

ROUTT COUNTY BOARD OF COUNTY COMMISSIONERS

Timothy V. Corrigan
District I

Timothy Redmond
District II

Sonja Macys
District III

Special Meeting

April 27, 2023

Times listed on the agenda are approximations and may be longer or shorter, or being earlier than scheduled, with no notice. Agendas are subject to change 24 hours before the meeting start time. To ensure you have the most up-to-date information, please check the agenda after 24 hours of its start time.

If you are joining the meeting for a specific item, please join 10 minutes before the item to ensure you are present for the beginning of the item.

All regular meetings are open to the public unless otherwise noted. All meetings will be held in the Routt County Historic Courthouse - 522 Lincoln Avenue, Hearing Room, Steamboat Springs - or otherwise noted.

Join our meeting via our [Zoom Link](#).

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Webinar ID: 851 5180 1592 Password: 444052

1. BOARD OF COUNTY COMMISSIONERS AND PLANNING COMMISSION JOINT MEETING

Documents:

[JOINT MEETING AGENDA PACKET 4.27.2023.PDF](#)

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ROUTT COUNTY PLANNING COMMISSION AGENDA

**April 27th, 2023
6:00 PM**

This hearing is available in person and through Zoom. You may access the hearing by joining our Zoom Meeting [here](#).

Live audio is available by calling (669) 900-6833.

Meeting ID: 391 342 8854

Password: 12345

1. CALL TO ORDER

2. PUBLIC COMMENT

Members of the public may address the Planning Commission on items not on the agenda. (Comments regarding items on the agenda will be taken during that agenda item.)

3. ITEMS FOR CONSIDERATION

A. PL20230021 Joint Meeting To Discuss The Routt County Code Review And Amendment Project.

Presentation and discussion on the project overview, code analysis, and discussion on priority updates

Documents:

[Memo joint meeting4.27.23.pdf](#)

[Routt County Code Review Memo_Final_230419.pdf](#)

[Annotated Outline_Routt_final_230419.pdf](#)

4. ADMINISTRATOR'S REPORT

Administrator's Report may include the reading of future Planning Commission agendas and recent Board of County Commissioner decisions.

5. ADJOURNMENT

Agenda packets can be accessed at www.co.routt.co.us/AgendaCenter.

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Memorandum

To: Board of County Commissioners, Planning Commission, and Board of Adjustment

From: Kristy Winser, Planning Director

Date: April 27, 2023

Subject: Overview of the Joint Meeting to Discuss the Routt County Code Amendments

Attachments:

- Routt County Code Review Memo
- Annotated Outline

Thank you for participating in the first meeting to discuss the amendments and review process for the Routt County Code Update. The project team consisting of the Planning Staff and the Design Workshop, reviewed and coordinated the code analysis and recommendations for the update.

Tonight the project team's goal is to present the project overview, and code analysis, highlighting priority updates, and discuss Board priorities (what is working and what's not). Attached are a code review memo and the annotated outline we will present following the below meeting agenda.

1. Introductions

- a. Design Workshop Team Members

2. Project Overview

- a. Project Scope
- b. Project Schedule
- c. Engagement Process

3. Code Analysis and Drafting

- a. Board Involvement and Expectations
- b. Modules and Topic Areas
- c. Anticipated Adoption Hearing Schedule

4. Understanding of Existing Conditions and Priority Updates

- a. Priority Updates
- b. Housekeeping Items
- c. Code Analysis Memo Findings
- d. Initial Recommendations
- e. Code Outline

5. Discussion

- a. Board Priorities
- b. Solar Regulations

6. Next Steps

- a. Community Engagement
- b. 50% Draft Code Language



136 6th St., Suite 200
Steamboat Springs, CO 80487
970-879-2704

www.co.routt.co.us/Planning

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MEMORANDUM

To: Routt County
From: Design Workshop
Date: April 19, 2023
Project Name: Routt County Code
Project #: 7076
Subject: Routt County Code Review Analysis

This report is the first step in the code update. It is intended to provide a high level review of the existing regulations and identify opportunities for improvement. It includes detail on the Master Plan and how it can be incorporated into the code, as well as identifying different code styles. Moving to a Unified Development Ordinance (UDO) is a key recommendation of this review.

