Appendix D: Land Use Scenarios and Capacity Analysis

Overview

This appendix documents the three scenarios that the community considered before developing the Future Land Use Plan.

To arrive at a Future Land Use Plan, the community looked at three different growth and development scenarios. The primary objective of these scenarios was to spur discussion about the future shape, pattern, and direction of growth in and around Pagosa Springs. The scenarios explored specific physical planning components—such as areas where urban development might occur, the location of open lands, and types of residential and commercial developments. The three scenarios included:

1- **Conventional Development**
2- **Balanced Centers Focus (Downtown and the Lakes)**
3- **Multiple Activity Centers**

Participants preferred combinations of Scenarios 2 and 3 and the Future Land Use Plan is a more detailed presentation of concepts in those two scenarios, as presented below.

Scenario 1: Conventional Trends Plan

Growth and Change: Continue to expand the existing land use types, densities, and basic development patterns in a manner similar to what occurs in the town today. Infill would occur generally in response to market demand and existing zoning. Existing rural development patterns, which primarily consist of residential development on lots of one to three-acres in size and low-density scattered commercial businesses continue to expand, particularly along the highways. Similar rural

development also occurs to the south and east of downtown. Most new residential development would occur on vacant or agricultural lands at the periphery of the town limits.

Transportation: Developers continue to extend new local roads, while the town/county/state are responsible for maintaining and planning major roads. The plan does not place much emphasis on developing a more connected local network of roads.

Housing Mix: The mix of housing types and densities would continue to grow similarly to that which exists in the community today— consisting of subdivisions with predominantly single-family homes and some multi-family townhomes and condos that generally cater to 2nd home owners and retirees.

Commercial, Tourism, and Jobs: Commercial and industrial development, consisting of services and shops, would primarily occur along Highway 160 and may expand along Highway 160 and Highway 84. Downtown continues to be the focus for tourism-activities and is the civic center. Light Industrial areas would continue to expand where they are now.

Open Lands: This scenario does not emphasize conservation of open space or natural features.

