



## PART IV

# GROWTH FRAMEWORK

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Based on past growth and projections for future growth, it is estimated that Ridgway will add between 150 and 700 new residents by 2050. During the same timeframe, the population of the three-county region (Montrose, San Miguel, and Ouray counties) is expected to nearly double – from 54,265 to 97,252. This regional growth will have direct and indirect impacts on Ridgway; however, the extent to which—and the rate at which—Ridgway can absorb projected future growth is constrained by a variety of factors, including the availability of infrastructure and services needed to serve future growth, market demand, existing growth boundaries and intergovernmental agreements, and the cyclical nature of the state and national economy. Additional detail on population and growth trends is provided in the Community Profile in Appendix A.

This Growth Framework builds on established plans, policies, and regulations the Town of Ridgway and Ouray County have in place to help manage growth. It should be used to as a tool for making decisions regarding the location, timing, and types of future growth that can occur and for guiding future infrastructure investments.

## Key Objectives

Key objectives for this chapter are to:

- Encourage infill and redevelopment within the Town's existing limits and where infrastructure and services already exist;
- Grow in an orderly, logical and sequential pattern outward from the existing Town core;
- Accommodate diverse housing options;
- Support sustainable development practices;
- Plan for a balanced mix of uses that allows more residents the ability to live and work in Ridgway; and
- Protect the natural resources and visual qualities that make Ridgway unique.

This chapter should be used in conjunction with the goals and policies contained in Part III of this Master Plan to evaluate all growth-related decisions.

## Factors Influencing Growth

The timing and rate of growth in Ridgway will continue to be influenced by market demand and supply, existing development patterns and entitlements, land supply, natural hazards and environmental constraints, regional pressures, and a variety of other factors. Other factors include established plans and policies, and the availability of infrastructure and services—each of which are discussed below:

### Ridgway-Ouray County Intergovernmental Agreement

In 2002, the Town and Ouray County entered into an Intergovernmental Agreement (IGA), committing to collaborative efforts in managing growth in the unincorporated areas surrounding the Town. The IGA established formal growth boundaries (as defined in this chapter) and a Joint Area Planning Board to review land use requests. In accordance with the IGA, as amended, the Town and Ouray County work collaboratively to:

- Protect the community identities of the Town and Ouray County;
- Designate areas of urban development and direct growth to these areas;

- Preserve open lands, alpine lands, and agricultural uses around urban areas; and
- Consider unincorporated land for commercial development only when it complements the existing commercial lands in the Town.

Accomplishing these objectives means that the majority of new growth in Ouray County will be directed to Ridgway.

### Ridgway Annexation Policy

The Town uses annexation policies and intergovernmental agreements, as adopted, as tools to effect good land-use planning and logical growth patterns. Requests for annexations into the Town will be considered with the following goals in mind:

- Annexation will not impose the cost of new development on existing town residents; and
- Annexation shall be undertaken with the goal of maintaining or improving existing public service levels in Ridgway. Services shall include all services provided by public entities including, but not limited to, water, sewer, police, administrative services, library, fire, ambulance, schools, public works, social services, recreation and other similar public functions.

All annexations shall conform to the Master Plan, and the criteria below.

### Annexation Criteria

The Town will apply these general criteria to any annexation request to determine if it is appropriate for consideration.

1. All annexation requests shall be accompanied by a specific and binding overall land use development plan for the entire property to be annexed and proposed zoning. The Town may require a development plan to be submitted concurrent with the annexation request in accordance with applicable town regulations.
2. Land already receiving municipal services on a similar basis as existing municipal residents that adjoins the existing municipal boundary shall be considered a higher priority for annexation in comparison to lands where

municipal service levels are not in place or readily available.

