### Heritage, History & Culture Element

Hayden was founded from ranching and homesteading in the 1860s and expanded with development of irrigated agriculture and the 1913 extension of the Moffat Road Railway line. While staunchly independent, the people of Hayden historically relied on each other because of their relative isolation from services and shopping. With the introduction of transportation improvements, and industry growth in coal mining, agriculture and recreation, Hayden prospered, while retaining its pioneer spirit and character. By the late 1920s, Hayden was deemed a fiscally self-sustaining community with a healthy job market, variety of housing products and population of about 2,000 residents. Hayden experienced volatility in growth and population from 1930s to the 1960s, with growth reappearing after 1960 with the introduction of winter resort activities in Steamboat Springs, construction of the coal-fired power plant in Routt County and completion of the Yampa Valley Regional Airport. Going forward, particularly in the near- to mid-term, Hayden's economy will likely once again experience some volatility due to the impending closures of coal mining facilities and related power plants in Routt and Moffat Counties; however, economic development activities recommended herein and in supporting strategic documents will provide guidance to minimize potential impacts, and position the community for more diverse and sustained economic prosperity that is grounded in heritage.



### Policies

- » **HHC.ED1:** Identify potential conservation easement locations that facilitate agricultural preservation, river access and public trails.
  - **Action HHC.ED1.1:** Create partnerships with landowners, land trusts and other preservation or conservation organizations.
  - **Action HHC.ED1.2:** Build community support to extend the Routt County Purchase of Development Rights (PDR) program beyond 2025 for identified parcels.
- » **HHC.ED2:** Develop a physical linkage between Walnut Street, the Heritage Center and Lincoln Avenue with the purpose of promoting Heritage tourism.
  - **Action HHC.ED2.1:** Utilize streetscape design elements, interpretive and wayfinding signage, and pedestrian scale amenities to create a physical connection throughout the Town core.
  - **Action HHC.ED2.2:** Improve or add

## HERITAGE, HISTORY & CULTURE ELEMENT (HHC)

sidewalks within the Town core to create a pedestrian oriented Downtown including Lincoln Avenue, North Poplar Street and Washington Avenue.

» **HHC.HL1:** Preserve and enhance Hayden's historic Downtown resources.

• **Action HHC.HL1.1:** Encourage the preservation of existing historic buildings, new development and redevelopment to use compatible architecture and historic elements unique to Hayden.

• **Action HHC.HL1.2:** Create a variety of tools and incentives to promote historic preservation.

• **Action HHC.HL1.3:** Expand awareness of financial resources available at local, State and Federal levels for historic preservation funding (grants, tax credits, etc.)

» **HHC.HL2:** Create access to locally sourced foods, including community access for hunting and fishing on public lands.

• **Action HHC.HL2.1:** Work with property owners to create public access to waterways and frontier areas.

• **Action HHC.HL2.2:** Promote local street vendors and food trucks in the Town Core to provide access to fresh foods and activate the area.

» **HHC.HL3:** Promote the cultivation, distribution and sales of local food including access to fresh produce and locally sourced meat.

• **Action HHC.HL3.1:** Develop partnerships with farmers and provide resources to create a Community Supported Agriculture (CSA) program.



## HERITAGE, HISTORY & CULTURE ELEMENT (HHC)

- » **HHC.FE1:** Support development of college course opportunities through an extension program, technical school or a community college to focus on trades, agriculture, and entrepreneurship.
  - **Action HHC.FE1:** Approach Colorado based colleges about providing an extension program in Hayden.
  - **Action HHC.FE1.2:** Develop an entrepreneurship program through the future trade incubator space at the Hayden Center, future land use Trade Space, and Northwest Colorado Entrepreneurship Center.
- » **HHC.FE2:** Sustainability and Agriculture: Support agri-education efforts at all levels of schooling.
  - **Action HHC.FE2.1:** Encourage and support programs at the Routt County Fairgrounds including:
    - 4H, Future Farmers of America, rodeo related events and horse clinics, etc.
    - Training through USDA Agriculture in the Classroom (AITC)
    - Internships / apprenticeships (e.g. Communicating for Agricultural Exchange Programs (CAEP))



- » **HHC.FE3:** Promote Hayden’s identity in the downtown area to strengthen the community’s connection to the history of the region.
  - **Action HHC.FE3.1:** Develop a historic art program in the downtown area reflecting Hayden’s heritage, history, and culture.
  - **Action HHC.FE3.2:** Encourage the implementation of public art from local artists.

## PARKS, RECREATION & OPEN SPACE ELEMENT (PRO)

### **Parks, Recreation & Open Space Element**

With easy access to hunting, fishing, biking, skiing, tubing and many more outdoor activities, it is abundantly clear that one of Hayden's natural advantages is its ample recreational opportunities. Many Hayden residents speak about the recreational opportunities offered within the Town or close by as one of the fundamental elements that positively affects their quality of life. The Town's parks and open space amenities add active programming to the area's abundant natural resources, and continued emphasis on trails development and community connectivity is critical to resident mobility. The most important community asset heard during community engagement is the Yampa River, which runs adjacent to Town but currently has no direct access points within the Town boundaries. It is a future hope of the Town to support partnerships and development that will provide Yampa River access along with additional important parks, recreation and open space opportunities as identified in the policies and actions below.

Through the community engagement process, a top comment in the community was the desire for more activities and recreational opportunities for residents. Parks, recreation and open space are a foundation for the Promoting Healthy Living Guiding Principal, and in addition to Policies and Actions, key recreational amenities for prioritization have been identified. These priorities are diversified to include all age groups and family-oriented amenities to provide a balance of elements for the community.

### **Mountain Bike Park & Sage Creek Trail**

The mountain bike park is located on the approximately 200-acre town leased parcel west of the airport. The intent for this park is to include a variety of mountain bike-oriented amenities, potentially including a pump track, kid's pump track, flow course and intermediate bike park features. The bike park will be connected to the town core by the Sage Creek Trail which begins at US Highway 40 and follows County Road 37 to the future bike park.



## PARKS, RECREATION & OPEN SPACE ELEMENT (PRO)

### **Downtown Splash Pad & Donna Hellyer Park**

Main Street park improvements are a catalyst for bringing vibrancy to Jefferson Avenue. The splash pad will create activities for families Downtown and create a hub for gatherings within the core. The Donna Hellyer Park will be an opportunity to connect heritage with parks and recreation, and a place to celebrate Hayden's culture. By adding parks to the Downtown, a link will be created from the parks at the perimeter and help facilitate movement towards Walnut Street and Jefferson.

### **Trail Connections**

Multi-modal connectivity is needed throughout town to provide safe connections to town facilities, schools, parks and open space. As the town continues to develop and grow, prioritizing the implementation of trail connections will ensure safe connectivity to non-motorized transportation methods. The trail connections that have been prioritized (reference the Future Land Use Map) include the following:

### **Breeze Basin Boulevard to Yampa River State Park**

Create a multi-modal trail that provides a separation for non-motorized vehicles from the busy Breeze Basin Blvd.

### **Dry Creek Subdivision to Routt County Fairgrounds, Dry Creek Park & School**

Create a multi-modal trail that provides a connection through Low Density Residential and



Public Facility land areas. This direct access does not currently exist and will be a benefit to all residents that live to the east of the fairgrounds, park and school.

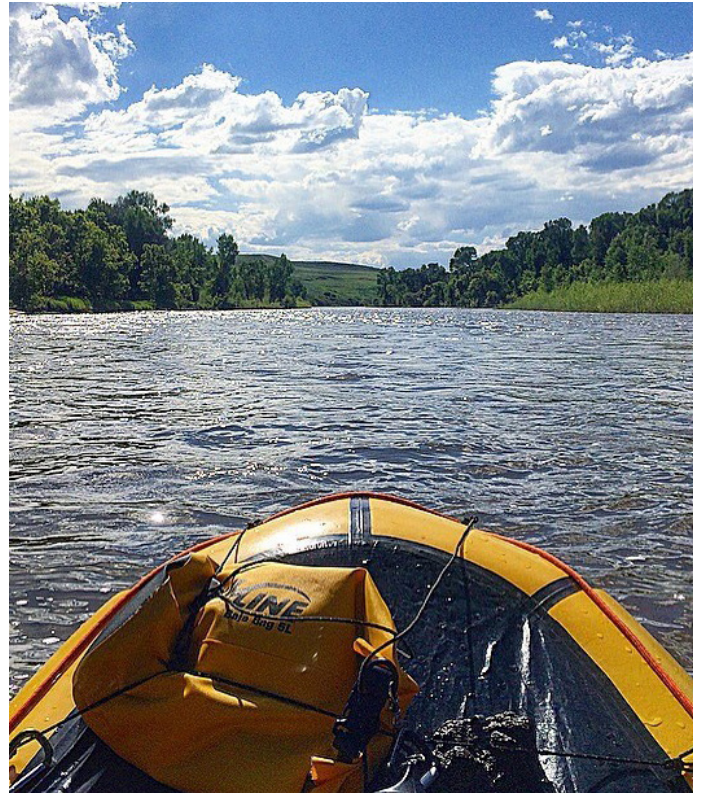
### **River Trail**

Providing controlled access locations to the Yampa River should be encouraged through the creation of a greenway corridor along the river boundary that allows for a continuous open space adjacent to the river, fishing access, boat access and passive seating. The River Trail is an amenity intended to increase pedestrian activity proximate to the town center, another positive step in supporting Downtown businesses.

## PARKS, RECREATION & OPEN SPACE ELEMENT (PRO)

### Policies

- » **PRO.ED1:** Provide multiple connection points for fishing, boating and public access along the stretch of the Yampa River through Hayden's Three Mile Area.
  - **Action PRO.ED1.1:** Identify priority access locations based on pedestrian connectivity, proximity to Town Core and potential for adjacent future commercial development.
  - **Action PRO.ED1.2:** Encourage and support public access to the river, strengthening physical and visual connections, promotion and preservation.
  - **Action PRO.ED1.3:** Develop partnerships with private property owners, State Parks, Nature Conservancy, and others to determine financial contributions, potential land trade opportunities and management responsibilities.
  - **Action PRO.ED1.4:** Promote creation of river access within walking distance to Downtown to share resources (e.g. parking) and encourage supporting commercial development.
- » **PRO.ED2:** Leverage opportunities at the Routt County Fairgrounds to include educational, economic, cultural programming, animal therapy and boarding, etc.
  - **Action PRO.ED.2.1:** Pursue opportunities for additional partnerships with the County and stakeholders for Fairgrounds use, programming and activities.



- **Action PRO.ED2.2:** Support County efforts in pursuit of grant funding for implementation of Fairgrounds Master Plan improvements.
- » **PRO.HL1:** Promote all-season, year-round recreational resource promotion and development.
  - **Action PRO.HL1.1:** Explore inclusion of lighting at Dry Creek Park and the future Sage Creek area for night activities.
  - **Action PRO.HL1.2:** Procure equipment needed to provide additional outdoor winter recreation opportunities.
  - **Action PRO.HL1.3:** Create a marketing strategy to inform residents, tourists and regional communities of the recreational opportunities available in Town.