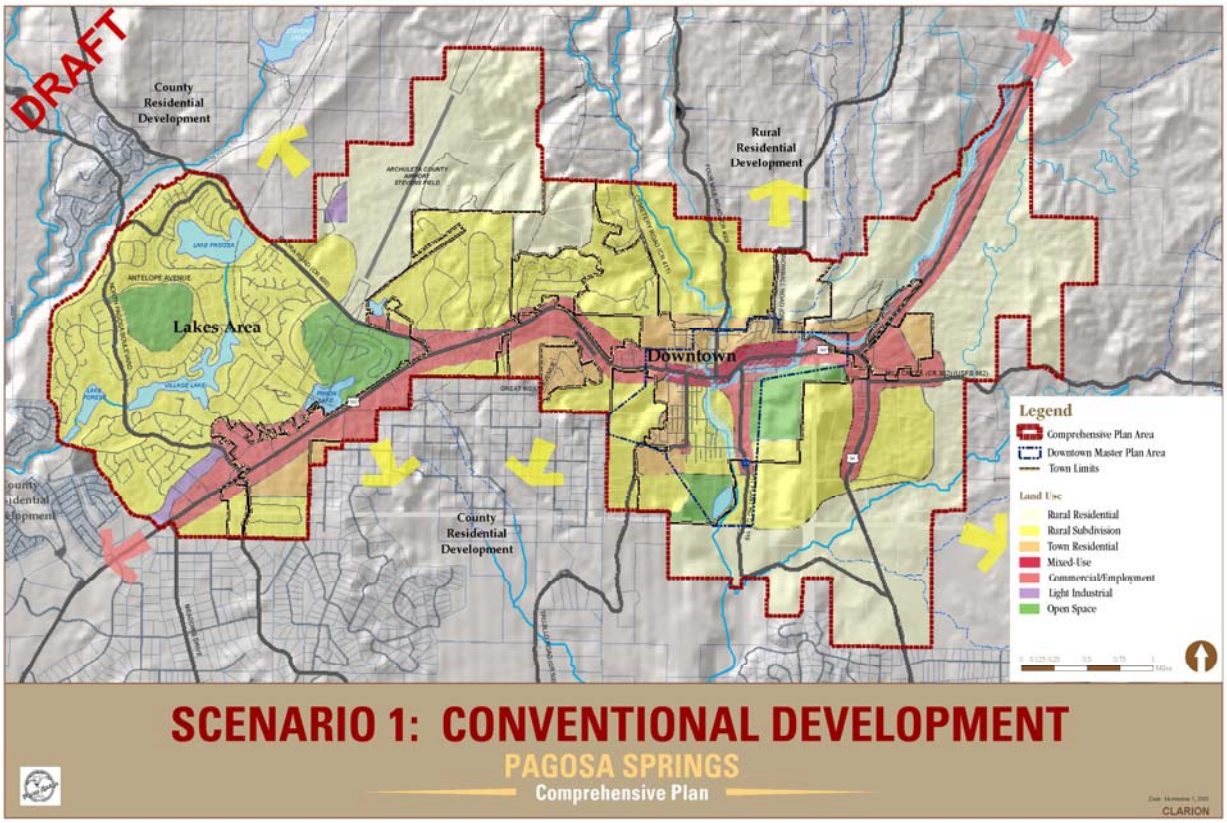

Figure D-1: Scenario 1

Scenario 2: Balanced Centers Focus (Downtown & the Lakes)

Growth and Change: Future growth and development would focus on the Downtown and the Lakes Areas as two balanced centers for the town. Downtown would continue to function as the community's civic and education core and retain its services for local residents. New development in the downtown would continue the traditional lot and block, neighborhood pattern. Over time, commercial development in the Lakes Center would intensify to become a focused pedestrian-friendly environment and would serve the needs of residents of the Lakes area.

This scenario focuses on concentrating development in core areas where the town can efficiently serve it. In limited areas of existing rural development to the south, where town infrastructure (wastewater treatment) may become available, some intensification would occur. The town would promote infill and redevelopment in the "centers" (the Lakes and Downtown) and would discourage further expansion of commercial development along highways.

Transportation: New local roads connect the suburban developments to the west with the downtown to provide alternatives routes to reduce traffic and reliance on Highway 160. Public transit operates frequently from east to west and within the downtown to reduce local traffic on Highway 160.

Housing Mix: This scenario shifts the mix of housing to a broader range of housing types than what is typically occurring in the community today to house the diverse community of the future. It encourages mixed-use neighborhoods with small-lot single family, townhomes, duplexes, multi-family, loft-style dwellings above downtown storefronts, and accessory dwellings, where appropriate.

Commercial, Tourism, and Jobs: Local businesses, stores, restaurants, and civic uses are focused within the downtown and Lakes centers, and less along highways than in Scenario 1. This plan would emphasize infill and redevelopment within the two centers to promote more walkable environments and self-sufficient neighborhoods. The plan would aim to connect the centers to surrounding neighborhoods. Light Industrial

areas occur where they do now—near the airport or in other predetermined locations.

Open Lands: Open space planning works to define edges and protect periphery through the conservation of open spaces and other view corridors. Some clustered "rural" development helps conserve hillsides, views, riparian areas along streams, and forested areas in scattered areas. It also focuses on conserving open space in the corridor between the centers (i.e., Put Hill) where much of the land is currently undeveloped or "underdeveloped."