3. Ridgway will consult with Ouray County to coordinate decision making on the appropriateness and advisability of land-use and annexation proposals within the Urban Growth Boundary (UGB). Ridgway will pursue mechanisms to foster reciprocation by Ouray County through the Intergovernmental Agreement (IGA) process.
4. The Town may require a cost/revenue analysis on each parcel proposed for annexation considering proposed future land use. This analysis shall also consider any potential degradation of existing service levels or increased cost of services to the existing community. On properties where it is shown that existing services will be diminished or cost of services will be increased, compensation shall be required that offsets these impacts over the long-term. Compensation may be in the form of fees, dedications or other exactions determined by the Town to compensate the community for long-term negative impacts.
5. Annexation priorities should focus on enclaves or peninsulas of non-municipal territory within or adjoining existing municipal boundaries. The purpose of annexing these areas is to regularize Town boundaries and municipal service areas.
6. Payment may be required for a fair portion of the costs of previously installed utilities that benefit a property proposed for annexation if the cost of the original installation of those utilities was borne by the Town.
7. The Town will require dedication of water rights or fees in lieu of dedication commensurate with future water demands on the property.
8. Remediation action, including performance guarantees, will be required to eliminate any existing conditions on property proposed for annexation that may adversely affect health safety or welfare or which constitute a nuisance or hazard to the public.
9. All new or existing onsite and off-site improvements necessary to serve a property

subject to annexation shall meet or be improved to town standards in association with annexation. These improvements may include but not be limited to water, sewer, drainage facilities, parks, trails, rights of way, roads, broadband, and similar improvements.

Annexations are also expected to contribute to advancing the availability of workforce and affordable housing in the Town.

10. Where the Town determines that certain lands in the area to be annexed are needed for public purposes, the Town may require that the land be dedicated for a period of years or that the land be dedicated to the Town or other public entities.
11. Where possible, the boundary lines of parcels intended for annexation shall be drawn along major topographic features, roadways, waterways or other similar barriers, which form a natural boundary line. If possible, annexations should include property for at least one lot depth to one side or the other of a street right-of-way.
12. Prior to annexation, the parties requesting annexation shall resolve any jurisdictional or municipal service problems arising from extension of municipal boundaries into special utility or service districts.
13. Applicants interested in pursuing annexation to the Town may be required to submit information (or to fund the development of information by a disinterested third party) beyond that specified under these criteria to make a comprehensive evaluation of the costs and benefits of annexation to the Town. This information may include, but shall not be limited to, geotechnical analysis, environmental studies, fiscal impact studies, statistical data, traffic studies, impact analyses on water, sewer, schools, recreation, emergency services, administrative services and similar topics.

### **Infrastructure and Services**

The Town provides water, sewer, and stormwater services to most residents within Ridgway's municipal boundaries and plans for the incremental expansion of services within the Initial Growth

Boundary and Urban Growth Boundary. Most of the areas planned for future development on the Future Land Use Plan map do not have infrastructure and services in place today. For planning purposes, anticipated service needs are based on the uses and development intensities depicted on the Future Land Use map. In accordance with goals and policies in Part III of this Master Plan:

- Costs of extending or expanding Town infrastructure and services to support new development will be borne by the developer and not by the Town or residents;
- Provision of services and extensions of utilities to annexed lands shall be made in a cost-effective manner; and
- Extension of utilities will be planned and implemented so as to avoid "leap frog" development.

As a general policy, Ridgway will not extend services outside of municipal limits. If any services are to be extended beyond municipal boundaries, extra-territorial service agreements will be used to define the terms and conditions of the provision of such services. These agreements shall also include an obligation to annex to the Town in the future under specific terms and conditions. Additional information on service providers, power, and other utilities is provided in Appendix A: Community Profile.

## Ridgway's Growth Boundaries

The following boundaries are used to manage growth outside the Town limits:

### Initial Growth Boundary (IGB)

The IGB delineates the area within which the Town will encourage urban levels of development in the next ten to twenty years. The boundary includes areas that are contiguous to established parts of Ridgway that are already served by Town services, and to which utility extensions could logically and efficiently be provided. The purpose of the IGB is to support the community's desire to grow in an orderly, logical and sequential pattern outward from the existing town core. In general, urban levels of development outside the IGB would be considered premature until substantial development has occurred within the boundary.