Table of Contents

I. Introduction 2
Project Overview and Purpose..... 2
Overall Process..... 2
Guiding Principles 2
Organization and General Updates..... 3
Integrate the Master Plan..... 3
Update Terminology..... 3
Improve Document Flow 3
Add New Graphics 4
Housekeeping Items..... 4
II. Master Plan Overview 5
Overview of Community Engagement..... 5
III. High Priority Topics 7
Solar (Utility and Residential) 7
Future Land Use Framework..... 7
Tier II and Tier III Criteria and Standards 8
Stagecoach FLUM Revision..... 8
Permitted Uses, Definitions and Standards..... 8
Subdivision Design Criteria 8
Secondary Dwelling Units 9
Housing Sizes 9
IV. Code Update Suggestions by Section11
Zoning Regulations 11
Subdivision Regulations..... 26
V. Conclusion and Next Steps.....30

I. Introduction

Project Overview and Purpose

Routt County utilizes their current Zoning Regulations and Subdivision Regulations to guide future development and land use in the unincorporated areas throughout the County. The Zoning Regulations establish zone districts, design standards and permitted land uses associated with each of those districts. The Subdivision Regulations establish standards for development of large lots of land as well as processes required to establish the division of that land. Both the current Zoning and Subdivision Regulations have not seen a comprehensive update since 2011. In 2022, the county adopted a new Master Plan which identifies and articulates the community's vision and objectives to better align with the current issues and concerns facing Routt County – particularly around guiding future development and land use in the county.

Design Workshop has completed a review of both the Zoning Regulations and Subdivision Regulations for Routt County, Colorado. This analysis is intended to inform how Routt County should update the codes and how certain ideas and policies described in the 2022 Routt County Masterplan can be incorporated into an updated Zoning and Subdivision Regulations. Along with these updates, the analysis also considers other suggested updates to improve usability for the general public, applicants, and decision makers. These options include revised definitions, coherent language, and the combination of the Zoning Regulations and the Subdivision Regulations into one Unified Development Ordinance (UDO). Moving to a UDO is a key recommendation for this process to ensure the new code is consolidated and easy to use.

A Unified Development Ordinance (UDO) is a combination of all regulations related to land use and development into one document, including both zoning and subdivision regulations. This type of regulation creates a more streamlined document for staff and the community by outlining requirements in one single location, reducing any burdensome efforts to locating standards that would be placed in multiple locations. In Routt County, the use of a Unified Development Ordinance will provide a more efficient and streamlined process for all applications. Through any comprehensive rewrite involving a UDO, all standards outlined in the 1041 regulations should also be incorporated. This updated format style is strongly recommended for this code update.

Overall Process

During the 2022 Master Plan effort, the County provided opportunity for the community to share feedback on the vision and goals they see as Routt County prepares for the future. Through this community feedback, the Master Plan reflects actionable items to direct future policy and procedures to address these existing complications. Areas within both the Zoning Regulations and Subdivision Regulations that require adjustment in order to meet the vision and objectives outlined in the Master Plan are detailed in this document.

Guiding Principles

In addition to seeking to incorporate the community's direction from the Master Plan into the County's development regulations, the following seven principles should guide the Zoning and Subdivision Regulations update. These are based on general code update best practices, as well as feedback from the County specific to Routt County.

1. Create a code that is clear and does not require interpretation.
2. Articulate the “why” in regulations.
3. Provide clear processes that do not over-complicate reviews.
4. Include clear language and enforcement options.
5. Reinforce the ideas of sustainability that are in the Master Plan and coordinate with other on-going County efforts.
6. Incorporate Growth Tiers into the code in an understandable way.
7. Build off the Master Plan process and engagement - do not duplicate those efforts.

Organization and General Updates

Routt County's development related requirements are included in three separate documents - the Zoning Regulations, Subdivision Regulations, and 1041 Regulations. While they focus on different types of development processes, some of the requirements, such as public noticing or administration, are similar and would benefit from being in a single location. Additionally, the inclusion of appendices and listing of previous ordinances creates additional length to the document that could be reduced if better integrated into the overall document or included as separate handouts available from the Planning Department.

While legal defensibility is a primary goal of any code, overall readability and usability is a close second and can be done without compromising the legality of the code. Specifically, updates to the language and format will:

- ✓ Improve staff's ability to administer the code by making it easier to find information;
- ✓ Support the Planning Commission and Board of County Commissioner's in their ability to evaluate applications through integration of the Master Plan and simplification of code sections;
- ✓ Increase the community's understanding of the code requirements by integrating simple language and linkages to the Master Plan; and
- ✓ Support community and developer goals related to development by making review criteria and procedures clearer and easier to understand.