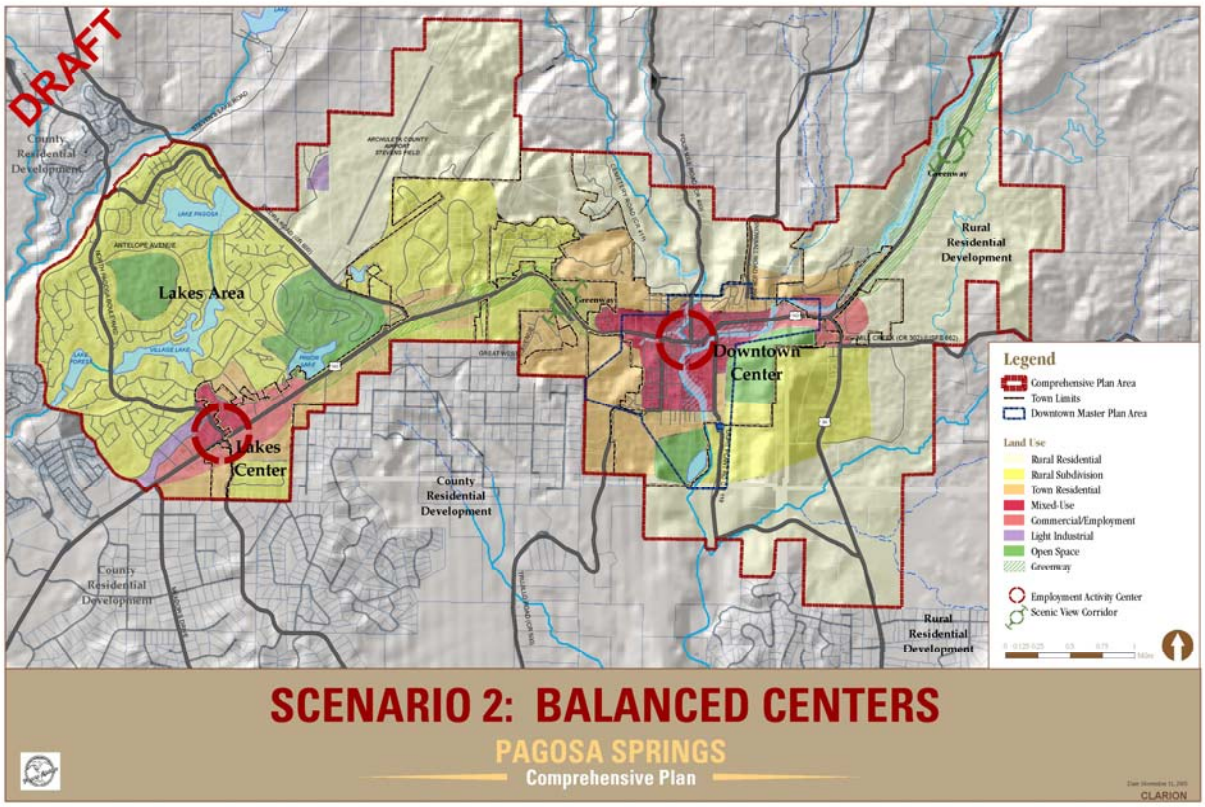

Figure D-2: Scenario 2

Scenario 3: Multiple Centers Plan

Growth and Change: With this scenario, most new development would progress with a neighborhood focus, emphasizing a land use pattern that creates multiple smaller "centers" along highways and in downtown to serve the needs of neighborhoods. It also shows some neighborhood-focused centers within neighborhoods. The neighborhoods would each include a system of interconnected trails with access to parks, recreation, and open space areas that are near activity centers. The activity centers would host a variety of retail and service options. Some pockets of vacant lands along major roadways and near activity centers would develop at intensities higher than current development patterns. Where possible, natural features (such as river corridors, hillsides, view areas, and forest areas) would be conserved as connected open space system to protect natural areas and create boundaries between neighborhoods and centers. Downtown would continue to serve as the primary central civic and tourist destination.

Transportation: Highways 160 and 84 link each of the centers with each other and with the downtown. Centers are located along Highway 160 predominately at access points established in the Access Management Plan. Transit opportunities between centers are efficient and well used. By placing neighborhood services close to where people live and work, people have the option to ride a bicycle or walk between destinations.

Housing Mix: The town's mix of housing types and densities would generally be similar to that which exists in the town today, with the exception of some increased variety and density within and near centers. The broader mix of housing types around centers would better serve the growing tourism base, seasonal residents, attainable housing needs, senior population, and a variety of other needs

Commercial, Tourism, and Jobs: Commercial areas and jobs are focused in concentrated centers, rather than strip developments along highways. These centers vary in size and land use mix. Some centers would have an employment focus; others would be more focused on commercial and retail services. This scenario strives for a greater overall balance of employment and retail opportunities within the town. The

downtown would continue to have a mix of civic activities, schools, neighborhoods, shopping, and tourism activities. Industrial areas may occur where they do now—near the airport, or in other predetermined locations.

Open Lands: This scenario illustrates a connected system of open space to conserve natural features, including streams, rivers, hillsides, forested areas, and views along highways. When possible, the more "rural" development would be clustered to conserve open lands.