### Urban Growth Boundary (UGB)

The UGB—also referred to as the Urban Growth Management Area (UGMA)—establishes the long-term future municipal boundary for the Town. This boundary lies within Ouray County and outside the current municipal limits but its designation is not intended to motivate annexation or development. The UGB is intended to establish a boundary for future urban development and to make general land-use designations within that boundary to meet foreseeable future needs of the County and the Town—for example, by maintaining very low densities in these areas to preserve the land for future urban levels of development. To achieve this outcome, the county and Town will coordinate their planning efforts and land-use decision-making through specific intergovernmental agreement(s) (IGAs) that identify actions, responsibilities, jurisdictions and goals for the respective parties to the IGA.

Some areas outside the current municipal boundaries, but within the UGB may be subject to annexation before other areas because of their proximity to municipal limits, their proximity to existing infrastructure, compelling community benefits or other factors. These factors may lead the Town to enter into annexation discussions with landowners on a site-specific basis before the build-out threshold for undeveloped areas within the Town has been reached. Such discussions shall consider all factors related to identified municipal plans, goals and needs and shall not undermine the goals and policies of the Master Plan.

### Ridgway Area of Influence (AOI)

The AOI is an area of unincorporated land outside the UGB that has been mutually designated by Ouray County and the Town. Any development or land use activity within the AOI boundary that will have impact upon the goals and purposes of the adopted IGA and which bears a relation to the planning of the area within the municipality, should, to the extent possible, be reviewed by Ouray County with participation by the Town in the review and recommendations. The AOI boundary constitutes the Town's three-mile limit as required by CRS 31-12-105.(1)(e)(I).

## Future Land Use Plan

The Future Land Use Plan is a tool to guide the type, intensity, and location of future development within the Town and its various growth boundaries. It will be applied through day-to-day decision-making as a means to help implement a shared vision for the physical growth of the Town and portions of Ouray County. The Future Land Use Plan is intended to be used by Town staff, the Planning Commission, and the Town Council to:

- Help guide future rezoning and annexation requests;
- Inform future updates to existing zoning districts and development standards;
- Track the Town's overall capacity for future development;
- Inform infrastructure and facility planning; and
- Ensure future development is supportive of the community's vision.

The Future Land Use Plan is comprised of a map and the accompanying land use category descriptions that follow.



## Rural Neighborhoods



### Maximum Density/Height

0.1 to 1 du/ac; 2.5 stories

### Primary Uses

Single-family homes

### Supporting Uses

Agricultural and ranching uses, parks and recreational facilities, open space conservation

### Characteristics

- Rural Neighborhoods are intended to preserve the rural character of areas within the UGB but outside of the Town core, or to mitigate the impacts of development in hazardous or environmentally-sensitive areas such as on steep slopes.
- Where existing, agricultural and ranching uses are encouraged to continue for as long as the property owner desires.
- Undeveloped areas may convert to parks or open space if acquired by the Town or land trust, or if protected through a conservation easement.
- Clustering of residential development is encouraged to preserve open land.

## Single-Family Neighborhoods



### Maximum Density/Height

2 to 8 du/ac; 2.5 stories

### Primary Uses

Single-family homes and duplexes

### Supporting Uses

Parks and recreational facilities, community gardens, and civic and government facilities. Accessory dwellings were permitted

### Characteristics

- Single-Family Neighborhoods are made up primarily of single-family homes, with a small number of duplexes and smaller multi-family building mixed in, oftentimes near transitions between different land uses. Accessory dwelling units are encouraged where permitted.
- The neighborhoods should incorporate open space into the overall design to provide recreational opportunities to residents and/or preserve wildlife habitat or environmentally sensitive lands.
- While streets may not follow a grid pattern, connections to existing adjacent developments or areas should be provided for pedestrians and bicyclists to promote walkability.