Overall, the general format of these documents is confusing. Consolidating into a Unified Development Ordinance (UDO) will improve the overall usability of the documents. Specifically, the update should integrate the Master Plan, update all terminology, improve document flow, add graphics, and address key items staff has identified as needing improvement.

Integrate the Master Plan

With the adoption of the 2022 Master Plan, it is natural that some of the ideas and definitions included in that plan are not incorporated into the existing regulations. While certain ideas can be implemented through review criteria or zone district amendments, this does not always capture the essence of the plan. Incorporating the Master Plan through purpose statements or even direct quotes is one way to ensure the specific direction of the Master Plan is included and linked to different code sections or requirements.

Update Terminology

Any code should have updated terminology that reflects current conditions, including related to the latest long range planning documents and state or federal law. Since it has been more than a decade since the last major code update, a review, update and integration of terms and definitions in the Zoning Regulations and Subdivision Regulations needs to be completed. These revisions will improve the readability of the unified development ordinance and will allow the regulations to communicate more effectively with the wide variety of audience it is meant to serve.

Improve Document Flow

To assist with overall readability and usability of regulations, best practice is to place technical information at the back of the code, and place more substantive sections at the beginning of the document. For instance, definitions are often placed at the end of the code and function like a glossary, allowing readers to flip back only when needed to understand a term. Similarly, zone districts and dimensions are often placed at the front of the code to allow a property owner to more easily find the specific allowances and limitations for their property.

As part of the UDO, the general flow of Routt County's regulations will need to be overhauled. Redundant sections, such as public noticing, will be combined and all procedures more clearly defined in a single chapter.

Add New Graphics

The current Zoning and Subdivision Regulations do not include graphics to help articulate code provisions. The only graphics are for very technical items, such as turnaround diagrams for driveways. As part of modernizing these regulations, the UDO should utilize graphics to illustrate dimensional relationships, building and site planning concepts, and even environmental considerations to help explain standards that are sometimes difficult for casual or non-technical users to understand.

Housekeeping Items

As part of the analysis of existing regulations and the objectives of the 2022 Master Plan, the County also provided a Housekeeping Amendment Punch List. This consists of a compiled list of amendments County staff has identified as critical to the update process. These items include:

1. A review of the permitted uses, definitions, and standards currently outlined in the Zoning Regulations.
2. A revision to the administrative review process and language clarity in the Zoning Regulations.
3. A clear stance on policy issues related to accessory dwelling unit size allowance/ calculations and the ability of subdivisions to haul water.
4. The revision of design criteria and amendment provisions outlined in the Subdivision Regulations.
5. A review of how the Subdivision Regulations conflict with municipal processes.
6. A revision of plat standards in the Subdivision Regulations to ensure they meet current State requirements.

II. Master Plan Overview

Overview of Community Engagement

Through the various outreach channels utilized during the community engagement portion of the 2022 Master Plan effort, over 1,200 community participants voiced their opinions and ideas related to the future of Routt County. This feedback from the community reflected common themes and areas of focus that informed prioritization of goals and objectives for the latest master plan as well as areas to improve policy in the updated code. This public input resulted in nine (9) areas of focus: growth, land use & infrastructure; historic & cultural resources; housing & economy; mobility & transportation; recreation & tourism; open space & agriculture; sustainability & climate action; natural resources & hazards; and public health & equity. These are important to understand in relationship to the code update to ensure these areas of focus are incorporated. The feedback from community members included what is working well throughout the community, what is not working well, updates around sustainability and mobility practices, the application review process, and strategies related to future growth. The following topic areas are included in the Master Plan Implementation Matrix:

Growth, Land use & Infrastructure - Routt County has identified policies to direct new growth and development to areas where adequate infrastructure is in place in order to support vibrant communities while preserving the current small town charm and open space that brings a sense of identity to the county. These areas are identified as Tier 1, Tier 2 and Tier 3 Future Growth Areas.

Historic & Cultural Resources - The community voiced their desire to expand funding for historic resources to protect the county's history and character. Building upon this, the Master Plan identifies adaptive reuse of historic structures, an updated funding source for historic structures and lands, and modernizing technology with historic preservation initiatives as priorities.

Housing & Economy - Routt County has identified strategies to work in tandem with the targeted growth areas to support housing efforts that do not lead to sprawl. The objectives and policies also seek to encourage diverse housing stock by encouraging workforce and affordable housing development to be integrated in new development instead of through concentrated developments in one location. The community also voiced support for continuing a prohibition on short-term rentals in unincorporated areas of the county outside of commercial zone districts and monitoring for illegal rentals.

