

LAND USE

Business, Commercial, and Tourist Land Uses

The location of uses and the intensity at which various uses are developed is the most visible result of development in a community. Visibility is also a key element of a land use plan which should guide those uses and intensities. In order to prepare a land use plan which designates sufficient areas of ground to accommodate anticipated uses, planners and developers typically rely on guidelines which relate certain floor areas for various uses to the population of a town. Planning studies indicate that a community should provide in the range of 35 to 123 square feet of non-residential space per person.

The Urban Pattern: City Planning and Design is a planning text which was first published in 1950 and has seen five editions through 1986.(Fn3) This book recommends that a community contain 35 to 123 square feet of non-residential space per capita. The square foot range includes retail, office, wholesale, industrial, public and quasi-public uses. A survey of several other mountain towns demonstrates how their inventories of commercial space only, compares to this range.

**Table 9
AMOUNT OF EXISTING COMMERCIAL SPACE COMPARED TO POPULATION
AND THE NUMBER OF RESIDENTIAL UNITS.**

	Year	Commercial Sq. Ft. per person	Commercial Sq. Ft. per dwelling unit
Aspen	1990	80 sf / person	240 SF / unit
Snowmass Village	1990	36 sf / person	108 sf / unit
Pitkin county	1990	60 sf / person	180 sf / unit
Telluride,	1985	160 sf / person	275 sf / unit
Breckenridge metro	1994	179 sf / person	155 sf / unit
Crested Butte	1995	268 sf / person	494 sf / unit
Upper E. River Val.	1995	256 sf / person	

Notes:

1. Upper E. River Val. was determined by dividing the total commercial square footage of the Upper East River Valley by the total population of the Upper East River Valley.
2. All commercial areas in Table 9 include only commercial areas and no public areas as described in the paragraph above.

The following sections evaluate Crested Butte and surrounding areas to determine how the non-residential space within

existing buildings and the areas zoned for non-residential development compare to the range provided by this guideline.

Currently in Crested Butte, there are approximately 391,000 square feet of commercial, business, tourist (commercial) and public floor area which is equal to 268 square feet of commercial floor area per resident of Crested Butte. In addition, approximately 629,000 square feet of commercial space could be built if all vacant lots, currently zoned for commercial, business and tourist uses were built to the maximum permitted floor area. When added to the existing commercial square footage the total commercial square footage is 1,020,000 square feet. This number assumes the maximum buildout allowed in undeveloped areas. Therefore, within the current town limits, as presently zoned, a total of approximately 1,020,000 square feet of commercial, business and tourist floor area could be built.

Beyond the Town limits, additional approvals for commercial floor area exist at Mt. Crested Butte, Riverland, Avion and Skyland. The permitted and built commercial square footage in Crested Butte and in Mt. Crested Butte and the square footage that has been built in the unincorporated subdivisions are as follows:

**Table 10
COMMERCIAL SQUARE FOOTAGE
IN THE CRESTED BUTTE AND VICINITY
EXISTING AND PROPOSED**

Town/Subdivision	Square Feet
Crested Butte (built)	391,000
Crested Butte (permitted)	629,000
Mt. Crested Butte (built)	237,030
Mt. Crested Butte (permitted)	1,132,560
Riverland I	44,715
Skyland	12,602
Total	2,446,907

In addition to the figures in Table 10, there are two proposed subdivisions that will add to the commercial square footage. They are the Riverland II, a light industrial subdivision which is nearing final plat approval, and the Avion Subdivision that also provides for some commercial land uses. The Riverland II protective covenants allow for up to 121,500 total square feet for all buildings including residential uses within some or all buildings.

Town of Crested Butte
Future Land Use Map
 1996 Landuse Plan

- Existing Roads
- Subdivision / Town Boundary
- Parcel
- Water
- Section Lines
- Existing Open Space
 - Public Access
 - No Public Access
- Future Land Use
 - SFR = Single Family Residential
 - MFR = Multi-Family Residential
 - Public
 - Business
 - Commercial
 - SFR & MFR Combined
 - 35R = 35 Acre Residential
 - Open Space



GNF = Gunnison National Forest
 BLM = Bureau of Land Management

Lakes and rivers shown are perennial.
 Locations of all features are approximate.

Proposed landuse applies as land develops or as landowners choose to provide access on their land.
 All SFR/MFR are receiving areas for transferring densities. This map is a reference when considering zoning applications and annexations.

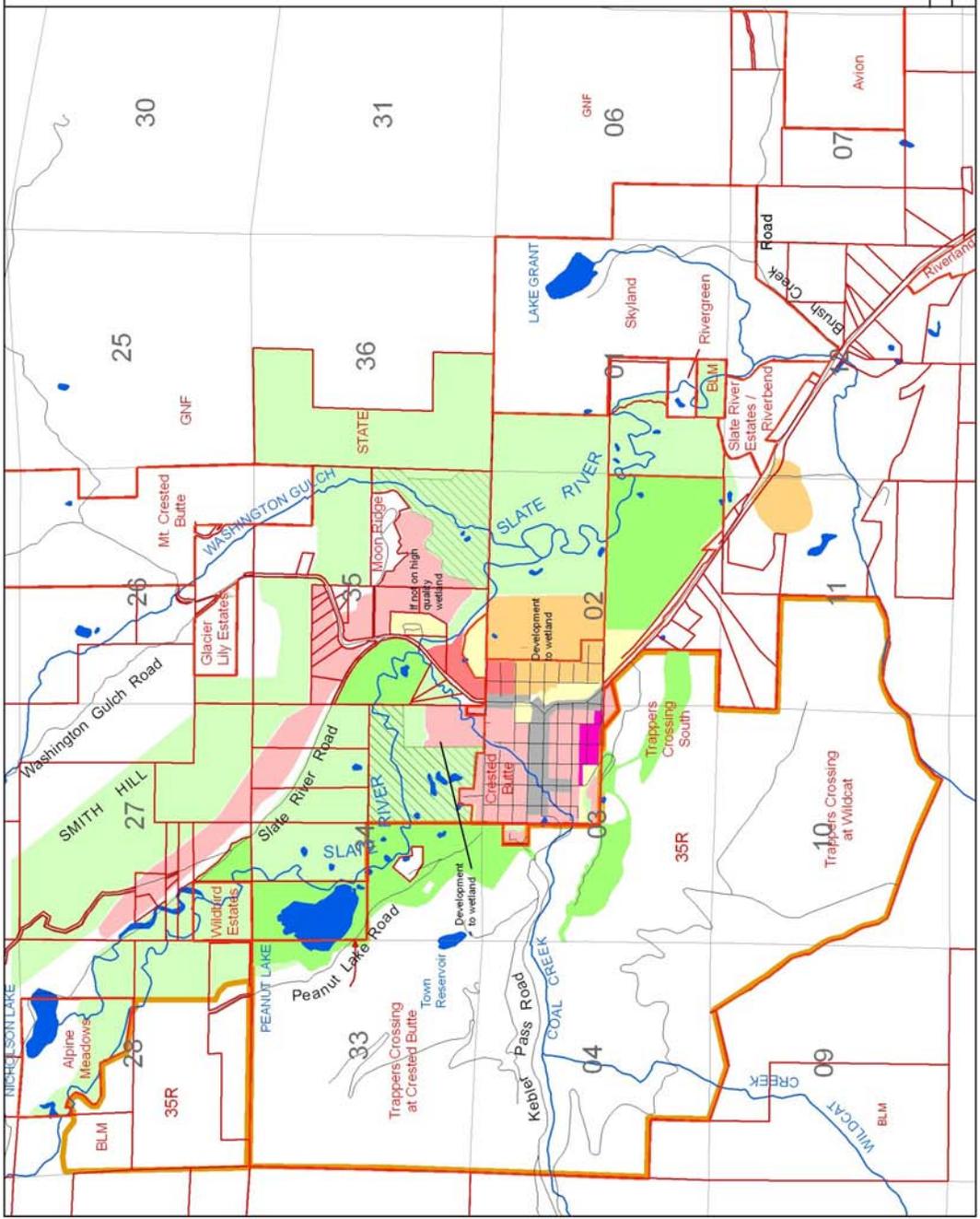
Roads are not differentiated as paved or unpaved.