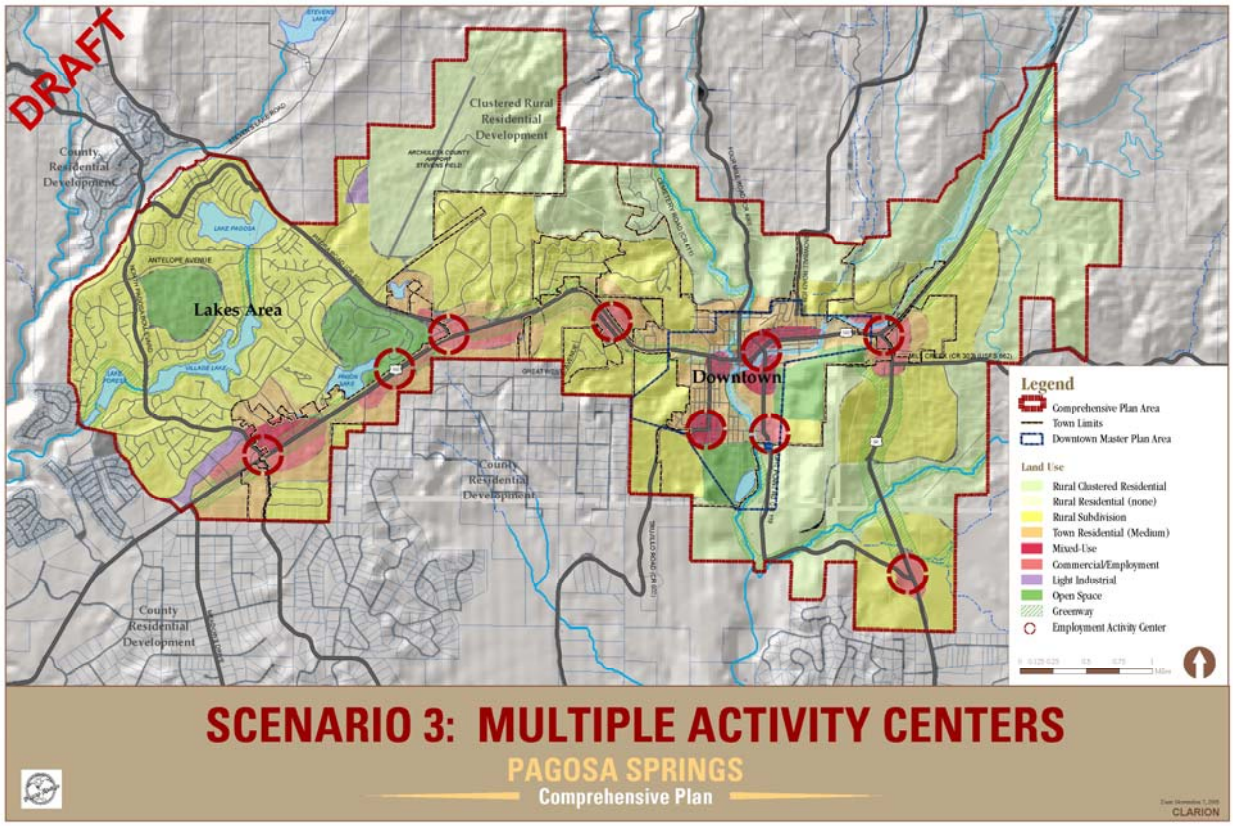

Figure D-3: Scenario 3

Future Land Use Plan Capacity

The Future Land Use Plan presented in Chapter 4 roughly reflects a combination of Scenarios 2 and 3, based on input from the public, Citizen's Advisory Committee, Town Council, and Planning Commission.

The Future Land Use Plan at Buildout

The Future Land Use Plan shows about 7,000 acres of potential new residential development (predominately Rural Residential and Residential Transition categories), and over 600 acres of potential new commercial, industrial, and mixed-use development. This could result in over 9,700 new housing units (or 24,000 new people) and over 5.4 million new commercial square feet at buildout. Buildout occurs when all vacant lands are built over time.

Table D-1: Future Land Use Plan Buildout

Pagosa Springs - Buildout Development (on Vacant and Underutilized Lands)

Land Use	Acres	DU/AC	FAR	Residential Units	Commercial Square Feet
Residential					
Rural Residential (RR)	4,613	0		1,107	
Rural Transition (RT-C)	1,912	2		3,060	
Town Residential - up to 6 u/ac (TR6)	378	5		1,816	
Town Residential - up to 12 u/ac (TR12)	59	10		571	
Town Residential - up to 18 u/ac (TR18)	32	14		456	
Subtotal	***6,995***			***7,010***	
Non-Residential					
Commercial (COM)	19		0		157,676
Industrial (I)	141		0		674,520
Mixed-Use Corridor	171	3	0	547	1,414,951
Mixed-Use Dowtown	105	4	1	420	2,562,503
Mixed-Use Residential	181	10	0	1,737	630,532
Subtotal	***617***			***2,704***	***5,440,182***
Grand Total	**7,612**			**9,714**	**5,440,182**

2020 Projections

According to EPS's Economic Development Study, Pagosa Springs could have 4,379 new housing units and 1.69 million commercial square feet by the year 2020.

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