## PARKS, RECREATION & OPEN SPACE ELEMENT (PRO)

- **Action PRO.HL1.4:** Pursue the opportunity for a Rails-to-Trails initiative that could service popular activities such as gravel biking and cross-country skiing.
- » **PRO.HL2:** Parks: Provide for park access within a 10-minute walk of all residential units.
  - **Action PRO.HL2.1:** Inventory existing parks to determine upgrade potential and amenities to serve local neighborhoods.
  - **Action PRO.HL2.2:** Consider revision of land use code requirements related to:
    - Development requirements for providing public open space or park provision to allow the expansion and / or enhancement of existing recreational assets.
    - Provision of quality parks and open space over scale and size provided. Focus on amenities, connectivity, adjacency to public facilities, etc.
  - **Action PRO.HL2.3:** Determine a financial structure for public park maintenance.
  - **Action PRO.HL2.4:** Develop partnership with publicly owned properties to provide recreational opportunities, open space access and / or connectivity.
- **Action PRO.HL2.5:** Incorporate creative, low-cost trail connections including striped bike lanes, soft surface shoulder trails, paved paths, etc. to provide connectivity between parks and open space and neighborhoods.
- » **PRO.HL3:** Natural Resources: Preserve and protect Hayden’s natural resources to maintain the rural scenic character of the community.
  - **Action PRO.HL3.1:** Minimize impacts to natural resources including maintaining key view corridors and minimizing disturbance to steep slopes, wetlands, historic gulches, waterways, 100-year floodplain, and significant vegetation.
  - **Action PRO.HL3.2:** Maintain large swaths of connected open space for protection of wildlife habitat, watershed protection and agricultural preservation.
  - **Action PRO.HL3.3:** Seek partnership opportunities to maintain important conservation easements.
  - **Action PRO.HL3.4:** Support County endeavors to require public access in future conservation easements.



## PARKS, RECREATION & OPEN SPACE ELEMENT (PRO)

- » **PRO.FE1:** Safe Routes to School: Identify primary routes to existing and future school sites to develop safe paths and crossings.
  - **Action PRO.FE1.1:** Pursue partnership opportunities with the School District to provide multi-modal connections and safe crossings to schools and the Hayden Center.
  - **Action PRO.FE1.2:** Identify alternative funding sources (GOCO, CDOT, DOLA, etc.) for implementation of sidewalks and trails.
  - **Action PRO.FE1.3:** Improve bicycle facilities including bicycle trails, paved and striped bike lanes on primary roads and bike rack locations in the Town Core and at local parks.



## TRANSPORTATION ELEMENT (T)

### Transportation Element

Growth will have an impact on Hayden's transportation network, and a well-planned approach for improvements including access, street design, multi-modal infrastructure and transit is important for the community's future. Partnership with CDOT will be required to monitor and improve traffic and mobility on Jefferson Avenue / US Highway 40 through downtown. Sidewalks and trails should be included with all new development in addition to street requirements that will handle the associated traffic impacts.

- » **T.ED.1:** Highway 40: Improve the aesthetics and functionality of the Jefferson Avenue / US Highway 40 corridor.
  - **Action T.ED1.1:** Support improvements and redevelopment at the Town entries that is aesthetically appealing and representative of Hayden's character.
  - **Action T.ED1.2:** Support the intensification of uses as part of redevelopment efforts along the Jefferson Avenue / US Highway 40 corridor.
  - **Action T.ED.1.3:** Improve sidewalk and pedestrian connectivity along the entirety of the Jefferson Avenue / US Highway 40 corridor, including sidewalk width appropriate for year-round use and functionality.
  - **Action T.ED1.4:** Partner with CDOT to study the speed limit along US Highway 40 through the Town core.



- » **T.ED2:** Vehicular Circulation: Require future transportation networks to contribute to an efficient, well-connected circulation system that provides a logical continuation of the existing street and pathway system.
  - **Action T.ED2.1:** Develop a street classification system including street and alley design standards and cross sections that future development will follow that is consistent with Public Works standards.
  - **Action T.ED2.2:** Promote local connectivity with neighborhood to neighborhood linkages.
  - **Action T.ED2.3:** Develop east-west vehicular circulation as an alternative to US Highway 40.

## TRANSPORTATION ELEMENT (T)

- **Action T.ED2.4:** Work proactively with the County to identify and study need and feasibility for road improvements to serve a growing population in the region.
- » **T.ED.3:** Parking: Evaluate and monitor parking needs as growth occurs Downtown.
  - **Action T.ED3.1:** Utilize Town owned rights-of-way to the maximum extent practicable as parking needs increase.
  - **Action T.ED3.2:** Explore partnerships for shared use parking arrangements as Downtown growth occurs.
- » **T.FE.1:** School Bus Stops: Provide new or enhance existing bus stop locations to align with the Safe Routes to School programming.
  - **Action T.FE1.1:** Pursue partnership opportunities with the School District to provide multi-modal connections and safe crossings to schools and the Hayden Center.
  - **Action T.FE1.2:** Pursue the Safe Routes to School grant through CDOT to fund the implementation of the 6 E's of Safe Routes to School.
- » **T.HL.1:** Public Transportation: Improve public transportation access including scheduling and pick up times, bus stop locations and multi-modal connectivity.
  - **Action T.HL1.1:** Increase availability and schedule for regional bus options based on employee needs.
  - **Action T.HL1.2:** Identify locations for new bus stops that connect to the multi-modal transportation system.
- **Action T.HL1.3:** Partner with the City of Steamboat Springs and Routt County to develop a plan for expanded bus service.
- » **T.HL.2:** Multi-modal connectivity: Extend pedestrian and bicycle transportation network.
  - **Action T.HL2.1:** Determine potential alternative roadway cross sections that provide safe pedestrian and bicycle routes including shoulder paths, attached and detached sidewalks and trails.
  - **Action T.HL2.2:** Require developers to build bicycle and pedestrian connections as part of new development.
  - **Action T.HL2.3:** Develop standards for construction of multi-modal connections.
  - **Action T.HL2.4:** Create partnerships with Craig and Steamboat Springs for multi-use recreation path connections between communities.
  - **Action T.HL2.5:** Identify primary multi-modal routes within the Three Mile Area for required implementation or payment-in-lieu during future annexation.

## INFRASTRUCTURE ELEMENT (I)

### Infrastructure Element

Public infrastructure includes utilities, facilities and services planned to meet the needs of residents. As growth occurs, infrastructure should be analyzed and monitored for operational needs and capacity. The Town will proactively continue to seek funding sources to maintain levels of service for residents now and into the future. As improvements occur with growth over time, consider new technologies and methods for achieving community infrastructure goals.

### Policies

- » **I.ED.1:** Water Rights: Proactively support community heritage and future development through the management, protection and maintenance of water rights and resources.
  - **Action I.ED1.1:** Support and educate water rights owners in beneficial activities to avoid abandonment.
  - **Action I.ED1.2:** Seek water rights acquisition that will encourage community growth.
  - **Action I.ED1.3:** Collaborate with stakeholders through power plant transition and associated water rights for potential use for other activities.
- » **I.ED.2:** Provide access to the Yampa River.
  - **Action I.ED.2.1:** Identify and provide public roads, parking and utilities necessary to support proposed public river access points.
- » **I.ED.3:** Support provision of utilities to catalyst development areas.



- **Action I.ED.3.1:** Study the feasibility and connectivity for additional public utility extension to the airport and surrounding future designated IBLI and Service Commercial areas.
- » **I.ED.4:** Water and Sewer: Manage infrastructure maintenance and expansion to accommodate economic development along with sustained level of service equal to or higher quality than residents currently experience.
  - **Action I.ED4.1:** Maintain and improve public infrastructure to support quality of life for residents.
  - **Action I.ED4.2:** Plan for growth and understand improvement needs for infrastructure through analysis of operational levels at existing utilities.

## INFRASTRUCTURE ELEMENT (I)

- » **I.ED.5:** Provide streetscape and public realm improvements.
  - **Action I.ED.5.1:** Create a cohesive streetscape design with pedestrian scale amenities to enhance and drive multi-modal transportation uses.
  - **Action I.ED.5.2:** Enhance the Downtown streetscape from Shelton Ave to 6th Street with the use of street trees, landscape improvements, site furnishings, lighting, etc.
- » **I.HL1:** Energy Sources: Support the development of infrastructure for alternative energy sources.
  - **Action I.HL1.1:** Prioritize key properties for renewable energy infrastructure including publicly owned properties (State Land Board).
  - **Action I.HL1.2:** Support state and energy providers in studies and analysis to determine the best alternative energy sources considering available resources, land use, cost implications and environmental factors.
- » **I.HL2:** Stormwater: Maintain quality stormwater runoff with continued population growth.
  - **Action I.HL.2.1:** Develop and adopt best practices for stormwater management.
  - **Action I.HL2.2:** Design neighborhoods to avoid excessive runoff and minimize the need for stormwater infrastructure.
  - **Action I.HL2.3:** Promote use of natural percolation and vegetated swales to minimize the need for off-site infrastructure improvements.
- » **I.HL3:** Preserve a dark sky environment.
  - **Action I.HL3.1:** Reduce light pollution through dark sky compliant fixtures with future development.
- » **I.HL4:** Require mitigation for development in high risk areas, such as floodplains, wetlands and steeply sloped areas.
  - **Action I.HL4.1:** Develop requirements for mitigation measures and design techniques to reduce risks in hazard areas.
- » **I.FE.1:** Internet Access: Provide fiber / broadband to the community for reliable connectivity.
  - **Action I.FE1.1:** Promote the expansion of communication infrastructure to Town and priority annexation properties.
  - **Action I.FE1.2:** Support private sector investments that improve services and network reliability, such as telecommunications.
- » **I.FE.2:** Provide opportunities for residents to learn trade industries.
  - **Action I.FE.2.1:** Develop local trades training resources including utility services such as electrical, plumbing, contracting, etc.

## COMMUNITY SERVICES ELEMENT (CS)

### Community Services Element

A strong sense of community is a priority of Hayden residents. The community is inclusive, proud of their heritage and planning for an evolving future. Continuing to foster connections between community members through the Hayden Center, Town engagement and focus on services that will improve the quality of life will advance this attribute as Hayden grows.

### Policies

- » **CS.ED.1:** Community Center: Promote the Hayden Center and its potential as a differentiator that improves the quality of life for residents.
  - **Action CS.ED.1.1:** Develop and enhance partnerships for programming including Totally Kids childcare, Hayden School District, Routt County Fairgrounds, etc.
  - **Action CS.ED1.2:** Pursue state funding opportunities for implementation, construction and maintenance through Just Transition planning.
- » **CS.ED.2:** Promote transparency, collaboration and responsive governmental action.
  - **Action CS.ED2.1:** Encourage resident and stakeholder participation and representation in planning efforts for housing, transportation and public health.
  - **Action CS.ED2.2:** Nurture relationships with non-profits that improve the quality of life for Hayden residents.

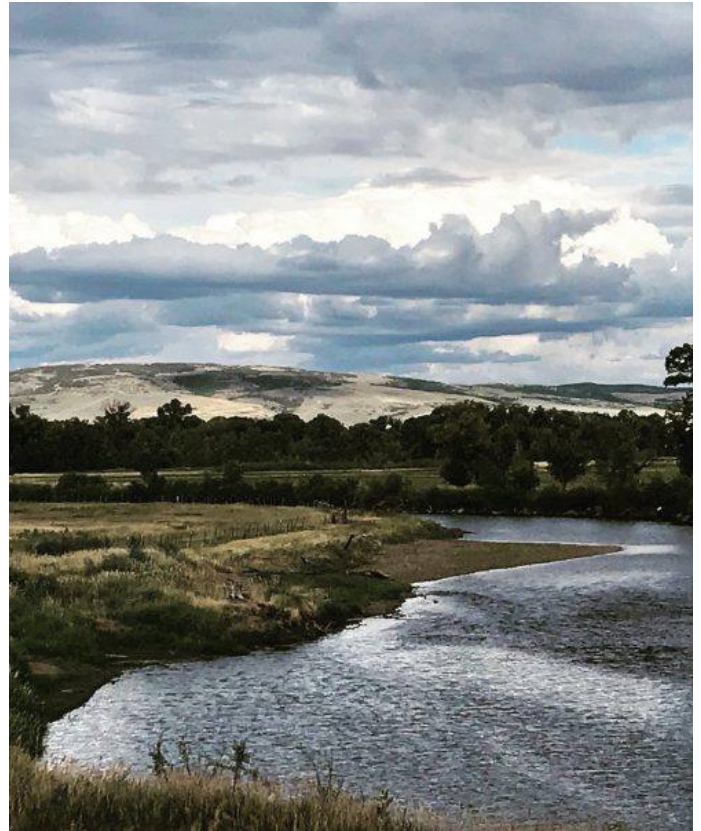


- » **CS.HL.1:** Health Care Services: Encourage a range of locally accessed health care professionals, mental health and wellness specialists for all community members.
  - **Action CS.HL.1.1:** Incentivize and support specialists that can be available locally to support the community.
  - **Action CS.HL1.2:** Partner with providers to address programming, activities and services for youth and seniors.
- » **CS.HL2:** Recycling: Consider location for potential recycling drop-off facility in Hayden.
  - **Action CS.HL2.1:** Collaborate with Yampa Valley Sustainability Council to develop partnership opportunity for local recycling

## COMMUNITY SERVICES ELEMENT (CS)

facility to increase waste diversion.