All data was compiled from the following:
 Bureau of Land Management GIS
 Gunnison County GIS
 U.S.G.S. 7.5' quad maps, 1961 ed.
 Town of Crested Butte GIS
 Crested Butte Planning Workshop, 11-18-96

This map is not for legal conveyance.



Map by: John-Paul Zeller Date: April 2, 1996
 Size reduced from 1996 Land Use Plan.



The total potential commercial/business square footage is included in both Crested Butte and Mt. Crested Butte because through zoning it is possible to estimate what that figure could be. In the unincorporated county, there is no zoning and depending upon which subdivision is being discussed, there may or may not be a total number of square feet designated for each unit or lot. Therefore, only the existing number of square feet built is being used when referring to the unincorporated part of the County.

As described in the population chapter, by the year 2010 the Valley will need to accommodate between 4,048 (low projection) and 5,555 (high projection) residents who use business and commercial services in the commercial centers plus 15,618 (low projection) or 17,514 (high projection) visitors who will be using those services and Tourist services for a total projection of between 19,666 and 23,069 people. The total commercial square footage, existing and permitted, is 2,446,907. Therefore using built commercial facilities in the Valley and maximum permitted commercial facilities in the Towns, the Upper East River Valley has the potential capacity to provide 106 (high population) to 124 (low population) square feet of commercial floor area for every resident and visitor by the year 2010 depending upon whether the high or low population projection is used.
 $(2,446,907 / 19,666 = 124. \quad 2,446,907 / 23,069 = 106)$

Using the low population scenario, the projected number of square feet per person, 124, is slightly higher than the high end of the recommended planning guideline and significantly higher than three of the five existing mountain communities surveyed. Using the high population projection, the amount of commercial square footage per person drops, but is still at the high end of the recommended number and remains higher than three of the five mountain communities surveyed.

If only the residents of the Valley are considered, the Upper East River Valley has the potential capacity to provide 440 to 604 square feet of commercial floor area per person by the year 2010 depending upon whether the high or low population projection is used. These amounts of commercial square footage per person are 257 to 391 percent higher than the high end of the ratio suggested by a recognized planning authority.

The figures above indicate that it is not necessary for Crested Butte to create additional areas to accommodate more commercial uses. Some additional commercial land uses serving only the development may be appropriate but, the Upper East River Valley presently has zoned commercial ground and commercial buildings sufficient to accommodate substantial increases in permanent population and visitor

needs. Creation of additional major commercial areas would only slow the infill of existing commercial centers.

The Land Use Map of the 1996 Land Use Plan indicates that commercial land uses should be in the currently zoned Commercial District, business land uses should be in the currently zoned Business Districts, and these uses should not be expanded to areas outside the Town. The map does indicate that the business uses should be expanded to the areas between Maroon Avenue and Sopris Avenue.

Concentrating commercial development in the center of Town will have positive benefits such as encouraging multi-stop shopping thereby reducing total vehicle trips; maintaining the presence of people on the street thereby advancing the pedestrian character of the Town; preventing or limiting sprawl; and enhancing property values within the Town.

The 1995 Land Use Survey supports the conclusions of the analysis above because most respondents did not want to see commercial growth outside the currently developed town area. They also supported expanding the downtown commercial area rather than allowing new commercial areas to be created. In fact, over 80% of the resident respondents supported additional business uses like those along Elk Avenue to be located downtown, adjacent to existing business uses, rather than in the Corridor between the two towns (the Gothic Corridor) or east of Eighth Street.

This direction for commercial/business growth is not new. In 1984, the Towns of Crested Butte and Mt. Crested Butte adopted resolutions which affirmed a joint policy statement concerning the Upper East River Valley. These resolutions discouraged commercial development along highways.

Business, Commercial and Tourist Land Use Policies:

1. Existing areas zoned for business, commercial and tourist uses should be built out prior to creating new commercial or business areas or approving rezoning of new business or commercial properties. Reinforce the pedestrian orientation and connections to surrounding residential areas to encourage trips to existing businesses.
2. When additional land area for business use is needed, it should be added to the existing business areas in the downtown area. (see the Land Use Map)
3. Development in the Gothic Corridor should be strictly guided by the policy statements set forth in the Gunnison County Land Use Resolution (LUR) as adopted in

May, 1977. This is especially true for Policy #4 of the LUR, which outlines the conditions for permitting business and commercial development along highways. It is the position of Crested Butte that such development is inappropriate in this area.

4. All development of residential, business, commercial or tourist uses and all infrastructure serving those uses, such as roads, water or sewer lines, should avoid hazardous and resource lands as those hazardous and resource lands are identified in the Crested Butte Three Mile Plan.
5. The proposed locations for Commercial, Business, Tourist and Residential land uses are designated on the Future Land Use Map.

Residential Land Uses

Location

The most appropriate land use for newly developing areas that are not already zoned for business, commercial or tourist uses is residential, park, and open space uses. The results of the 1995 Land Use Survey are instructive to the Town's leaders because the survey reveals strong support of residential development and not business or commercial development, if Crested Butte is to grow. The results of that survey indicate that most respondents feel that if the Town grows, single family residential or single family with some multifamily residential land uses are most appropriate to the east, north (in the Gothic Corridor), north (toward the Slate River Road) and to the south.

The public workshop for the land use plan held on November 18, 1995 is also instructive to the Planning Commission. Five work groups drew land use plan maps for the vicinity of Crested Butte. Three of the five work groups addressed open space, even though they were not asked to. Those three work groups identified large areas of open space in the wetlands, flood plains and east and north of the Slate River. The other two work groups concentrated on appropriate locations for commercial and residential uses and did not address other land uses.

The Future Land Use Map indicates that the developable lands south of Town should be residential. Such residential development should be located near and be similar in housing mix and density to the Riverbend Subdivision. The only land south of Town appropriate for development is in this area. All other lands south of town are public, affected by hazardous conditions or are resource areas.

As one envisions the Valley around Crested Butte and works counter clockwise from the south, the next area to discuss is east of Town. Developable land east of Town should be residential between the existing developed areas and the high quality wetlands and between the existing developed areas and the 100 year flood plain. Whichever is nearest the existing developed Town should control. This area was once part of the platted town and because it is flat and adjacent to Town, it is an appropriate location for expansion of the Town.

The land located east of the Slate River is adjacent to the Skyland golf course, and the permanent open space areas on the town ranch and on the Moon Ridge subdivision parcel. With these existing land uses in mind, the Planning Commission has designated this area open lands to connect the other two open lands and create a contiguous open area for wildlife habitat that is isolated from most human activities by the river and flood plain. Most of the flatter land in this area is wetlands and flood plain.