## Town Core Neighborhoods



### Maximum Density/Height

6 to 12 du/ac; 3 stories

### Primary Uses

Single-family homes, duplexes, and smaller multi-family residential uses

### Supporting Uses

Professional offices and service businesses, limited retail, parks and recreational facilities, community gardens, civic and government facilities

### Characteristics

- Town Core Neighborhoods are characterized by a gridded street pattern and alleys.
- Historic preservation and adaptive reuse of existing structures are a priority to maintain the historic character of this area. New development should respect the scale and character of existing development.
- While single-family homes and duplexes are the primary housing types found within these neighborhoods, they also support a range of higher density housing types such as townhomes and smaller multi-family buildings. Accessory dwelling units are encouraged where permitted.
- Office, service businesses, and retail uses are only allowed along Sherman Street. Such uses must appear “residential” to differentiate this section of Sherman Street from uses in the Town Core and maintain the character of the neighborhood.

## Mixed Neighborhoods



### Maximum Density/Height

12 to 18 du/ac; 3 stories

### Primary Uses

Multifamily residential, townhomes, and duplexes

### Supporting Uses

Other residential uses, small-scale retail or commercial services, parks and recreational facilities, community gardens, and civic and government facilities

### Characteristics

- Mixed Neighborhoods provide for a range of housing types, particularly higher density types such as small multi-family buildings, quadplexes, triplexes, and townhomes.
- A range of supporting non-residential uses are also encouraged to provide services to residents of these and adjacent neighborhoods.



## Town Core



### Maximum Density/Height

12 to 18 du/ac; typically 3 stories or less, but may be taller in some instances

### Primary Uses

A diverse mix of retail, restaurants, lodging, and professional offices

### Supporting Uses

Civic and government facilities, parks and recreational facilities, and a range of residential uses

### Characteristics

- The Town Core is the commercial heart of Ridgway with a unique historic character, pedestrian-oriented development pattern, and vibrant mix of uses, including those oriented towards the community and tourists.
- Historic preservation and adaptive reuse of existing structures are a priority to maintain the historic character of this area. New development should respect the character of existing development.
- Residential uses are encouraged as supporting uses, particularly in the stories above commercial uses or as standalone multifamily buildings, townhomes, or attached single-family housing.
- Sidewalks, public art, lighting, street trees, and other streetscape enhancements are encouraged to improve the walkability and experience of pedestrians.

## Mixed Use Business



### Maximum Density/Height

12 to 18 du/ac; typically 3 stories or less, but may be taller in some instances

### Primary Uses

Retail stores, professional offices, commercial services, restaurants

### Supporting Uses

Parks and recreational facilities, civic and government facilities, higher density residential uses, and alternative energy installations

### Characteristics

- Mixed-Use Business areas are intended to support a range of commercial uses that serve residents and tourists.
- Developments within these areas are more auto-oriented than those found in the Town Core, but should still consider the needs of pedestrians and bicyclists in the overall design.
- Higher-density residential uses are encouraged, either above ground floor commercial uses or in standalone buildings, generally as part of a mixed-use development.



## Employment



### Maximum Density/Height

3 stories

### Primary Uses

Light manufacturing and fabrication, professional offices

### Supporting Uses

Storage and warehousing, wholesale retail, commercial services, alternative energy installations

### Characteristics

- Employment areas are intended to serve the employment needs of Ridgway, and accommodate creative industries and other entrepreneurial pursuits.
- Higher intensity uses within these areas should mitigate impacts on adjacent residential neighborhoods.

## Institutional



### Maximum Density/Height

N/A

### Primary Uses

Uses will vary depending on the facility and organization

### Supporting Uses

Housing for institutional employees

### Characteristics

- Includes current and future facilities owned and/or operated by the Town of Ridgway, Ouray County, Colorado Department of Transportation, Ridgway School District, San Miguel Power Authority, and other public or quasi-public institutions.

## Parks & Natural Areas



### Maximum Density/Height

N/A

### Primary Uses

Parks and recreational facilities, undeveloped natural land, passive outdoor recreation, and agriculture.

### Supporting Uses

Civic and government facilities and infrastructure.

### Characteristics

- Private and public green spaces, including active park lands, Homeowners' Association (HOA) open spaces, and private lands held in conservation easements.
- May include natural resources or environmentally sensitive areas, such as wildlife habitat and corridors, steep slopes, floodplains, or scenic vistas.

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# Future Land Use Map - Town of Ridgway