- **Action CS.HL2.2:** Support partnerships for management and operation of facility.
  - **Action CS.HL2.3:** Explore alternative trash/ recycle solutions for downtown with partners.
- » **CS.FE.1:** Early Childhood Development: Expand childcare options and availability for residents and local employees.
- **Action PS.FE1.1:** Identification of future partnerships, allowances for home daycares and existing non-profits.





# CHAPTER 2

## ECONOMIC GROWTH FRAMEWORK

### Economic Growth Framework

“Over fifty years ago, on the heels of a generation-defining tragedy and the eve of an era-shaping response, President Lyndon Johnson made a speech we’d be wise to revisit today. Announcing his Great Society agenda, Johnson proclaimed, ‘The solution to these [our country’s] problems does not rest on a massive program in Washington, nor can it rely solely on the strained resources of local authority. They require us to create new concepts of cooperation, a creative federalism, between the National Capital and the leaders of local communities.’”

Hayden faces challenges optimistically and is planning forward towards a future that includes new economic revenue streams and new real estate product offerings. Recommendations presented in this Town of Hayden Master Plan are designed to guide the Town into a future that is more economically diverse and sustainable. With the impending closure of mineral extraction and energy transmission facilities in the County, and as such, transition away from a coal mining and

power generation economy, Hayden is taking this opportunity to re-evaluate assets and liabilities, values and possibilities, and opportunities and potential obstacles. While change is inevitable, one certainty is the popularity of the Yampa Valley as a place to live, work and play. Hayden was already anticipated to grow by an additional 600 to 800 residential units by 2050, before the onset of the COVID-19 pandemic that has accelerated the departure of residents from urban areas to outlying and rural areas.

Positioning Hayden to receive growth, while pursuing greater economic stability, was a foundational directive for this planning initiative, as was ensuring that Hayden is able to serve both existing and future residents while maintaining the enduring quality of life.

### Town of Hayden Core Values

**Efficiency** – constantly measuring ourselves to minimize waste and maximize productivity while using our resources to their full potential;

**Fiscal Responsibility** – remaining accountable to the fiscal policies of the Town by balancing efficiency and flexibility with budgetary discipline; while seeking sustainable resources, and practicing long-term planning and prudent use of debt;

**Integrity** – acting in the best interest of the Town, being responsible, reliable, honest and fair; while doing what is right;

**Transparency** – conducting Town business with openness, accountability, and honesty;

**Trust** – understanding expectations earned through constant leadership and professionalism, integrity, respect and appropriate confidentiality.

## FISCAL INTRODUCTION

### Introduction

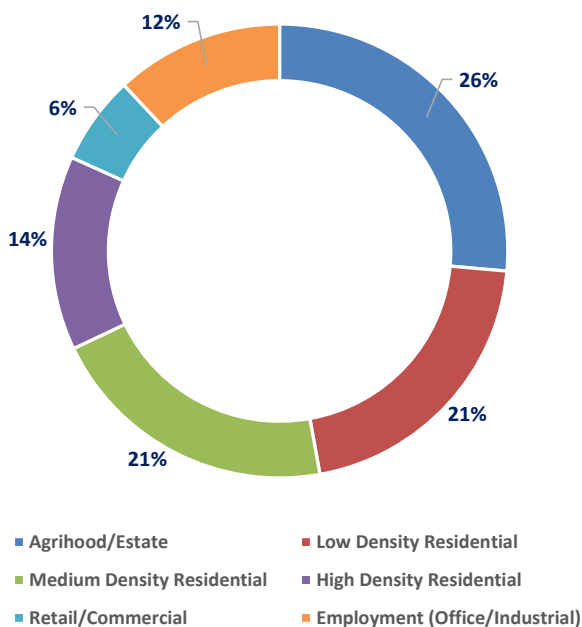
Over the past decade, community planning efforts have increasingly considered the impacts of land use mix on municipal operating revenues and expenditures. Consideration of these “fiscal” implications ensures that the community vision is grounded in market and economic reality, and that a Town’s future fiscal health or “balance” is maintained. The fiscal impact analysis is also designed to educate community stakeholders as to the fiscal implications of land use decisions and explain the relationship between revenue generation and service costs.

As part of the Hayden Forward Master Plan process, a preliminary fiscal impact analysis was conducted for potential new development within the Town of Hayden by 2040. The fiscal impact



analysis considered 10- and 20-year market cycles and focused on operating revenues and expenditures to the Town and how they would be affected by the market-supported level of new development over that period.

### 2040 New Development



### Background

A community’s fiscal environment can be described as a “three-legged” stool, balancing nonresidential development, municipal services and amenities, and residential development. The first “leg” of the stool, nonresidential development, provides the majority of revenues (property and sales tax) to support municipal services.

Municipal services and amenities, the second “leg”, attract residents and maintain their quality of life. The third “leg”, residential development, generates the spending and employees to support

## FISCAL INTRODUCTION

local businesses. In order for a community to operate in a fiscally sound manner, this balance must continually be monitored and maintained, especially within the relatively high-growth environment that Hayden currently exists. A community's ultimate return on investment from development growth is largely determined by this balance.

As Hayden evolves as a community, the Town recognizes the need for additional revenue-generating, nonresidential development to offset the costs of providing a high level of service and amenities to its residents.

### Methodology

An analysis of potential long-term fiscal operating impacts was completed at a community-wide level to determine the ability to generate a balance between revenues and expenditures. General assumptions used in the fiscal impact analysis included:

- » The Town of Hayden's current budget (2020) reflects a reasonable balance between revenues and expenditures.
- » Future revenues (taxes and fees) are based on current (2020) market values for various development types (residential, retail/commercial, employment).
- » Future expenditures are based on current (2020) service costs per capita, including residents and employees.

### Summary

The preliminary fiscal impact analysis highlights how critical land use decisions are to a community's financial well-being. The ability to effectively balance revenues and expenditures will ensure that residents will continue to enjoy quality municipal services and community amenities. This analysis has shown that both 10-year and 20-year build-outs of the community represent relatively balanced mixes of revenue-generating and cost-producing land uses designed to maintain the Town's long-term fiscal health.

In higher growth markets like Hayden, the greater cost-producing land uses (residential) tend to lead development, with the greater revenue-generating land uses (retail and employment) coming after. This can sometimes result in a short-term fiscal deficit, until nonresidential land uses "catch up". For the Town of Hayden, this has significant implications for economic development initiatives going forward, particularly with respect to business attraction.

This analysis can also be utilized as a tool to measure fiscal impacts from new development/redevelopment projects as they are submitted. In this way, the Town will be able to "benchmark" revenue and expenditure impacts on a periodic basis and potentially avoid fiscal deficits from an imbalanced land use mix.

See Appendix D for detailed fiscal impact analyses.

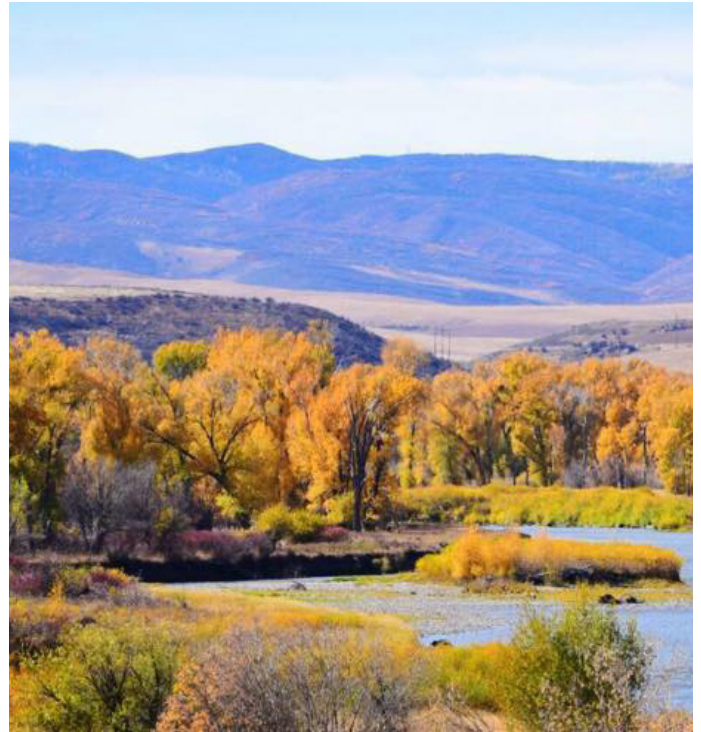
## GROWTH OBJECTIVES

### Primary Economic Growth Objectives

Primary objectives for growth in Hayden and its Three Mile Area include the following:

- » Promote infill and redevelopment in Downtown where historic resources, infrastructure and services exist.
- » Encourage commercial development at the Yampa Valley Regional Airport that enhances guest experience while improving the Town's fiscal health.
- » Stimulate development by providing resources that encourage development while including community benefits.
- » Grow in a logical, efficient manner outward from Downtown and the Airport.
- » Advocate a mix of land uses that create more opportunity for residents to live and work in Hayden.
- » Protect Hayden's natural resources and visual qualities through encouragement of higher-density development within the Town core.

Information presented in this Chapter should be used in conjunction with Chapter 1, Policy Framework, to evaluate land use decisions, along with market context, trends, fiscal analysis found in Appendix D, Economic Growth Framework.



### Guiding Principles

Guiding principles that informed the identification of priority initiatives and investments essential for a favorable business environment in Hayden and its extraterritorial include the following:

- » Promote & Enhance Healthy Living (HL)
- » Focus on Education (FE)
- » Maximize Economic Development (ED)

## GROWTH OBJECTIVES

### Growth Criteria

This Chapter includes summaries of fiscal impact and economic analysis, policies and actions related to resiliency, stability and catalyst development, future land use plan and development priority sites. The graphic below shows the foundation for implementing the recommendations in the plan, and how the various items work together to achieve the Town’s vision.