Continuing counter clockwise and as indicated on the Future Land Use Map, north of Town, in the Gothic Corridor, but south and west of the cemetery, is where multifamily land uses should be located as indicated by one of the working groups at the November land use planning workshop. Care should be taken immediately north of Butte Avenue where the garbage dump was once located to avoid that area for residential uses. North of the cemetery and east of the Gothic Corridor should be single family residential. This is compatible with existing land uses in the area and the property in this area is free of hazardous or resource areas.

The area north of Town, along the Slate River Road should be residential on the north side of the road. Densities should be transferred to this area from the wetlands and from higher portions of Smith Hill rather than spreading development throughout the hillside. No new roads should be necessary for the development along Slate River Road. The land uses on the wetlands and the upper portions of Smith Hill should remain as open space for wildlife habitat and to preserve important views for Crested Butte and from the Gothic Road.

The areas northwest of Town, and north of the Trapper's Crossing at Crested Butte but outside the wetlands, should be residential with each unit on 35 acre or larger lots, similar to Trapper's Crossing.

All development, including residential, should avoid hazardous areas and resource areas.

The most appropriate use for all other lands, that are not specifically described above, is open space, except lands nearer to Mt. Crested Butte than Crested Butte. The Town of

Town of Crested Butte Landuse Constraints 1996 Landuse Plan

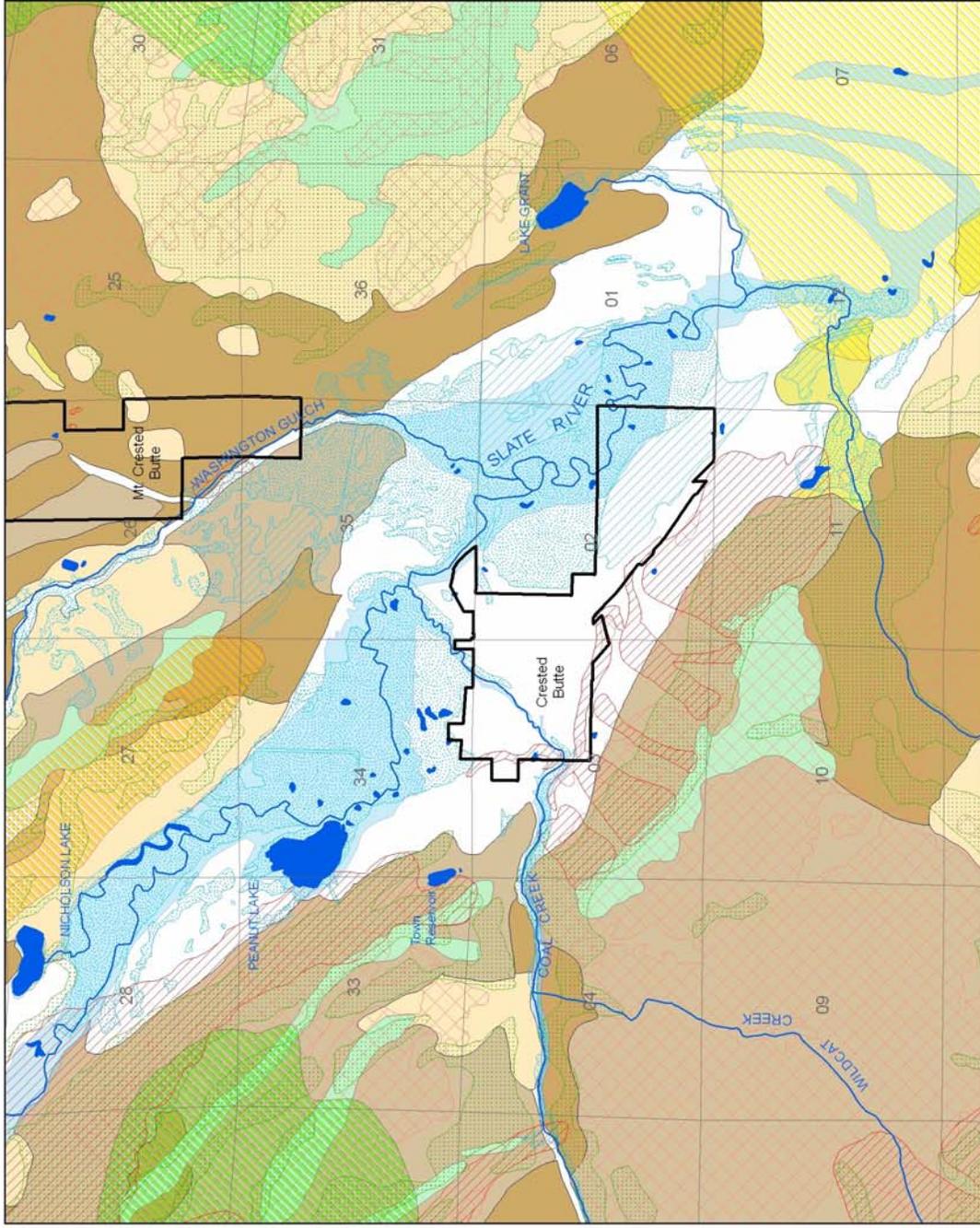
- | | | | |
|--|------------------|--|----------------------------|
| | Section Lines | | Elk Habitat |
| | Town Boundary | | Fall Range |
| | 30% Slope | | Summer Concentration |
| | Avalanche Hazard | | Winter Range |
| | Floodplain | | Geologic Hazard |
| | Wetlands | | Landslide |
| | Natural | | Unstable Slope |
| | Irrigated | | Potentially Unstable Slope |
| | Wildfire Hazard | | Mudflows / Debris Fans |
| | Visual Resource | | |

All data was compiled from the following sources:
 Wetlands: David J. Cooper, PhD Ecologist.
 Floodplain (100 Year Floodplain):
 Flood Insurance Rate Map, Gunnison County 9/29/89,
 Wildfire Hazard: Colorado State Forest Service, 1993,
 William J. Tiniera
 Visual Resources: Town of Crested Butte,
 30% Slope: Colorado State Forest Service, 1993,
 William J. Tiniera
 Avalanche Hazard: Gunnison County Planning Department
 Mt. Emmons Mining Project E.I.S., 1981
 Mears Art, 1990, Avalanche Hazards in the Mt. Emmons
 Project Area
 Mears Art, Jan. 1987, Snow Avalanche Hazard Analysis,
 Gibson Ridge Area, Crested Butte.
 Town of Crested Butte Archives
 Town of Mt. Crested Butte
 Elk Habitat: Colorado Division of Wildlife,
 Geologic Hazard: Colorado Geological Survey, 1975
 James A. Soule
 U.S.G.S. Geologic Quadrangle Maps:
 Crested Butte GQ 1580
 Gothic GQ 1689
 Mt. Axtell GQ 1604
 Oh-Be-Joyful GQ 578



This map is not for legal conveyance.
 Lakes and rivers are perennial. Locations of all features
 are approximate.

Map by: John-Paul Zeller Date: April 5, 1996





Avalanche across Kebler Pass Road and Coal Creek



Wetlands in the Slate River Valley

Crested Butte is not proposing land uses in the immediate vicinity of Mt. Crested Butte because those areas are influenced more by Mt. Crested Butte. However, in their joint policy statement of 1996 both towns felt it was important to designate a buffer area between the towns. This open space area is located just north of Moon Ridge subdivision and on the south side of the proposed Saddle Ridge subdivision. This buffer area joins the State land located at the base of Crested Butte Mountain with the Smith Hill open lands discussed above. The open area continues west beginning on the Crested Butte Land Trust property in the Slate River wetlands to Peanut Lake with only the single family homes at the base of Smith Hill interrupting the open lands areas. Each subdivision in the Gothic Corridor can contribute to this feeling of open space by continuing the precedent set by Moon Ridge subdivision and by the recent Kapushion Annexation to Crested Butte by preserving over half of the site for each subdivision in open space.

The sequencing of development should occur logically to eliminate the additional costs to the community which accompany leap frog development. Already annexed, vacant, underutilized and close-in areas that are more immediate to the existing portions of the Town and readily accessible to public utilities should be developed prior to areas located further away.

Size

It's not a town,
its a culture,
it grows on ya.

Mark Calve @ Kochevar's
January 26, 1996.

A critical component in the decision to live in Crested Butte has always been the small size and character of the community. As articulated in the Successful Communities Workshop in 1991, participants value the small towns of the County where we rarely have to wait in lines, where we have uncrowded conditions, where we can still get to a destination by foot or bicycle within a reasonable amount of time, and where we have minimal violent crime. The 1979 study entitled "Of Change and a Valley", by students attending Harvard University, also recognized that small towns are important. "County residents are beginning to realize that more growth is in fact, less ...less clean air, less clean water, less open space, less quiet, less of all those things that make up the quality of life that attracted people to the region in the first place." (Fn4)

Over 85 percent of the people responding to the 1995 Land Use Survey value small population in Crested Butte and the Slate River Valley. Over 90 percent value the low crime rate here which is probably a function of small population.

In Crested Butte most of us know the people who live here. When new people show up each fall to work here for a year or so at any job so they can ski, those of us already here recognize that new people are arriving. When one of us is seriously injured, seriously ill, or otherwise hurting, the community mobilizes and creates fundraisers to help the one who is hurting. Crested Butte would not be Crested Butte if Crested Butte were so big that each of us did not know most of us. If Crested Butte is allowed to grow too much, it will not be the same caring Crested Butte.

December 15, 1995 Chronicle & Pilot

My Dear Friend Lee,

It has been some months since my last correspondence with you, and I must confess it was my only letter of record. But I have been moved to communicate my myriad feelings many times and am finally compelled to put pen to paper.

I continue to be amazed and, quite frankly, bewildered at the response of this fantastic community to the plight of one of its ordinary citizens. I am not what you would call a public figure in this town. I've never contributed to the government, public administration, buildings or promotion of this town. There will be no parks, streets, or public buildings named after me. All I've accomplished here is to live and enjoy the most fabulous quality of life I can imagine. I have been so fortunate as to raise a family in this cradle of consideration and tolerance. I've done nothing other than enjoy the most intelligent, open-minded and giving populace I've ever encountered in the world (and I've seen a bit of it).

How then do I account for the tremendous outpouring of caring affection, the selfless contribution of spiritual and practical support that has been unleashed on one hapless soul in trouble? I'll never be able to thank all the people who gave, and continue to give, of themselves on my behalf. Indeed, I'll never even know who all of you are! You know and I guess that's what counts, but I am left with a huge sense of debt. It is a debt I can

never hope to repay. In a small sense this saddens me.

In the larger sense, I am extremely lucky to be alive. Without all this outside support from all quarters, this might not have been a forgone conclusion. All of you who have in some way contributed to my treatment and recovery, have a stake in my life, and so, in the lives of my children. You can rightly think of yourselves as godparents to these citizens of the future....

Yer ol' pal,
"Lonesome" Bob Brazell (Fn5)

78 percent of residents and 80 percent of second home owners who responded to the 1995 Land Use Survey said the appropriate scale of town should not exceed 1,250 total units over the next 20 years which would allow for 60% growth in that time period or an average of 23.5 new units per year. More respondents (35% residents and 47% second home owners) selected the zero growth option than any other single amount listed for growth options further indicating strong support to maintain the small town character of Crested Butte.

To maintain the small community character of Crested Butte new developments should be small in size to avoid overwhelming the community and changing the character of Crested Butte. Each development should contribute to the character of Crested Butte rather than making the Town so big that the character changes. No single development should be so large that it changes the community so much that the community is no longer small or that the single development absorbs all of the expected growth over the next 20 years.

Density

Density in this section refers to the number of residential units per acre. The Three Mile Plan describes a system that allows densities to be increased as the amount of permanently preserved open space is also increased. The intent of this section is to describe the density of residential units in developed areas. However, open lands should be preserved for each proposed unit as described in the open lands chapter.

South of Town, on the Smith Ranch, development should be no more dense than in the Riverbend Subdivision. The areas west and south of the Town, between the Town and the National Forest boundary, are subdivided into 35 acre lots and the Town feels those are appropriate residential lot sizes for those areas.

East of Eighth Street to the Slate River the density should be the same as in town and the pattern of development should be an extension of the Town grid subject to the recommendations of this plan for other issues concerning development. The maximum density of building sites in single family areas east of town should not exceed 4.07 units per acre or 14 building sites per block. The maximum density in multifamily areas east of town should not exceed 12.2 units per acre which assumes an average of three units per building site in a block.

Some multifamily development should be located near the existing multifamily areas of town to continue the multifamily style of living but multifamily land uses should not be located there exclusively. All multifamily land uses should be located within two blocks of proposed circulator bus systems so the concentrated numbers of people do not necessarily mean concentrated numbers of automobile trips. East of the river to Crested Butte Mountain, should be open space to extend the permanent open areas both north and south and to create a larger open area contiguous with the Moon Ridge conservation covenant and the Town Ranch.

The area north of Town, in the Corridor, is proposed for single family and multifamily land uses. West of the highway, the lands are designated open space. East of the highway, to the cemetery is designated multifamily use and the pattern of development should be an extension of the Town grid, depending upon topography. The maximum density in multifamily areas north of town should not exceed 12.2 units per acre.

From the cemetery north, the single family units should be on building sites similar to the existing density in the corridor, 1.6 to 7.9 acres per unit and all open space should be provided within each subdivision.

All new residential development should provide permanent open space in addition to and separate from the building sites in the same proportion to the number of existing units in town and the amount of permanent open space already provided by the Town. All developments creating residential tracts less than 5 acres in size should be served by central water and sewer.

The area north of town, north of the Slate River Road, is proposed for single family tracts and the Town feels the tracts should be larger than in town, similar to the developed lots in the corridor based on the Three Mile Plan. These lots should be served by driveways off the Slate River Road rather than creating new roads on Smith Hill. Driveways serving two home sites should be encouraged to minimize

access onto the County Road. The area north and uphill of these lots should remain open.

Distribution

The distribution of residential units can affect the costs of services, wildlife habitat, views, initial infrastructure costs and the preservation of open space. Many of the concepts addressed in this section were first introduced to the East River Valley by William Riebsame of the University of Colorado, Department of Geography and David M. Theobald in his Thesis submitted to the Graduate School of the University of Colorado in partial fulfillment of the requirement for the degree of Doctor of Philosophy, in the Department of Geography in 1995. Their concepts were summarized by Denis B. Hall and published in the February 2, 1995 Chronicle and Pilot newspaper.