### Future Land Use

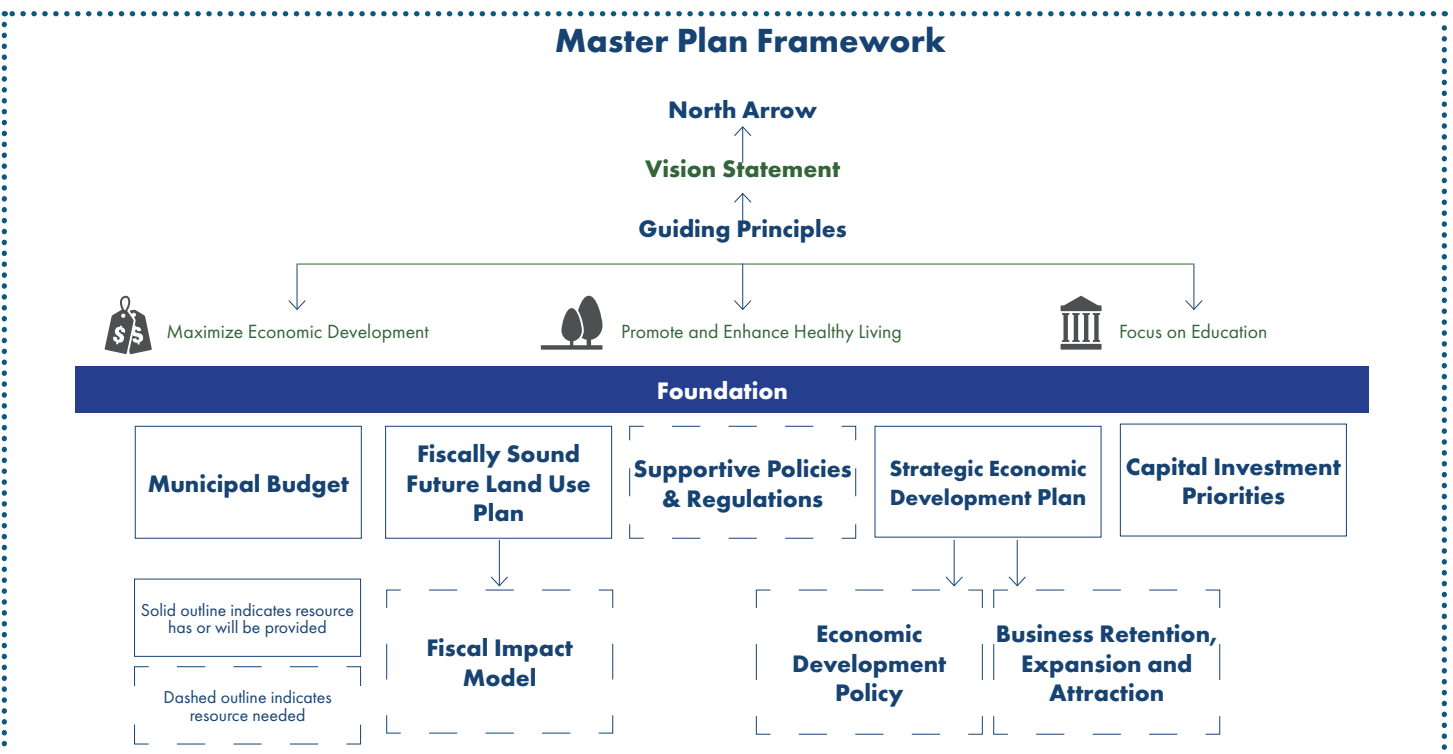
The Future Land Use Plan guides the type, location, and intensity of future development within the Town and its potential growth areas. It will be used by Town leadership to help guide future annexation and zoning requests, inform updates to the land use code, track the Town’s capacity and absorption of future development, inform infrastructure and facility planning and

provide growth that is supportive of community vision.

### Development Priorities

Sites have been selected based on the following criteria:

- » Served by area infrastructure (directly or with limited capital investment)
- » Within quarter mile walking distance of public facilities and amenities
- » Vacant or under-utilized (based on relationship between land and improvement values)
- » Within municipal boundaries or near edges of community
- » Favorable property ownership
- » Few, if any, site constraints, natural or man-made



## FISCAL RESILIENCY

### Fiscal Resiliency and Economic Sustainability

Any community dependent on a single (or few) industries for its sustainability will be vulnerable to volatility in economic cycles of expansion and contraction. This is not an unfamiliar circumstance for Hayden, or other small communities in Routt County, but one that once again looms on the horizon with the closures of TwentyMile Coal and Mining Operations and Xcel Energy Power Plant. Since Hayden’s incorporation in 1906, the Town has been a center of coal mining and agriculture. Construction of the Denver and Rio Grande rail line in 1913 afforded ranchers in the area the ability to export cattle, sheep, wheat, barley, and oats; helping Hayden reach recognition as the largest shipping center for sheep in the United States. In 1968, however, the rail company stopped their passenger and livestock service, replacing it with activities associated with delivering coal to power

plants in the region. Today, Hayden and other communities in Routt County that are heavily-reliant on the mineral and energy industries for their economic livelihood, face another economic upheaval, and one that is forcing them to investigate the potential of community and regional assets to leverage private, public, and institutional investment in unprecedented ways.

To this end, the Economic Goals and Actions presented below have been identified to support and advance initiatives to diversify and grow the Town’s and region’s economic base by establishing a fiscally-sound mix of land uses and product types and supportive economic development infrastructure.

**Table 1 - Routt County Coal Related Valuations**

| Taxpayer's Ownership  | 2019 Actual Value    | 2019 Assessed Value | Percentage of Routt County's Total Assessed Value | Aggregate 2019 Mill Levy (payable in 2020) | Total Tax Liability / Revenue |
|---|----------------------|---------------------|---|--|-------------------------------|
| <b>Hayden Power Plant</b>   |                      |                     |   | <b>Tax Area 35</b>                         |                               |
| (Xcel Energy) Public Service of Colorado<br>(State Assessed Power Utility)                            | \$179,335,860        | \$52,007,400        | 4.15%   | 72.54200                                   | \$3,772,721                   |
| Pacificorp - Electric Operations<br>(State Assessed Power Utility)                                    | \$49,396,900         | \$14,325,100        | 1.14%   | 72.54200                                   | \$1,039,171                   |
| Salt River Project (SRP)<br>(State Assessed Power Utility)  | \$18,616,550         | \$5,398,800         | 0.43%   | 72.54200                                   | \$391,640                     |
| <b>Power Plant Totals</b>   | <b>\$247,349,310</b> | <b>\$71,731,300</b> | <b>5.72%</b>                                      |  | <b>\$5,203,532</b>            |
| <b>Twenty Mile Coal Mine</b>  |                      |                     |   | <b>Tax Area 51</b>                         |                               |
| Peabody Twentymile Mining, LLC<br>(Personal Property Acct. - Mining Equipment to the Twentymile mine) | \$26,487,430         | \$7,681,400         | 0.61%   | 67.95400                                   | \$521,978                     |
| Twentymile Coal, LLC<br>(Coal Production Acct. - includes surface buildings @ the mine)               | \$23,489,880         | \$6,812,100         | 0.54%   | 67.95400                                   | \$462,907                     |
| <b>Twenty Mile Coal Totals</b>  | <b>\$49,977,310</b>  | <b>\$14,493,500</b> | <b>1.16%</b>                                      |  | <b>\$984,885</b>              |
| <b>Local Coal Energy Totals</b>   | <b>\$297,326,620</b> | <b>\$86,224,800</b> | <b>6.88%</b>                                      |  | <b>\$6,188,417</b>            |

## FISCAL RESILIENCY

### Fiscal Resiliency from a Private Sector Perspective

Among the responses to a survey of institutional investors regarding critical issues affecting their investment returns, several cited “fiscal health.” They expounded on the necessity for greater “fiscal awareness” when considering investments in any given community and pointed to the fact that most policy decisions regarding growth and development largely stem from these conditions. In the past three decades, municipalities throughout the United States have significantly increased their efforts to strategically foster, evaluate, and inform real estate developments. Those that succeeded universally accepted the truth that, “[p]rivate investment follows public commitment.” To that end, they designed and advanced strategies that most effectively leveraged their limited resources, encouraged desired investment, incited redevelopment and new development in infill locations, and pursued partnerships with supplemental resources.

According to these same investors, “[c]ities and towns are more reliant than ever before on the health of their state’s overall economy, but also contributions by the private sector to complete and improve necessary infrastructure, as well as program and maintain shared public facilities.” To this end, it is essential that communities like Hayden take a fiscally-aware approach to allocating and assigning land uses. Connection between a community’s land use mix, real estate product inventories, and municipal budget, are

often overlooked, but must be understood in order to ensure informed decision-making by its leaders. While this is particularly true for communities that are near or at build-out, it is similarly important for communities planning their long-term growth and potential land use requests that could derail even the best laid plans and intentions.

Just as different land uses and product types translate into different levels of revenue and expense for a community, so too does the intensity of these uses, their ownership structure (public, private, institutional), and user groups. For example, multi-family rental properties versus single family homes, if for no other reason than their average density, can actually generate a net positive increase in municipal revenues, while single family homes often generate a net negative impact given the distances that need to be traveled to service them. Similarly, the manner in which different uses are organized, combined, or clustered will also impact revenues and expenses. Therefore, as important as local preferences are in terms of land use and product offerings, so too are the impacts these preferences have on community resources and their ability to achieve or sustain certain levels of service, while also providing the public amenities that probably drew them there in the first place. Land use decisions should, if possible, always be made with the perspective of many lenses, fiscal being an essential one.

## FISCAL RESILIENCY

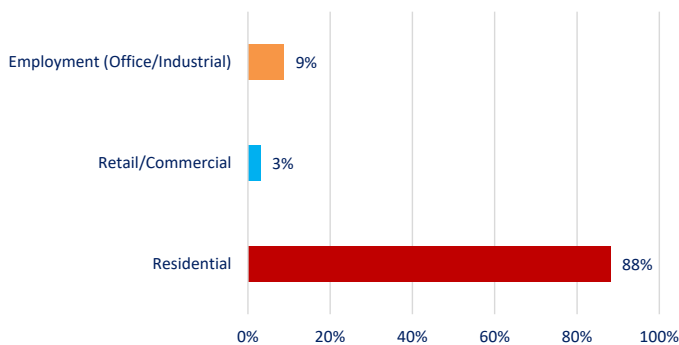
### Fiscal Resiliency from a Public Sector Perspective

Fiscal resiliency is the ability for a community to overcome its potential fiscal challenges. To create a Master Plan that promotes an economically successful future based in market reality, an analysis of past, current and anticipated land use trends was completed. Demographics and psychographics were assessed concurrently to provide a thorough awareness and understanding of market conditions. Private participants in community development projects are more likely to reinvest in the same community when they believe public resources are comprehensive and reflect an awareness of the challenges faced by both the public and private sectors. As the investment portfolio of individuals in a market

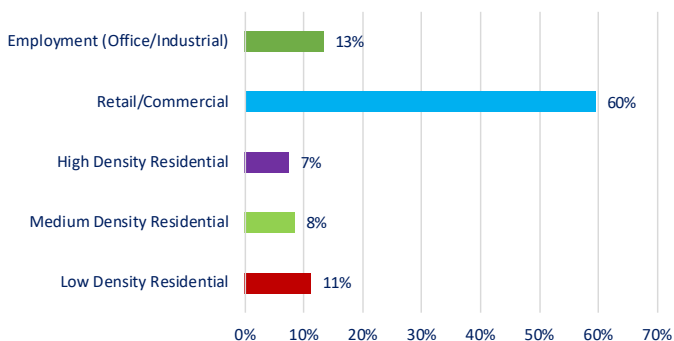
grow, so too does their commitment to the long-term health and vitality of the community. Plans grounded in market realities are most likely to ensure capital investments will effectively leverage desired private investment, and resources will be judiciously expended.

With these considerations in mind, an analysis of current and future market trends for various land uses was completed to provide both a baseline for the planning process and a roadmap for identifying future opportunities. An overview of findings from this work are presented later in this section. Detailed findings may be found as an Appendix to the Plan.

**% of Annual Town Service Costs**



**% of Annual Town Revenues**





## FISCAL RESILIENCY

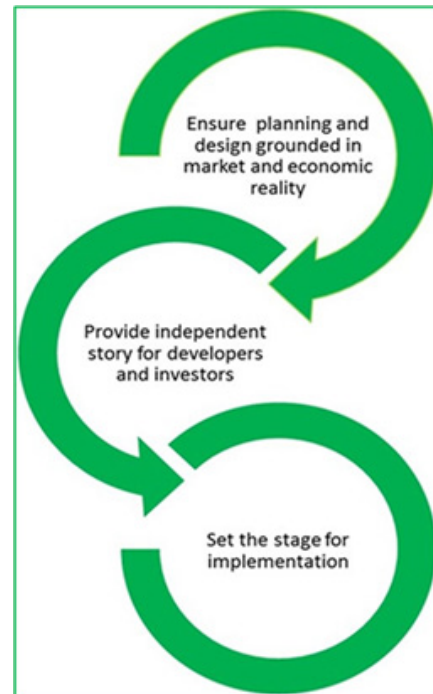
### Market Summary

An analysis of current and future market trends for various land uses was completed to provide both a baseline for the planning process and a roadmap for identifying future opportunities. The purpose of the market context analysis was to:

- » Assess current and future market conditions in Hayden and its surrounding Trade Area;
- » Evaluate the Town of Hayden's current and future attractiveness for various land use types within the Trade Area;
- » Ensure planning and investment decisions for the Town are grounded in market and economic reality;
- » Provide an independent, third-party story to tell potential developer and investor audiences; and
- » Set the stage for implementation of the Plan (how to help the community achieve its vision).

The potential development capacity and absorption were studied for a regional Trade Area, including Craig and Steamboat Springs. It was important to complete an assessment for the entire Trade Area as Hayden's market conditions are heavily influenced by both Craig and Steamboat Springs.

The Master Plan is reflective of these market considerations and sets the stage for a successful path forward for the Town.



### Real Estate Industry Trends

Understanding current and anticipated trends in real estate development and the conditions that drive them, are essential for any long-term civic planning initiative. With this information, communities like Hayden will be better able to plan for appropriate levels of capital investment, and work more effectively with their “delivery system” to ensure product types mirror the preferences of local consumers. The following represent a few trends which have surfaced over the last few years and will likely continue to affect the industry over the next several years.

## FISCAL RESILIENCY

- » **Generation Z Emerges:** Gen Z will be attracted to forward thinking communities, and representatives of their development delivery systems, that find ways to create environments that pursue greater sustainability and preservation of their historic and valued assets.
- » **Boomers' New Reality:** The “hangover effect” of the Great Recession will likely continue to extend the retirement age among Boomers. Technology advances will allow them to live in smaller, more maintenance-free products, while still rebuilding their retirement resources.
- » **Work Space and Productivity:** Products that foster “wellness” (i.e., onsite fitness facilities, fresh air circulation, and healthy food offerings) are producing higher productivity and satisfaction levels among employees which is translating into higher levels of output. The COVID-19 crisis has also reinforced the idea of higher productivity from remote work settings.
- » **Ever-Changing Face of Retail:** Retail continues to be in the midst of an “identity crisis”, only exacerbated by the COVID-19 crisis. With accelerating obsolescence among existing formats and a desire by the largest age cohorts for “main-street” experiential shopping experiences, forward thinking communities that value a retail presence will have to create or encourage environments that support an industry that will never cease to change.



- » **A Community State of Mind:** The values (and emotional appeal) of “community” have long been part of the vocabulary of the real estate world, especially on the development side. Overcoming isolation is becoming a new space planning requirement, as seen in such trends as co-working and co-living. Workspace design is de-emphasizing private spaces and encouraging collaborative spaces, in addition to amenities which provide social interaction. A community’s efforts at “placemaking” can benefit from these trends, paying more attention to the social and emotional implications of various real estate products and projects.

## FISCAL RESILIENCY

While these overall real estate trends may not apply specifically to Hayden today, they reflect influences in larger markets that will ultimately play out in smaller markets over the mid- to long-term. Given its location in a relatively rural area of Colorado, but with regional and national access (through the Airport), Hayden has the potential to appeal to telecommuting professionals and individuals who value both urban assets and rural roots. Reliable internet infrastructure, a range of housing products (both type and price/rent), an appropriately-sized amount of commercial space (retail, office, flex industrial), and cultural and recreational amenities will be critical elements in attracting these professionals.

Actual levels of development in the Town will depend on a variety of factors including the industry trends described above, advancement of the strategic recommendations presented in this Master Plan Update, and the community’s ability to capitalize on its strategic advantages and mitigate its limitations or barriers to investment, a summary of which are presented on the following pages.

Estimates of growth and Hayden’s potential to capture its fair share among the following major land uses are outlined in Table 2 below.

**Table 2 - Hayden 20-Year Market Share by Land Use Type**

| Land Use Type                   | Trade Area Demand<br>(2020 to 2040) | Town of Hayden |      |                          |                |
|---------------------------------|-------------------------------------|----------------|------|--------------------------|----------------|
|                                 |                                     | Market Share   |      | Absorption (Units/Sq Ft) |                |
|                                 |                                     | Low            | High | Low                      | High           |
| <b>Residential (Units):</b>     |                                     |                |      |                          |                |
| Single Family Detached          | 4,200                               | 5%             | 8%   | 210                      | 336            |
| Single Family Attached          | 1,800                               | 10%            | 12%  | 180                      | 216            |
| Rental Apartments               | 2,400                               | 10%            | 12%  | 240                      | 288            |
| <b>Residential Subtotal</b>     | <b>8,400</b>                        |                |      | <b>630</b>               | <b>840</b>     |
| <b>Non-Residential (Sq Ft):</b> |                                     |                |      |                          |                |
| Retail                          | 555,000                             | 10%            | 12%  | 55,500                   | 66,600         |
| Employment (Office/Industrial)  | 1,100,000                           | 10%            | 12%  | 110,000                  | 132,000        |
| <b>Non-Residential Subtotal</b> | <b>1,655,000</b>                    |                |      | <b>165,500</b>           | <b>198,600</b> |

Source: Ricker | Cunningham.

## FISCAL RESILIENCY

### Hayden Strategic Considerations

#### Town Advantages

- » Real estate production is moving away from a commodity-driven, and towards a lifestyle-driven approach to development
- » Millennial workers, while highly-mobile, place a high value on community assets, including natural amenities
- » Main street retail (shallow store depths and smaller spaces) with access to industrial space (inventory storage) is a sustainable format
- » Growth in technological infrastructure is making secondary and tertiary markets (smaller remote communities) as competitive as primary markets (larger urban areas)
- » Markets with a substantial technological infrastructure that are also “connected” to regional and national markets (via roadways, railways and air travel) are the most competitive
- » Most industry groups prefer employment space that is flexible, energy efficient and affordable (particularly adaptive reuse of industrial facilities)
- » Co-living is an emerging concept among Millennials and empty-nesters, providing both cost benefits and social companionship

## FISCAL RESILIENCY

### Hayden Strategic Considerations

#### Town Threats

- » Policies that disproportionately favor one industry over another (i.e., oil and gas vs. environmental preservation and outdoor recreation)
- » Delaying implementation of a proactive economic diversification strategy (counterbalancing impact of mining closures and decommissioned power points)
- » Allowing an imbalance in land uses going forward (understanding fiscal consequences of future land use decisions such as disproportionate amount of residential vs. nonresidential)
- » Over reliance on government support – county, state or federal (monetary, professional)
- » Becoming the affordable housing alternative to Steamboat Springs and other locations in Routt County
- » Citizenry that fails to understand the necessity for quality schools with a comprehensive package of recreational and vocational offerings (and impact of mine and utility closures)
- » Lack of diversity in housing product offerings (inventory must meet the needs of individuals at all stages of life and numerous income ranges)
- » Any action or inaction that diminishes the viability of the Yampa Valley Regional Airport including a lack of supporting services (lodging, dining, employment) (including current marketing that favors the Steamboat Springs facility)
- » Ineffective or incomplete communication about the Town's efforts and activities to its resident and business communities

## RESILIENT ECONOMY (RE)

### Resilient Economy Element

Policy establishes the overall foundation for the Master Plan. This section includes policies and actions to support the Town's vision relative to economic growth. This topic area addresses both intentions and outcomes. The policies and actions portion are intended to provide general guidance for defensible decision-making, along with specific activities designed to provide a decisive road-map for advancing the intentions expressed herein. This tiered structure will allow for multiple actions or activities to proceed in tandem, rather than sequentially, thereby protracting the Town's efforts.

Policies and actions reflect the input of participants in the planning process, larger citizenry, and community leaders, along with guidance from members of the Steering Committee and technical support from the consulting team. They are intended to be fluid and continually refined in order to remain relevant yet consistent with expressed intentions and desired outcomes.

### Policies

- » **RE.ED1:** Land Use: Develop a fiscally resilient land use mix that supports the daily needs of local residents while enhancing their quality-of-life through access to natural amenities and other markets.
- **Action RE.ED1.1:** Ensure the Town's future land use mix aligns with the community vision through continual monitoring.



- **Action RE.ED1.2:** Understand the economic and fiscal impact of significant housing developments in terms of their ability to attract businesses and industries, yet command higher service levels.
- **Action RE.ED1.3:** Prioritize investment and reinvestment in vacant and underutilized parcels within the municipal boundaries where infrastructure is available, before growing beyond the existing Town boundaries.
- **Action RE.ED1.4:** Broaden and diversify the Town's tax base, shifting the tax burden away from established residential property owners and natural resource industries, to a mix of land uses that produce more revenues than service costs (e.g., retail, office), and

## RESILIENT ECONOMY (RE)

residential products that produce more revenue than service costs (new housing at a range of densities and price points). Note: While market forces will impact when these uses are ready for the market, the public sector can influence this timing through forward-thinking land use planning.

- **Action RE.ED1.5:** Prioritize capital expenditures that balance growth with community and individual well-being and the need to preserve a healthy environment unique to Hayden.
- » **RE.ED2:** Economic Development Strategy: Support a holistic approach to economic development that promotes the entire community and its assets including a range of housing products, consistent quality of life, stable business climate, and natural resources that appeal to residents and visitors alike.
- **Action RE.ED2.1:** Instead of focusing exclusively on business retention, expansion and attraction, develop a strategy that cultivates a favorable climate for day-to-day business operations, development of housing for employees and employers, cultural and recreational opportunities, and institutional partnerships.
- **Action RE.ED2.2:** Prepare an economic development organizational master plan to support the economic development strategy that clearly outlines roles, goals and target industries; and which effectively articulates the community's economic development

vision and road-map for implementing that vision.

- **Action RE.ED2.3:** Develop an economic development policy to serve as a vehicle for advancing initiatives explained in the economic development strategy, including the promotion of all relevant and supporting land uses, both residential and non-residential. Its content should include an explanation of the Town's near- and long-term vision, resources available to minimize private investment risk, priority public initiatives (promotional, regulatory, financial, capital, other), and partnership expectations and criteria. Note: Ideally, the policy will accompany promotion and solicitation materials.
- **Action RE.ED2.4:** Provide resources and mechanisms that are sensitive to the nuances of new development versus redevelopment, as well as the challenges associated with infill versus fringe development.
  - **Action RE.ED2.4a:** Provide access to alternative sources of capital and strategic approaches to business and property development, particularly in redevelopment areas where challenges to investment are complex and often require a range of resources.
  - **Action RE.ED2.4b:** Consider utility districts, tax increment reinvestment zones, enterprise zones, public improvement districts, etc. as funding

## RESILIENT ECONOMY (RE)

options. Most projects have unique elements that require alternative ways to fund components like infrastructure or enhanced site amenities, so the wider the range of options that the Town can offer, the more likely project challenges can be overcome.

- **Action RE.ED 2.5:** Establish a development impact fee (roads, utilities, storm, housing, etc.) to assist with financing priority capital infrastructure and other improvements necessary to ready the environment for investment and leverage private sector development.
- **Action RE.ED 2.6:** Implement an investigatory study of the area's potential to establish and promote an Opportunity Zone (OZ), employing strategies used in other states (e.g., Opportunity Alabama) that leveraged state resources, and created regional partnerships with other regional communities built a statewide (and national) coalition to fund over \$100 million in projects, identified hundreds more, provided technical assistance to dozens of under-served communities, and kick-started a new wave of impact-oriented economic development.
- **Action RE.ED2.7:** Develop budgets and capital improvement plans that address deficiencies in existing community and economic development infrastructure (utilities, transportation, technology,



education, housing, and natural), particularly in strategic locations where private investment can be encouraged near-term.