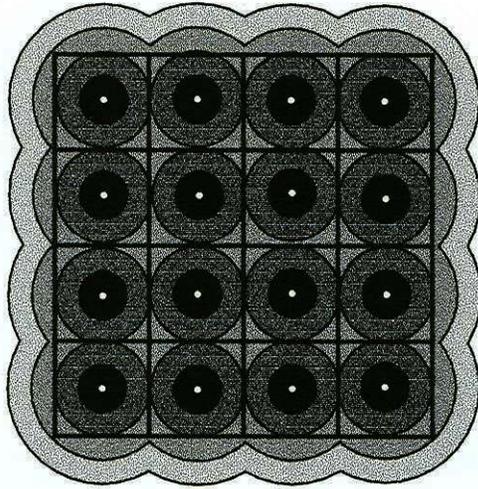
Increasing landscape parcelization and fragmentation has an effect not unlike ripples caused by a pebble hitting water. The effect of a house and its building envelope decreases outward, see Figure 1. Only a relatively small amount of useable wildlife habitat is physically transformed by individual homes, but in addition to the building envelope, roads and driveways, fences, lighting, smaller forest patches and subsidized predators like cats and dogs will all have significant affects on wildlife habitat. Human values such as visual quality are also affected.

Dispersed development, is more egregious than clustered development. A given number of buildings per unit of area will have a greater effect on the landscape if they are dispersed throughout it, than if they are clustered together in one general location.

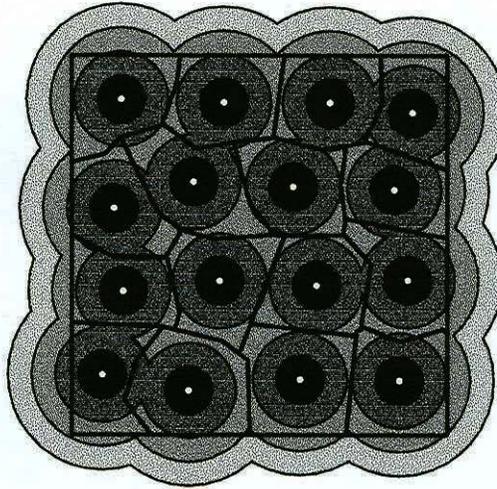
No matter how you calculate how much habitat is affected by roads and development, clustering works better than lower density or dispersal. Lower density, dispersed development spreads out development and puts longer roads on the landscape. Clustering causes the zones of impact to overlap, and less of any given parcel is affected.

The net effect of the analysis by Riebsame and Theobald is to suggest that every mile of road added creates a lot more impact on habitat and the landscape. Estimates of dispersed development effects on habitat show how fast you use up the whole parcel's habitat. At a certain point you will have to consider that habitat compromised for certain species. Clustering will almost always be a better decision for habitat than reducing density.

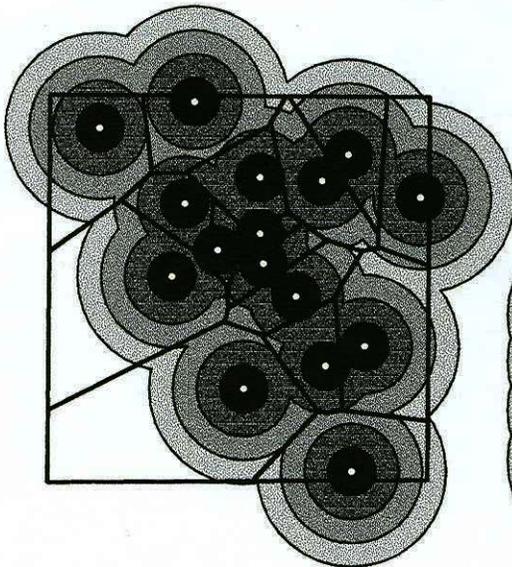
FIGURE 1



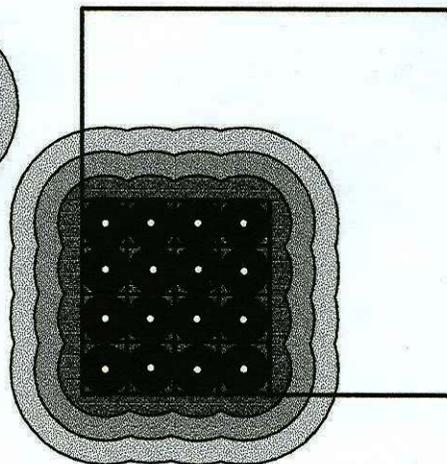
a. Dispersed – regular



b. Dispersed - irregular



c. Dispersed – random



d. Clustered

Figure 1. Conceptual subdivision patterns. Each subdivision is 640 acres. White mark is building location, surrounded by 100m (dark) to 500m (light) zones. (Fn6)

Residential Land Use Policies

6. Subdivisions and development beyond the existing developed areas of Crested Butte should be residential in character.
7. Single family residential should be the predominant land use as new areas for development are zoned and approved.
8. Multifamily land uses may be a minor portion of most new developments. While this may appear to conflict with affordable housing goals it does not because a very important factor in affordable housing in Crested Butte is creation of single family residences for affordable housing.
9. Single family and multifamily land uses should be located in and limited to those areas designated on the Future Land Use Map.
10. New developments should be small in size so that new development does not overwhelm the Town and does not significantly alter the character of the Town.
11. No single development should absorb all the growth anticipated by the Town because all land owners in the vicinity of the Town should have an equal right and ability to develop portions of their land.
12. Since the total ultimate size of the community is of particular importance to the town, developments of over one-hundred (100) units are discouraged unless it can be shown that all of the types of housing proposed are needed. Needed housing in this case shall be proven by demonstrating that no other housing can be obtained by the target groups(s). Prior to approval of any single development of more than one-hundred (100) units, the developer should demonstrate or identify as appropriate:
 - a. that all of the particular type of units proposed are needed,
 - b. the income of the proposed occupants for the needed housing, and
 - c. that the price of all the units will be affordable for the proposed occupants.
13. To maintain the community character the Town of Crested Butte should grow slowly. Therefore, based on the comments from the community, the growth rate of Crested Butte should be no more than 2.8% per year over the next 20 years or no more than 23 new units per year. At this rate the Town will double in size in approximately 26 years.

14. The proposed locations for Commercial, Business, Tourist, Residential and Open Space land uses should be as mapped on the Future Land Use Map.
15. Encourage medium-density single family and multifamily infill development similar to the densities within the developed portions of the Town.
16. Encourage the development of affordable housing in Crested Butte to promote the sense of community.
17. The sequencing and location of new development should occur logically to eliminate the additional costs to the community which accompany leap frog development.
18. The number of units per acre in each proposed development should reflect the density discussion above in Residential Land Uses.
19. Residential development should be designed to be compatible with the Residential Site Design policies in the Crested Butte Three Mile Plan.
20. The Town should seek the assistance of Mt. Crested Butte and Gunnison County in achieving the type, quality and amount of growth outlined in this plan for the Upper East River Valley.
21. Since the growth projections are based on growth rates of approximately 3% to 5%, the population section should be revised when the proposed rate of growth is implemented by the Town.
22. Residential home sites should be clustered rather than dispersed on a site.