- **Action RE.ED2.8:** Leverage the Town's recently completed branding campaign, promoting recent investment in fiber optics and other technology-related infrastructure, and priority initiatives that evolve from this community planning initiative, that collectively enhance the area's economic competitiveness. Celebrate Hayden's unique history and small town identity, while also highlighting its proximity to Denver, the Front Range, and eastern Utah, along with connections to regional, national and international destinations and attractions.
- **Action RE.ED2.9:** Modify existing and supplement with new policies, projects and programs, including monetary resources, which are clear and consistently applied by a partnership of economic development entities and stakeholders.



## RESILIENT ECONOMY (RE)

Successful initiatives require a coordinated, representative group of entities, all moving forward with a common vision, leveraging their collective resources. Note: A regional economic development organization may lead this group, but support by partner entities with particular expertise and a local focus will be essential.

- **Action RE.ED2.10:** Consider the annexation of the Hayden Station property as a redevelopment catalyst area. A cost benefit analysis should be conducted to determine if this is a viable option.
- » **RE.ED3:** Balanced Commerce and Industry: Strengthen Hayden's commercial core and raise its profile as a center of industry.
  - **Action RE.ED3.1:** Retain and expand upon regionally-serving commercial, industrial and service uses.
  - **Action RE.ED3.2:** Work proactively to attract new businesses or expand existing businesses to fill retail gaps. While new business is often the focus of most economic development plans, an expansion of existing business can often provide a similar level of benefit to the community. Retaining and fostering the growth of small business has the added advantage of cementing a local identity in a town, neighborhood, or place.
  - **Action RE.ED3.3:** Support commercial shopping and leisure / entertainment offerings which enhance Hayden's livability and grow its economic base.
  - **Action RE.ED3.4:** Create a community that

is widely recognized as a multi-purpose hub for Routt County, and center of employment, commerce, government services, education, culture and recreational activities.

- **Action RE.ED3.5:** Support efforts that expand the area's commercial base, growing Town revenues, and providing essential services for residents, while also reducing spending beyond the market.
- **Action RE.ED3.6:** Support a county-wide marketing effort based on being community development friendly.
- **Action RE.ED3.7:** Promote and leverage Hayden's Exede Satellite high speed internet infrastructure. Exede's service is faster and more technologically advanced than offerings in most urban areas, much less rural locations, and will make working remotely a viable alternative.
- » **RE.ED4:** Existing Assets: Prioritize necessary community and capital infrastructure to underdeveloped areas of Town for successful development.
  - **Action RE.ED4.1:** Recruit tenants to the Valley View industrial Park and other underutilized areas of Town.
- » **RE.ED5:** Regional Assets: Promote Hayden's regional connections (roadway, rail and air-travel) and technological infrastructure investment to support development.
  - **Action RE.ED5.1:** Ensure district plans capitalize on area-specific assets, and collectively provide for a comprehensive

## RESILIENT ECONOMY (RE)

and complementary portfolio of community offerings.

- **Action RE.ED5.2:** Support airport development efforts that improve marketability of the facility.
- **Action RE.ED5.3:** Proactively engage with airport officials to provide year-round service to the market.
- **Action RE.ED5.4:** Create an attractive entrance to the airport facility that welcomes residents and visitors to Hayden.
- **Action RE.ED5.5:** Any effort to increase access to the Yampa River should be encouraged. The River Trail is also a key element and one that should be capitalized upon to increase pedestrian activity proximate to the town center, another positive step in supporting Downtown businesses.
- **Action RE.ED5.6:** Support access to the infrastructure necessary to accommodate the future growth of housing and business (e.g., water, wastewater, power, communications, roads). Growth requires infrastructure, and infrastructure requires the steady hand and long-term commitment of the public sector to plan for, design, construct and maintain it.
- **Action RE.ED5.7:** Support regional and County efforts to identify and hire staff to search and apply for grants for funding efforts such as historic preservation, transportation and infrastructure, industrial



and technology, housing, etc.

- » **RE.ED6:** Encourage levels and types of development activity that can be supported by existing and future infrastructure, reflects the community's vision, and demonstrates an understanding of market support and industry preferences.
- » **RE.HL1:** Lifestyle-Driven Living: Focus future development on lifestyle-driven real estate decisions rather than commodity production.
  - **Action RE.HL1.1:** Promote higher-density residential development near the Town Core, transitioning to medium- and lower-density concepts as you approach its borders east and west.
  - **Action RE.HL1.2:** Modify and adopt regulations that support a greater variety of residential product types, including a

## RESILIENT ECONOMY (RE)

Medium Density Residential Zone District.

- **Action RE.HL1.3:** Provide a diverse mix of housing products at a range of price points to support workforce attraction, retention and expansion efforts and reactions to COVID-19.
- **Action RE.HL1.4:** Prioritize the development of commercial based on community service needs (i.e. salons, finance, real estate, etc.)
- **Action RE.HL1.5:** Develop a strategy to balance the Town's housing inventory including resources and tactics including: developer solicitations, Colorado Housing and Finance Authority (CHFA) resources, density bonuses, overlay districts, impact fees, strategic land acquisitions, and deed restricted housing programs.
- **Action RE.HL1.6:** Prepare and issue a developer request to acquire land for development of a master planned community programmed to address existing voids in the area's housing product inventory mix.
- » **RE.HL2:** Low-Key Tourism: Provide opportunity for development of alternative lodging and integration with the heritage and culture of Hayden through local and historic homes, farm stays, camping and nontraditional contained vehicle sites.
- **Action RE.HL2.1:** Consider code revisions that allow for bed and breakfast, lodging and camping facilities in areas walkable to the Downtown core.
- **Action RE.HL2.2:** Create an identity for Hayden as the capital or hub of certain



- outdoor activities (e.g. gravel biking, hunting, etc.). Because Hayden competes with other communities for tourists/visitors, it will be important to differentiate the Town's image or brand from its competitors.
- **Action RE.HL2.3:** Emphasize greater support for growth of the tourism industry. Hayden's tourism market is an untapped opportunity to bring additional revenue and activity to the local economy. The benefits of a vibrant tourism market are numerous, one of them being the generation of revenue for the Town without significant service costs. Tourist dollars also help to fund needed community amenities which benefit local residents and businesses.
  - **Action RE.HL 2.4:** Leveraging materials and messaging developed as part of the Town's branding campaign, promote Hayden's offerings through outlets including

## RESILIENT ECONOMY

the Out There Colorado publication.

» **RE.FE1:** Economic Diversity: Support local entrepreneurs through incubators for trades, contractors, and industrial development.

- **Action RE.FE1.1:** Protect existing and future industrial land from re-zonings or encroachments by other uses.
- **Action RE.FE1.2:** Engage owners of property surrounding key parcels located proximate to the Yampa Valley Regional Airport in discussions regarding dedication of land for businesses and industries which support airport operations.
- **Action RE.FE1.3:** Provide an efficient review and approvals process that creates a supportive business environment.
- **Action RE.FE1.4:** Implement a business incubation program for entrepreneurs and start-ups.
  - **Action RE.FE1.4a:** While the majority

of local economic growth is derived from small businesses, efforts to support new entrepreneurs should be encouraged. These efforts can range from technical assistance to low-cost financing for start-ups. Hayden benefits from a higher-than-average concentration of retirees, many of whom were business owners, executives, managers, or investors during their working lives. Their knowledge and experience could be tapped into to provide resources for new and existing businesses alike.

- **Action RE.FE1.4b:** Steamboat Springs is out of space for expansion, and too expensive for entrepreneurial businesses, particularly those in makers segments.

• **Action RE.FE1.5:** Workforce training and education resources are essential to existing and prospective employers and area industries.

» **RE.FE2:** Support Institutional and Public Partnerships.

• **Action RE.FE2.1:** Develop partnerships and allocate resources to foster youth from the ages of 2-18 through access to education, childcare, educational camps (Book Trails, 4H, FFA, etc.) and after school programs.

• **Action RE.FE2.2:** Develop and expand existing trade / vocational schools. Include training for operating renewable energy facilities, forestry, agriculture, and fire science.

• **Action RE.FE2.3:** Approach Colorado



## CATALYST DEVELOPMENT OPPORTUNITIES (CA)

based colleges about providing an extension program in Hayden including in person, video classes or online learning opportunities.

- **Action RE.FE 2.4:** Foster/Leverage higher education and entrepreneurship as community assets. In addition to Hayden’s higher education facilities, there is a concentration of “entrepreneurship capital” in the community in the form of retired business owners and executives. This is another untapped opportunity which could help to build the next generation of local entrepreneurs.
- **Action RE.FE 2.5:** Work with Routt County to establish a mid- to long-term strategy to recover property tax and other municipal revenues that will be lost with the closure of resource extraction operations and energy providers anticipated during this and the following decade.
- **Action RE.FE2.6:** Work with representatives of the state to continue to identify potential opportunities to re-purpose the Excel power point (Hayden Station) in an effort to eliminate or reduce the future loss of tax revenue associated with its planned closure in the mid-2020s.
- **Action RE.FE2.7:** Approach the owners and operators of the mines and energy plant poised for closure about providing financial support for priority initiatives deemed essential to advance the community’s resiliency objectives.



- **Action RE.FE2.8:** Continue close coordination and planning with key regional partners, both those currently invested in Hayden’s economic development efforts, as well as those that are unaware yet a viable participant in them.
- » **RE.FE3:** Citizen’s Academy: Promote citizen engagement and lead educational sessions for residents to be informed about town decision making processes, budgeting and land use.
- **Action RE.FE3.1:** Develop a program that support the education of the community through public forums, meetings and courses.
- **Action RE.FE3.2:** Maintain a positive business environment that encourages investment and expansion.
- **Action RE.ED3.3:** Promote open communication and transparency in all Town-led hearings and community meetings.

## CATALYST DEVELOPMENT OPPORTUNITIES

### Yampa Valley Regional Airport (A)

The Town's focus on the airport is not about increasing tourism to Hayden. Hayden supports the airport's growth efforts that increase Town taxable revenues and provide an aesthetically pleasing, welcoming introduction to the Yampa Valley – a win-win for both entities.

### Policies

- » **CA.ED1:** Promote a welcoming gateway for visitors arriving in Hayden.
  - **Action CA.ED1.1:** Support landscape and signage improvements around the airport that are complementary of the natural environment, aesthetically pleasing and low water use.
  - **Action CA.ED1.2:** Encourage development to incorporate a consistent architectural style throughout the airport development area.
- » **CA.ED2:** Encourage development consistent with airport expansion goals that will increase Town's taxable revenue.
  - **Action CA.ED2.1:** Work with the YVRA and County to monitor airport master plan implementation.
  - **Action CA.ED2.2:** Promote development in areas that are located along existing roadways within reasonable distance from existing utilities.
  - **Action CA.ED2.3:** Advocate for airport improvements that will generate additional taxable revenue for the Town.
  - **Action CA.ED2.4:** Consider annexation



proposals that will increase Town revenues with limited infrastructure and service impacts in the airport growth area.

- **Action CA.ED2.5:** Understand the feasibility of a hotel or lodging project at the airport and quantify the magnitude of any economic gap in partnership with YVRA, the County and others.
- **Action CA.ED2.6:** Provide regulatory support that encourages infill of industrial, business and commercial near the airport.
- **Action CA.ED2.7:** Evaluate potential for relocation of airport parking to promote development closer in to infrastructure and amenities.
- **Action CA.ED2.8:** Work with representatives of the YVRA to identify and potentially acquire parcels located adjacent to and within the vicinity of existing airport facilities where businesses and industries can leverage its services. Note: As per Federal Aviation Administration (FAA)

## CATALYST DEVELOPMENT OPPORTUNITIES (CA)

guidelines, property may be acquired with federal resources for the purpose of enhancing development and operations.

- **Action CA.ED2.9:** Explore potential “through the fence” or “around the fence” businesses that might serve as viable targets for recruitment.
- » **CA.ED3:** Encourage development of airport commercial and businesses that will increase Town’s taxable revenue.
  - **Action CA.ED3.1:** Consider annexation proposal that will increase Town revenues with limited impacts in the airport growth area.
- » **CA.HL1:** Reduce the negative impacts of airport operations on the surrounding area.
  - **Action CHL1.1:** As airport traffic increases, consider application of mitigation measures (e.g. noise contours) and continue to monitor appropriateness of development compatibility.
- » **CA.ED.HL.FE1:** Hayden supports the airport’s growth efforts that increase Town taxable revenues and provide an aesthetically pleasing, welcoming introduction to the Yampa Valley.
  - **Action CA.ED.HL.FE1.1:** Improve the convenience, availability, and efficiency of ground transportation options available to and from the airport.
  - **Action CA.ED.HL.FE1.2:** Develop materials for resident education regarding the airport’s importance to the community’s



fiscal solvency.

- **Action CA.ED.HL.FE1.3:** Partner with CDOT to include signage indicating distance to Downtown Hayden services at the airport entrance at Highway 40.
- **Action CA.ED.HL.FE1.4:** Advance priorities in the Yampa Valley Airport Master Plan.
- **Action CA.ED.HL.FE1.5:** Support County efforts to improve vehicular circulation, specifically County Road 51A and 51B.

## CATALYST DEVELOPMENT OPPORTUNITIES

### Downtown Hayden (D)

The focus on Downtown Hayden is to foster vibrancy, economic resiliency and opportunity for Hayden’s residents, property owners and visitors. Downtown will be a place that attracts new businesses, provides entertainment and activities for the community, and hosts businesses that serve the community’s day-to-day needs. Hayden’s history and heritage will be honored and preserved, celebrating the culture of the region.

### Policies

- » **CD.ED1:** Encourage infill and redevelopment that maximize economic development opportunities and advance the goals of the plan.
  - **Action CD.ED1.1:** Focus new residential development at medium and higher densities to make efficient use of Downtown infrastructure.
  - **Action CD.ED1.2:** Encourage and incentivize inclusion of more affordable ownership units within new development.
  - **Action CD.ED1.3:** Promote reasonable quantities of commercial, office and retail uses on the first floor of buildings along Jefferson Avenue / US Highway 40.
- » **CD.ED2:** Create cross promotion opportunities between Downtown storefronts and available industrial and storage properties.
  - **Action CD.ED2.1:** Facilitate property owner meetings to encourage businesses to work together and support one another’s successful operations.



- » **CD.ED3:** Promote activation of historic Downtown Hayden.
  - **Action CD.ED3.1:** Encourage pedestrian-oriented commercial (permanent and temporary) in the Town core and along US Highway 40, and transitory commercial activity in appropriate locations along the Yampa River.
  - **Action CD.ED3.2:** Discourage auto-oriented commercial along the US Highway 40 corridor between Shelton Street and 6th Street, to promote walkability between operators, and maintain the town’s character through streetscape and historic design elements.
  - **Action CD.ED3.3:** Identify potential adaptive reuse opportunities to convert unused spaces to light industrial, business



## CATALYST DEVELOPMENT OPPORTUNITIES

incubators, or entrepreneur spaces.

- **Action CD.ED3.4:** Identify key locations for infill development and prioritize mixed-use for live / work opportunities.
- **Action CD.ED3.5:** Develop amenities that encourage pedestrian-oriented activities that benefit Downtown businesses.
- **Action CD.ED3.6:** Enhance and update land use code requirements related to the types of businesses permitted Downtown (i.e. craftsman, makers)
- » **CD.HL1:** Preserve and enhance historic Downtown commercial and residential properties.
  - **Action CD.HL1.1:** Pursue grant funding to inventory the Town's historic resources between Shelton Street and Poplar Street to the east and west and Washington and Lincoln to the north and South.
  - **Action CD.HL1.2:** Develop façade and property improvement grant programs with matching funds to leverage private investment.
  - **Action CD.HL1.3:** Enforce zoning code and property maintenance as it relates to the Building Code.
  - **Action CD.HL1.4:** Ensure that the Land Use Code allows for adequate reuse opportunities for Downtown structures.
  - **Action CD.HL1.5:** Consider development of an historic preservation overlay that promotes adaptive reuse and rehabilitation of historic structures.
- » **CD.HL2:** Prioritize Downtown improvements



that will improve pedestrian and bicycle safety and slow the speed of traffic along Jefferson Avenue / US Highway 40.

- **Action CD.HL2.1:** Continue discussions with CDOT for US Highway 40 roadway redesign that increases sidewalk width, improves the on-street parking experience, and promotes safe, signalized pedestrian crossings at key intersections.
- » **CD.HL3:** Encourage activation of outdoor public spaces.
  - **Action CD.HL3.1:** Pursue grant funding to improve the Downtown pocket park on Jefferson Avenue / US Highway 40.
  - **Action CD.HL3.2:** Promote use of public spaces for temporary sales / pop-up stores, markets, food trucks and events.
  - **Action CD.HL3.3:** Investigate costs for

## CATALYST DEVELOPMENT OPPORTUNITIES

lease or purchase of a food truck to foster and test different concepts and the potential for various restaurant operations by local operators.

- **Action CD.HL3.4:** Partner with local artists to create a mural on Walnut Street adjacent to the pocket park / community garden.
- **Action CD.HL3.5:** Incentivize restaurateurs, business owners, etc. to locate businesses within existing vacant buildings in the Town Core.
- **Action CD.HL3.6:** Create funding mechanism (grants, loans, coop, etc.) to fund existing building renovation or conversion with potential use of the Hayden Center's kitchen space.
- **Action CD.HL3.7:** Pursue grant funding to design, plan and build the Donna Hellyer park on Walnut Street to create a community gathering space.
- » **CD.FE1:** Improve wayfinding in Downtown Hayden to local attractions.
- **Action CD.FE1.1:** Develop wayfinding connection between Downtown and key destinations, such as the Heritage Center, Hayden Center, Routt County Fairgrounds, Yampa Valley Brewing / Granary and Dry Creek Park.



- **Action CD.FE1.2:** Create vertical identity cues (lighting, signage, artwork) at Walnut Street and Jefferson Avenue / US Highway 40 that indicates the historic significance of Downtown Hayden and specifically the Walnut Street corridor.

## FUTURE LAND USE DESIGNATIONS

### Future Land Use

The Future Land Use Plan guides the type, location, and intensity of future development within the Town and its potential growth areas. It will be used by Town leadership to help guide future annexation and zoning requests, inform updates to the land use code, track the Town's capacity and absorption of future development, inform infrastructure and facility planning and provide growth that is supportive of community vision. Land use overlays are included to depict ancillary regulatory provisions in addition to the underlying zone district. The Future Land Use Plan is comprised of a map and the accompanying land use category descriptions that follow.

### Agricultural Preservation

#### A: Agriculture

Agricultural lands are preserved at Hayden's entrances to define growth areas, provide separation between communities and protect the community's rural setting. Little or no development is anticipated on these lands and they would be a very low priority for annexation to the community.

**A**



### Agricultural Overlay | RL: Recreation Lodging

This land use designation promotes recreation opportunities and access with recreation lodging options nestled in nature, such as camping (RV and tent), yurts, guest houses and cottages and associated amenities and services.

Public trails / public access to the river is required with development of these types of improvements.

**RL**



## FUTURE LAND USE DESIGNATIONS

### Residential

#### **ER: Estate Residential – no more than 1 du/ac**

This designation is used to identify lands where lots at least one acre in size (or clustered achieving the same density across a property) could be built on rural street cross-sections. This designation reflects existing estate-sized parcels in growth areas in south Hayden.

#### **LDR: Low Density Residential – over 1 and up to 6 du/ac**

This land use designation primarily includes single-family and duplex development, with options for increased lot sizes to clustered development. This land use designation is primarily located to the south of existing residential development and transitions into agricultural uses.

#### **MDR: Medium Density Residential – over 6 and up to 10 du/ac**

This land use designation occurs adjacent to community destinations (schools and parks) and at key existing and future intersections. MDR transitions from low density to higher intensity uses.

#### **ER**



#### **LDR**



#### **MDR**



## FUTURE LAND USE DESIGNATIONS

### **HDR: High Density Residential – over 11 du/ac**

The HDR land use designation provides an increased level of density promoting a mix of uses and multi-family housing within walking distance to the historic Downtown Core. A mix of housing types is recommended when achieving this density, including some inclusionary housing types (accessory dwelling units, workforce housing, etc.). Properties in this area should develop at three stories or higher.

### **Residential Overlay | AGR: Agri-hood Residential – clustered development, between 1 and 6 du/ac gross**

This designation allows for clustered development within preserved agricultural areas. Agri-hoods create a connection with food, conserving land while growing community. Preserved agricultural areas may range in size based on production goals, farm operations and management, staffing

abilities and land availability with a minimum size of five acres. Residential housing types should be mixed within these areas and not exceed a gross density of 6 units per acre. Additional uses within agri-hoods may include conservation areas, protected farmland, food-production space, farm service areas, clustered homes, event space, trails, farm to table restaurants, farmer’s markets and community and education centers. This land use designation is shown as an overlay use for Low Density Residential or Estate Residential and may necessitate the provision of incentive resources in order to encourage delivery by private developers. for provision of these facilities.

**HDR**



**AGR**



## FUTURE LAND USE DESIGNATIONS

### Commercial

#### MU: Mixed Use / Trades Space

This designation offers space for professionals and tradesmen and women specializing in the built environment. Provides a live-work opportunity coupled with elements needed for trades such as storage space (both indoor and outdoor), trailer / large vehicle equipment parking, offices, etc. Warehouses, commercial sales, construction supplies and offerings are encouraged to promote Hayden as a center for trades commerce.

Commercial areas at the gateways to Hayden along Jefferson Avenue / US Highway 40 should create a cohesive transition between properties, from residential to commercial with combined access points, architectural design consistent with Hayden's character (1 to 2.5 story), pedestrian and bicycle access and parking visibility minimized along the highway frontage. The areas included in this designation are intended to promote a variety of commercial, business and residential uses heading into the Historic Downtown Core.

### MU



## FUTURE LAND USE DESIGNATIONS

### **CBD: Central Business District**

The CBD designation is used for traditional Downtown uses with historic areas to be preserved and rehabilitated. Infill development is encouraged to create a multi-block, walkable Downtown area. Residential development is encouraged above the first floor or to the rear of buildings along Jefferson Avenue / US Highway 40, with residential infill (multi-story) along perpendicular streets (from Poplar to Pine). There are no density limitations in this district. Rooftop amenities should not included within height limitations to encourage additional outdoor spaces in more dense environments.

### **IBLI: Industrial / Business / Light Industrial**

This designation covers business, office and industrial uses. Industrial uses are generally categorized into light and heavy uses. Heavy industrial uses should be limited to the areas adjacent to the Hayden Station power plant. Other light industrial type uses are appropriate in all areas.

### **ILBC Overlay | GA: General Aviation / Airport Business and Commercial**

A variety of services are indicated for future development at the YVRA, ranging from commercial and lodging services, business flex space, technology and research facility to guest services. This designation supports all aviation-related and support commercial, business and light industrial uses. Buildings will generally include one and two story structures, with warehouse.

### **CBD**



### **IBLI**



### **GA**



## FUTURE LAND USE DESIGNATIONS

### Public Facilities

#### P: Public

This land use designation consists of publicly-owned resources such as parks, schools, Town utilities and additional County and State owned properties, such as maintenance facilities. Future parks and school properties (elementary / high school) are indicated for anticipated growth.