Footnotes

- 2) Alan Richman, Richman Planning Services, 1996.
- 3) Arthur Gallian and Simon Eisner, The Urban Pattern: City Planning and Design, (New York: Van Nostrand, 1983) pg. 321. 5th edition, 1986.
- 4) "Of Change and a Valley", Harvard University, Department of Landscape Architecture, Graduate School of Design, Cambridge, MA, 1980.
- 5) Letter to the editor, Chronicle and Pilot, December 15, 1995.
- 6) "Morphology and Effects of Mountain Land Use Change in Colorado: A Multi-Scale Landscape Analysis", University of Colorado, Department of Geography, Boulder, CO, 1995. A Thesis to the Faculty of the Graduate School of the University of Colorado in partial fulfillment of the requirement for the degree of Doctor of Philosophy, Department of Geography.

OPEN LANDS

"High in the Mountains of the southern Colorado Rockies, lies the small town of Crested Butte. Crested Butte isn't so different from any other Colorado mining towns that had their genesis in the late nineteenth century, but there is something unique about this town that is hard to pin down. The town and Valley are a home; perhaps home in some mystical sense, more than just a place to live. It is sanctuary."

"In the more than one hundred years that the town has been incorporated, many things have changed, but not everything. One thing strikes anyone coming up the East River from the south: The mountains surrounding Crested Butte are some of the most beautiful on earth." (Fn7)

The Open Land Character of the Crested Butte Vicinity

The above description appropriately summarizes the value and qualities of the Town of Crested Butte. It is this character of the community that should be preserved for present and future generations. The protection and preservation of open space and open lands will directly advance this community character and preserve the community aesthetics and quality of life for both existing and future residents of Crested Butte.

It is the goal of the Town of Crested Butte to ensure that a balance is maintained between new development and the preservation of open lands free from intensive development. Land in and around Crested Butte maintains significant value and is highly prized for development due in large part to the Town's existing character. However, uncontrolled development of land without a sensitivity toward the rural and open character of the community in and around Crested Butte will detrimentally and permanently impact this community character. New development within Crested Butte must therefore ensure that it is accompanied with the preservation of open lands sufficient to maintain this character.

Open land is an important issue to the citizens of the Crested Butte community. In 1991, a series of neighborhood meetings, land owner meetings and a box holders survey were conducted to analyze the preferred lifestyle of the Valley residents concerning the corridor between Crested Butte and Mt. Crested Butte. Many people also talked about the larger area, from Crested Butte South to the National Forest land north of Mt. Crested Butte (a distance of about ten miles).

While many issues emerged such as no commercial development in the corridor, open space was a major issue. For example, 74 of the 147 boxholder surveys returned (50%) stated that

the appearance of open space between the two towns was what they most liked about living in the East River Valley. No other issue received more votes. 70 (48%) wanted the Valley wetlands to remain undeveloped. In response to a question about what people most value in the East River Valley, 142 of 147 respondents (97%) said beautiful scenery, 131 said summer outdoor recreation opportunities, 124 said vistas, and 107 said the open space between developments in the Valley.

When asked what do you hope to see in 20 years, most land owners stated in 1991 that they wanted to remain in ranching. Preservation of wetlands, maintaining vistas, preserving the open space in the corridor, creating a land trust to preserve open space and preservation of open space were important issues raised by the attendees at most neighborhood meetings in 1991.

The results of the 1995 Land Use Survey also support preservation of open space and open lands. 83% of the resident respondents stated that they value open space between developments and 82% value the large expanses of open space with development in isolated areas. 86% stated that open space is a natural feature that should be preserved or remain undeveloped when a parcel of land is developed. Over one-half of all respondents felt that as much open space as possible should be preserved and over 95% of all respondents felt that we should do more to preserve open space. 79% of the resident respondents felt that if there is going to be development, it should be clustered adjacent to Crested Butte if substantial open space is provided in the Valley. 87% of resident respondents felt open space should be provided as part of a development proposal.

The decision to identify significant portions of the Valley as open lands is an important part of the concept of community in Crested Butte. The basic proposition is that we have a fundamental ethical obligation to protect the land, for our generation and for those to come.

The Three Mile Plan, Open Space Plan

"The community concept...all ethics so far evolved rest upon a single premise: that the individual is a member of a community of interdependent parts...The land ethic simply enlarges the boundaries of the community to include soils, waters, plants, and animals, or collectively: the land" Aldo Leopold, A Sand County Almanac, 1948.
(Fn8)

The process of developing the Crested Butte Three Mile Plan incorporated this concept and used the procedures developed

by Ian L. McHarg in his 1969 book titled Design With Nature. As a result, a series of overlays were created for the Three Mile Plan, to help identify areas that are more appropriate for development and less appropriate for development. The significance of those maps for open space is discussed below.

The basic philosophy of the Crested Butte Three Mile Plan is that land where hazards or resources occur (as defined in the Three Mile Plan) should be avoided when considering development. When identifying the open land areas, in the 1996 Crested Butte Land Use Plan on the Future Land Use Map, the Town considered both the areas that are least appropriate for development and local resident opinions about the appropriate location for growth.

The areas identified for open lands are mostly wetlands and flood plains. Some geologically unstable areas and potentially unstable areas, and areas prone to avalanche and wildfire have also been included in the proposed open lands.

The Crested Butte Three Mile Plan begins implementing the wishes of the citizens relative to preserving open lands in the Valley. The first substantive policy in the Three Mile Plan suggests that for each additional unit proposed, between one and five acres of open lands should be provided. Housing density is encouraged next to town. Preserved open lands may be in the Town or anywhere in the Three Mile Plan area and fee simple ownership of open lands is not required.

These Three Mile Plan policies allow for the transfer of development rights. The right to develop may be transferred from any undeveloped area in the three mile area including areas that have had no value because they are in avalanche zones, flood plains, etc. Development rights transferred from sites located as far as three miles from Crested Butte are also in locations where land prices and development rights begin to decrease in value. The implied holding area for development rights is near town where current higher densities occur. The 1995 Land Use Survey supports the receiving area being close to town if substantial open space is provided in the Valley.

This program allows the owner of land who wants to develop to get more density than otherwise if substantial open space is also provided. The preservation of the open space on land from which density has been transferred can be made permanent with tools such as conservation easements and any other means that permanently preserve open lands.

The amount of open lands per dwelling unit that should be preserved in this plan is based on the following analysis. In the Three Mile Plan area, approximately 44% of the land is owned by the Federal government, 1% is owned by the State and

approximately 677 acres of the Town of Mt. Crested Butte are included. This leaves approximately 12,340 acres of private land in the Three Mile Plan area. Approximately 4,555 acres are already subdivided or preserved and Crested Butte comprises 453 acres. The remaining 7,332 acres are available for development or preservation.

Approximately 504 acres are considered developable when consideration of the policies in the Three Mile Plan is made and if the wetlands near town are not high quality wetlands. The other lands are either hazardous areas or resource areas and should be preserved as open lands.

The existing number of building sites in the existing R1 Zoning District of Crested Butte is 4.1 per acre. This figure has been updated since the Three Mile Plan was first adopted. The Three Mile Plan open lands concept states that a property owner can create one unit for every 1 to 5 acres preserved as open lands. When all the building sites are placed on the developed portion of the land, the maximum density now for single family homes should not exceed 4.1 units per acre or a little more than one unit for each quarter acre. There will also be 1 to 5 acres open lands preserved for each new dwelling unit.