P





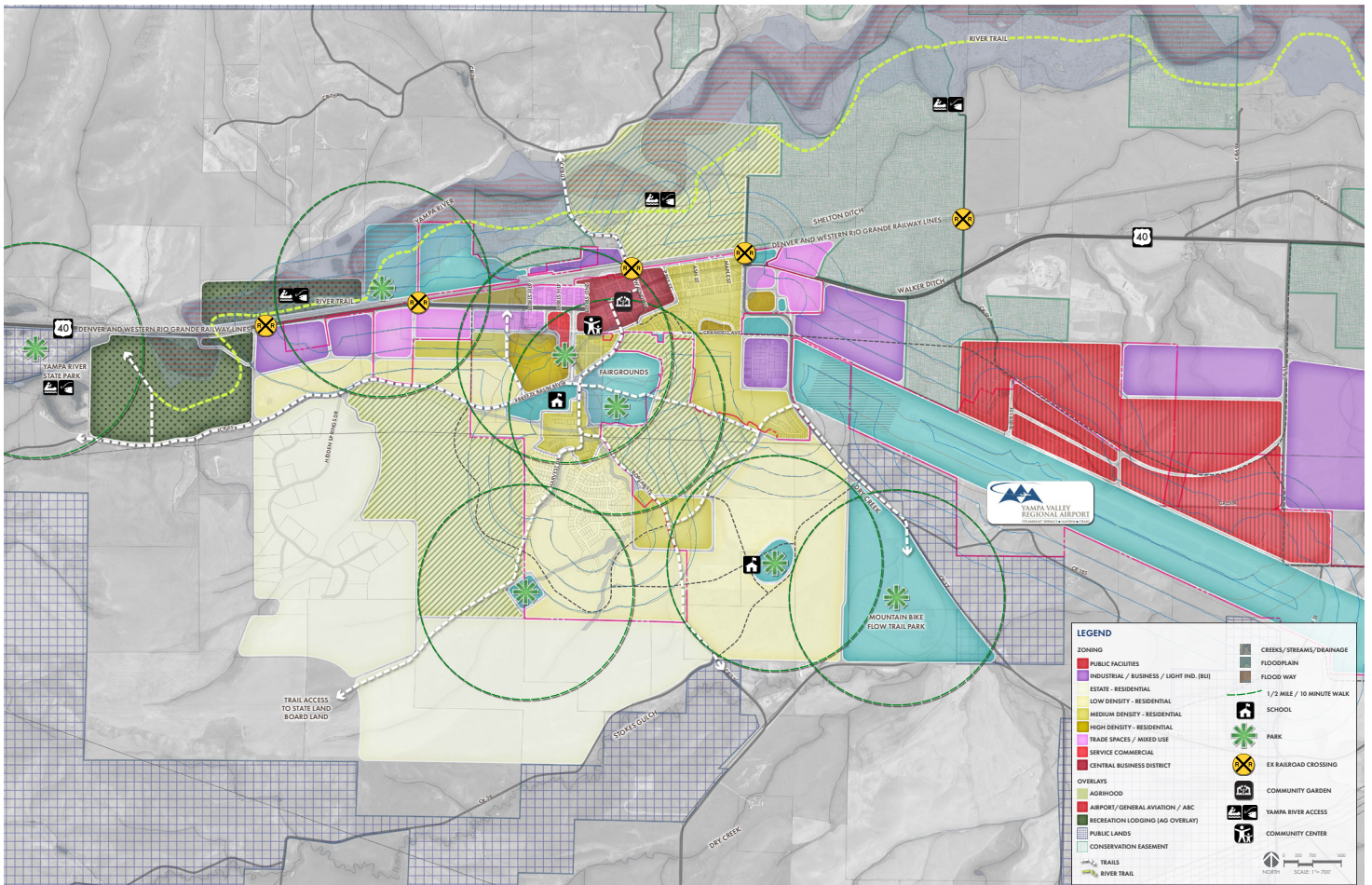
## FUTURE LAND USE DESIGNATIONS

**Table 3 - Future Land Use Mix + Capacity**

| Future Land Use                          | Approximate Acreage / Capacity        |
|--|---------------------------------------|
| Public Facilities                        | 880 Acres                             |
| Industrial / Business / Light Industrial | 975 Acres                             |
| Estate Residential                       | 500 Acres                             |
| Low Density Residential                  | 1,500 Acres                           |
| Medium Density Residential               | 270 Acres                             |
| High Density Residential                 | 50 Acres                              |
| Mixed Use & Trades Space                 | 100 Acres                             |
| Central Business District                | 60 Acres                              |
| <b>Total</b>                             | <b>4,335 Acres</b>                    |
| <b>Overlays</b>                          | <b>Approximate Acreage / Capacity</b> |
| Agri-hood                                | 750 Acres                             |
| Airport                                  | 525 Acres                             |
| Recreation Lodging                       | 275 Acres                             |

# FUTURE LAND USE

## FUTURE LAND USE MAP



Note: Full size, scaled maps are available in the Appendix.

# FUTURE LAND USE

## RESIDENTIAL DEVELOPMENT PRIORITIES

**Table 4 - Residential Development Priorities**

| Number | Owner  | Acres | Existing Use              | Future Use                      |
|--------|--|-------|---------------------------|---------------------------------|
| 1A     | Pat Holderness                               | 15.7  | Agricultural              | High Density Residential        |
| 1B     | Pat Holderness                               | 49.3  | Agricultural              | High Density Residential        |
| 2      | Stephan Zittel & Ted Hoffman                 | 9.9   | Residential               | Medium Density Residential      |
| 3      | Grandmothers Inc                             | 39.2  | Agricultural              | Medium Density Residential      |
| 4      | Deepe, Albert & Kathy                        | 179.4 | Agricultural              | Estate & LDR & Agrihood Overlay |
| 5      | Adventure Mountain Property Investments, LLC | 14.1  | Residential or Commercial | Low Density Residential         |

**Table 5 - Residential Development Absorption (refer to Economic Growth Framework)**

| Residential Type | Priority Acres | Absorption Acres |
|------------------|----------------|------------------|
| Total Estate     | 25.0           | 25               |
| Total LDR        | 50.0           | 50               |
| Total MDR        | 49.1           | 33               |
| Total HDR        | 65.0           | 22               |
| Total            | 189.1          | 130              |

# FUTURE LAND USE

## NON-RESIDENTIAL DEVELOPMENT PRIORITIES

**Table 6 - Non-residential Development Priorities**

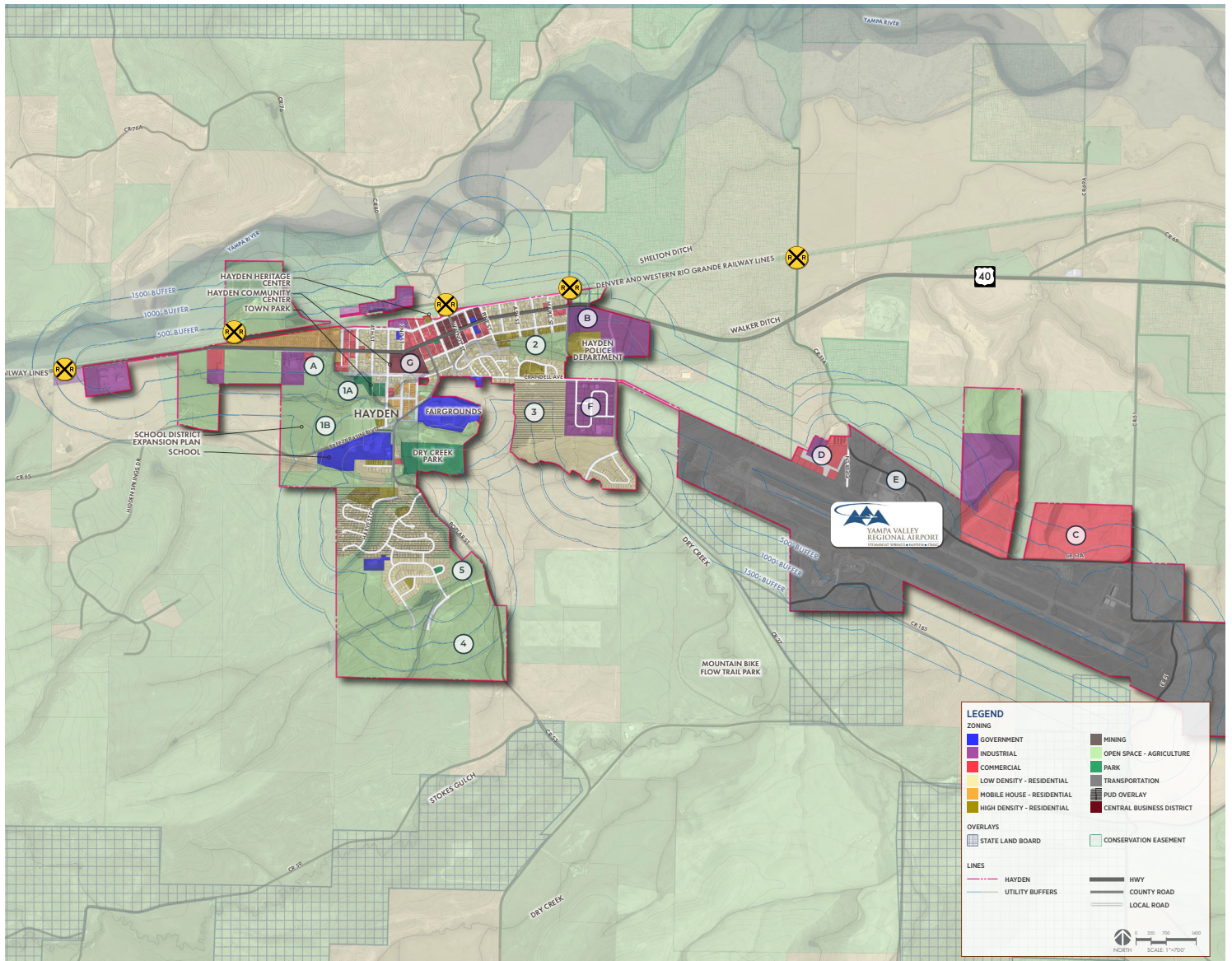
| Number | Owner                            | Acres | Existing Use                      | Future Land Use  |
|--------|----------------------------------|-------|-----------------------------------|--|
| A      | Copelane Revocable Trust         | 19.4  | Mixed Use                         | Trade Space / Mixed Use  |
| B      | Sage Creek Land and Reserves LLC | 29.9  | Mixed Use                         | Trade Space /Mixed Use & Industrial/ Business / Light Industrial                                     |
| C      | Grandmothers Inc.                | 72.0  | Commercial                        | Industrial/ Business / Light Industrial  |
| D      | Ciraldo                          | 4.0   | Agricultural                      | Industrial/ Business / Light Industrial  |
| D      | Williams                         | 4.0   | Agricultural                      | Industrial/ Business / Light Industrial  |
| D      | Steamboat Garages                | 4.0   | Industrial                        | Industrial/ Business / Light Industrial  |
| E      | Routt County                     | 10.0  | Rental Parking Overflow / Airport | Industrial/ Business / Light Industrial & General Aviation / Airport Business and Commercial Overlay |
| F      | Valley View Industrial Park      | 33.6  | Commercial                        | Industrial/ Business / Light Industrial  |
| G      | Hayden School District           | 0.6   | School / Public                   | Central Business District  |

**Table 7 - Non-residential Development Absorption (refer to Economic Growth Framework)**

| Residential Type    | Priority Acres | Absorption Acres |
|---------------------|----------------|------------------|
| Retail / Commercial | 91.4           | 10               |
| Industrial / Office | 75.5           | 19               |
| Total               | 166.9          | 29               |

# POLICY FRAMEWORK

## DEVELOPMENT PRIORITIES



Note: Full size, scaled maps are available in the Appendix.