In other communities this type of density is very common where residential land is zoned for a minimum lot size of 5 acres. In these other communities, a house is located on about 1/4 of an acre and the remaining 4 3/4 acres remains undeveloped. The critical difference between the Three Mile Plan open space concept and five acre minimum lot size zoning in other communities, is the location of the open lands.

In other communities the density for such zoning would be referred to as 1 unit per 5 acres. Large amounts of land would be used for very large yards surrounding each house. In the case of the Three Mile Plan, the yard areas will be separated from the house (but can be adjacent to the subdivision) and they will all be put together to create one, or more, large open areas. The same amount of land is used, but in the Three Mile Plan, large tracts are available for agriculture, wildlife habitat, or just open space to maintain the community character that exists today.

504 acres times 4.1 building sites per acre equals 2,066 units that could be added to the Three Mile Plan area if all of the developable acreage was developed to the maximum allowed by this plan as single family dwellings. The Three Mile Plan allows for one unit for every five acres of hazardous land preserved and it allows for one unit for every 3 acres of resource land preserved. Since most of the land that development should avoid will be one or the other, the average is 4 acres that should be preserved for each single

family dwelling unit. If an average of four acres of land is set aside permanently for each single family dwelling unit, as described in the policies, then approximately 8,266 ($504 * 4.1 * 4 = 8265.6$) acres would be permanently preserved as open space and meet the goals of the Three Mile Plan.

The need for 8266 acres fails to account for the affordable housing incentive that requires fewer acres to be preserved when affordable housing is planned. In the Three Mile Plan, 15% of all units are encouraged to be affordable housing and only one acre needs to be preserved as open space for each affordable housing unit. The current percentage of all units that are used by employees or business owners is 32%. If we split the difference, 24% of the dwelling units should be provided for affordable housing. Therefore we expect that 496 units will be affordable housing ($2066 \text{ total units} * .24 \text{ for affordable housing} = 495.8 \text{ affordable housing units}$).

Since 2,066 units could be built, and 496 should be affordable units, then 1,570 units should be available for free market sales or rent ($2,066 - 496 = 1,570$). Since there are approximately 7,332 acres available for development or preservation and there could be as many as 1,570 free market units, the free market units will need to preserve approximately 6,280 acres for open space ($1570 * 4 = 6,280$). This leaves 496 acres to be set aside for the 496 affordable housing units for a sub-total of preserved acreage of 6,776 acres. When the land that is developed (504 acres) is added the total area preserved the total acreage equals 7,280 acres. A summary follows:

7,332 acres	Total Area
504	acres suitable for development
4.1	existing average number of units per acre, (maximum density)

2,066 = 504 * 4.1	number of single family units that will fit on 504 acres
496 = 2,066 * .24	affordable housing units
1,570	free market units
6,280 = 1,570 * 4	average number of acres of open space preserved for free market units
496 = 496 * 1	acres of open space preserved for affordable housing units
504	acres developed
7,280	Total Acreage

These figures indicate an excess of about 51 acres for the whole system to work or less than 1%. This is not considered to be significant since the specific development proposals will not follow the guidelines exactly. In some cases more land may be set aside for preservation. In other cases fewer units per acre will be proposed than allowed, as in the Moon Ridge subdivision. It should also be noted that land in the middle of each long block should be set aside for storage of snow, so the number of units per acre may not achieve 4.1 units per acre. This example shows that the system envisioned can work and that the ratios, based on planning considerations, are appropriate.

Open Lands Preservation Actions To Date

In response to the directives from the citizens, the Town has taken a number of steps to achieve significant amounts of open space in the vicinity of Crested Butte.

1. Crested Butte Three Mile Plan

Explained above.

2. Crested Butte Land Trust (CBLT)

The Towns of Crested Butte and Mt. Crested Butte directed that a land trust be organized in 1991. To date, the Crested Butte Land Trust has preserved, or is in contract to preserve, over 250 acres in the three mile area with help from the Crested Butte Real Estate Transfer Tax, Gunnison County the Crested Butte development review process and through donations.

Table 11
CRESTED BUTTE LAND TRUST PRESERVED LANDS

Confluence parcel	50.7 acres
Kapushion Conservation Easement	110
Rice parcel	15.9
Williams/McGill Peanut Lake parcel	80
Glacier Lily Partnership parcel	2
Total	258.6

3. Real Estate Transfer Tax

In 1991 the Town Council proposed, and the citizens passed by a two to one margin, a real estate transfer tax (RETT) for the acquisition of open space, outside the current Town boundaries. This revenue source has raised \$750,000 between January 1992 and November 1995, or about \$190,000 per year.

In 1994 the Town purchased a 184.13 acre ranch for \$1,200,000 using the RETT. Between 1992 - 1996 the Crested Butte Land Trust purchased 50.7 acres for \$300,000 and the Town donated RETT funds to pay for the purchases. In 1996 CBLT purchased the Rice parcel using mostly RETT and \$20,000 from Gunnison County.

4. Town Ranch

The Town of Crested Butte purchased the Eccher Ranch in 1993 totaling 184.13 acres. In November 1995 the Town contracted to purchase 4.5 acres abutting the northwest side of the ranch. Between 13 and 14 acres of the total area will be used for a school site. Another 12 acres has been identified for other potential uses. The remaining 163 acres will be preserved as open space for use as a wetland, a wildlife refuge, a winter recreation nordic trail, summer access for fishing and possibly more trails.

5. Working With Developers to Preserve Open Lands

Crested Butte worked with the developer of the Moon Ridge subdivision in the corridor between the two towns to preserve 90 acres while another 31.25 acres will be developed for 9 home sites. The developer stated more than once that she followed the goals and policies of the Crested Butte Three Mile Plan while designing her development. This acreage will not be included in the calculations for recommended open lands per unit because the Town does not maintain a direct relationship with this parcel.

6. Conservation Easements/Covenants

Two projects have been approved for development during the past year that have preserved significant open space. Kapushion Annexation No. 2 to Crested Butte is developing 10.19 acres, providing 33 homesites and preserving 110 acres for open space or 3.3 acres per homesite. This 110 acres is included in the list of acreages preserved by the Land Trust. The Moon Ridge subdivision, discussed above, preserves 90.19 acres and provides 9 housing sites on 31.25 acres plus a 10th house. Therefore, 9.019 acres are preserved per housing unit.

7. Ski Easements As Open Space

In 1990 the Town negotiated with the developers of Trapper's Crossing subdivision concerning walking trails, and ski trails and other issues critical to the Town. The Town had no approval authority for this land. As a result of the negotiations, the developer donated two ski easements, the Green Lake Trail and other land to Crested Butte. On the Trapper's Crossing at Crested Butte subdivision, approximately 127.72 acres west of Town and adjacent to the Town were donated. In the Trapper's Crossing South

subdivision, 85.33 acres were donated for another skiing easement. The easements were dedicated to the Town.

The first subdivision plat includes building envelopes for all subdivision lots, precluding development anywhere else. In addition, the dedicated ski easement results in preserving the land where the easement is located as open space since the related agreement with the Town and the developer states that ski trails can be located anywhere within the easement.

On Trapper's Crossing South, a similar situation exists. The easement is in the name of the Town and the agreement allows ski trails anywhere between the indicated Ski Corridor boundaries.

8. Subtotal of Land Preserved by the Town

The total area preserved or under contract to be preserved for open space in the Crested Butte vicinity is 731 acres to date. The total area preserved through direct actions of the Town or through efforts of the Land Trust that was created by the Town, is 642 acres. The Town or the Land Trust has control concerning whether these 642 acres of land will continue to be preserved.

Table 12
TOTAL LAND PRESERVED FOR OPEN SPACE THROUGH DIRECT
AND INDIRECT EFFORTS OF CRESTED BUTTE

Town ranch	162.63
Trappers Big Mine open space	5.85
Treasury Hill P Zone	1.48
Land Trust purchases	66.6
Williams/McGill Peanut Lake parcel	80
Kapushion conservation easement donation	110
Glacier Lily Partnership parcel	2
Moon Ridge subdivision with Town participation	90
Trapper's Crossing at CB Ski easement	127.72
Trapper's Crossing South Ski corridor	85.33
Total	731.61

9. Ratio Of Open Space In Town to Total Open Space.

The Town of Crested Butte is comprised of a total of 453 acres. Of that, 128.9 acres are zoned and platted for housing and business sites (all blocks minus all streets, parks, other municipal land, and open space), and 170.08 acres are open space (the Trappers Crossing steep hill adjacent to Big Mine Park, Treasury Hill "P" and 163 acres of the Town Ranch equals 170.08 acres).

Table 13
OPEN SPACE IN CRESTED BUTTE

Trappers-Big Mine open space	5.85	
Treasury Hill Public Zone	1.6	minus .1 for trails
Town Ranch	162.63	
Sub-total Open Space in town limits	170.08	acres

The total open space that has been preserved, through direct actions of the Town, and over which the Town or the Crested Butte Land Trust has control concerning whether the land will continue to be preserved, is 642 acres. Therefore, 26.5% of the open space to date is within the Town limits. ($170.08 / 642 = .2649$)

The Open Lands Standard

A total of 642 acres have been preserved or are under contract to be preserved to date through the direct efforts of the Town and the Crested Butte Land Trust which was created by the Town to preserve open space. Since there are no business or commercial land uses proposed for newly developed areas, except minor amounts to support the residential lands uses, the loss of open space is due to residential development. New residential development should therefore provide the same amount of open space as the Town has created for each unit in Town. Although some dedications and fees should be based on the type of unit, open space will not necessarily be used by any town residents, rather it may remain in the ownership of private parties who continue to graze it. Therefore there is no difference in the impact to the open space caused by the various types of residential development. The standard will be based on the number of units and the number of acres preserved or under contract to be preserved at the time the development proposal is approved.

The Town has acquired its open space for the people of Crested Butte. The amount of open space preserved at this time is necessary for the residents of the Town to maintain the character of the community. The real estate transfer tax will allow the Town to increase the open space per person, or per unit, but this standard will be based on the current inventory of permanently preserved open space. The standard should be updated annually to account for changes in the number of units or the number of acres preserved.

When 642 acres is divided by the 791 residential units in Crested Butte, the result is .81 acres of open space preserved for each residential unit in Town. This minimum

number of acres of open lands should be preserved when each subdivision is approved.

When the number of acres of open space within the Town is divided by the total open lands preserved and controlled by the Town or the Land Trust, the ratio is 26.5%. This minimum ratio of open lands within the Town boundaries should be maintained in each subdivision and the remainder of the open lands should be adjacent to the subdivision unless the Town Council finds that the proposed open lands for preservation directly provide community benefits related to the preservation of a rural and open community character.

Not all lands are equal in value in the preservation of community character. Some lands directly and substantially advance the rural and open community character of Crested Butte due to their size or high visibility to the residents or the land's ability to encourage and maintain wildlife and agriculture which adds to the rural character of the Town. The vast majority of the lands preserved by the Town to date comprise this category of lands. Other lands are of lesser value in advancing rural and open community character due to their poor visibility, size, or location. The preservation of large properties, highly visible lands, wildlife corridors, areas of critical wildlife, ranch lands and natural vegetation habitats are most important to preserve. The preservation of natural features, steep slopes, floodways and flood plains, wetlands, historic structures and sites, and lands that provide access to public recreational opportunities and public lands are also important to preserve.

Open Lands Summary

In summary, the Town has exerted significant efforts and public funds toward preserving a total of 642 acres adjacent to or within three miles of Crested Butte. The Town's planning process as outlined in the Three Mile Plan, and adjusted in this Plan for changes since the Three Mile Plan was adopted, would preserve 6,776 acres for open lands at between 1 and 5 acres per unit. The Town firmly believes that its land capacity model for determining the amount of open space is practical and based on sound planning principals. However, the Town also feels it is reasonable and sufficient to use .81 acres of open space at this time as the policy for open space requirements applied to each proposed dwelling unit for all subdivisions of land in the Town of Crested Butte to maintain the character desired and enjoyed by the Town.

As a result, new development should contribute toward mitigating the detrimental impact of the new development on

the rural and open community character desired and enjoyed by the Town. It is the goal of Crested Butte to require new development to contribute to the permanent preservation of land as a condition of new development approval in an effort to ensure a rural and open community character. New development should preserve open lands in perpetuity in at least a ratio of acreage to residential dwelling units equivalent to the ratio established by past and present community efforts. A portion of such preserved open lands should be set aside within the particular subdivision and the remainder should be land located adjacent to the subdivision and outside of the limits to the Town. Open lands may be located within a three mile radius if the Town Council finds that the proposed open lands directly provide community benefits related to the preservation of a rural and open community character.

It is not the goal of this plan that lands preserved must be dedicated or conveyed to the Town provided that adequate assurances are made that the land will remain in an undeveloped state. The Town may accept land for preservation on which some non-intensive uses are undertaken such as grazing, other agriculture or recreation, provided that the lands remain undeveloped.

In order to advance other goals, the Town supports the reduction of the open lands requirement. For example, the open lands requirement may be reduced to less than .81 acres per unit where the development would establish a greater number of affordable housing units than would otherwise be required for the development.

Open Lands Policies

23. New development should preserve open lands in perpetuity in at least a ratio of acreage to residents equivalent to that targeted by the community through its past and present efforts to maintain the community character.
24. The ratio of open lands preserved to a dwelling unit should be a minimum of .81 acres per dwelling unit.
25. The ratio of preserved open space within the Town limits to the total open space for each subdivision, should be a minimum of 26.5%. The remainder of the preserved open lands may be land located outside of the limits of the Town but should be adjacent to the subdivision.
26. It is the policy of the Town to strongly encourage the preservation of large properties, highly visible lands,

wildlife corridors, areas of critical wildlife, ranch lands, and natural vegetation habitats as open lands.

27. It is the policy of the Town to encourage the preservation of natural features including steep slopes, floodways and flood plains, to encourage preservation of resource areas including wetlands, and wildlife areas, to encourage preservation of historic structures and sites, and lands that provide access to public recreational opportunities and public lands.



Footnotes

7) Hall, Denis B., Mountains, Minerals, Miners & Moguls, place, Wildbird Publishing, 1990, Pg. 7.

8) Clarke, Michael G., "Community Land Stewardship: A Future Direction for Land Trusts, Washington D.C.", Journal of the Land Trust Alliance, Spring 1992, Pg. 4.