Mobility & Transportation - The community identified a desire to develop a multi-modal transportation system that reduces congestion, provides choices in transportation methods, and promotes the active lifestyle of the community.

Recreation & Tourism - The community voiced concern that much of the development in the past few decades has been focused on temporary tourism needs and would like to see an emphasis on policies directed towards the needs of the full-time community. Specifically, focusing on policies that preserve and conserve open lands, and promotion of sustainable land management practices that enhance the environment and quality of life throughout the County.

Open Space & Agriculture - The community voiced support for development patterns that conserve open space and agricultural activities and mitigate development's impacts by focusing growth into targeted growth areas in order limit negative impacts to wildlife, view corridors, and agricultural production for the community.

Sustainability & Climate Action - The community supported strategies and policies related to climate change and resiliency. This includes supporting the Climate Action Plan by reducing emissions throughout Routt County, allowing for modern technologies and building codes that will mitigate the strain on the local environment, and planning sustainability with available resources (such as water). The community provided feedback to ensure

that avenues for renewable energy, smart new development impacts, and updated conservation efforts should be included in the code update.

Natural Resources & Hazards - The natural resources of Routt County are what make the identify of this community one of a kind. With that identity, the community outlined strategies to ensure that the values of conservation and preservation are at the forefront of the community's rural, western identity. These strategies involve forest health, water conservation, wildlife protection, native vegetation, hazard mitigation planning, wildfire mitigation, slope development, flooding, and mining operations. Many of these hazards directly impact the economy and livelihood of members of the County. As such, land development strategies and hazard mitigation concepts were introduced to preserve these areas that are considered critical to the County's appeal and identity.

Public Health & Equity - Community members voiced their desire to strengthen the role of social and economic equity and community health in the planning process. Policies include supporting access to- and the development of-essential services such as groceries, childcare, and medical care throughout the community through safe transportation and mobility opportunities. Community members also wanted to emphasize that growth should not displace low income and minority members of the community.

III. High Priority Topics

Through discussions with County staff and a review of the key themes from the Master Plan, eight high priority topics have been identified to be addressed in the updated code language. Each of the topics include an overview of the subject matter, the direction outlined in the master plan, and any adjustments to be considered in the code update.

Solar (Utility and Residential)

The County is focusing efforts on the transition of energy production to lower-carbon and renewable sources in order to support the need for reduction in greenhouse gas emissions and mitigate the impacts of climate change. Having been identified as an ideal location for siting solar energy production the County has the opportunity to act on its goal of proactively pursuing actions that reduce the County's impact on the environment and solidifying its role as a leader in developing resiliency among rural, western communities.

With the closing of the Hayden and Craig power stations, and the abundance of high voltage power lines, the County has the opportunity to remove barriers for community energy facilities to enable and support the development of utility-scale solar, on-site energy generation, solar gardens, and virtual net metering of solar PVs. In order to accomplish this the County will need to update its zoning regulations to address utility and community-scale solar and has already made great progress in drafting initial solar code language to be reviewed as part of this code update process.

In reviewing the draft solar regulations, Design Workshop identified minor improvements that will provide additional clarity for applicants and administrators. These include suggestions for definitions, language updates, and identifying where to set standards and requirements for specific elements within the draft.

Future Land Use Framework

Since the adoption of its 2003 Master Plan, the County has been successful in directing growth to "growth centers". This has resulted in reduced dispersed development throughout the County's rural unincorporated areas and has continuously highlighted the future land use framework as a guiding principle for growth in the County and a tool that should continue to evolve. The recent update to the Master Plan strengthened this concept by creating a new framework that shifted future land uses to future growth areas and has created clarity through defining distinct Tiers. The three tiers focus on Incorporated Municipal Growth Centers (Tier 1), Targeted Growth Areas (Tier 2), and Small Established Communities (Tier 3). These areas have been designated for future growth because they have the capacity to provide adequate infrastructure to support new development.

By incorporating these newly designated growth areas into updated regulations the County will avoid further sprawl-development in rural areas that is not adequately serviced. Maintaining open spaces, agricultural and forestry uses, and low-density housing will be accomplished by directing new-, infill-, and re-development to defined growth areas. The County is focused on implementing a future land use framework that takes into account future growth areas, infill development, development patterns, housing growth, sensitive lands, dark skies, broadband infrastructure, sky lining, and public resources for recreation. To support this, the County is also exploring implementing CAP Waste Sector Strategies and Actions, supporting non-residential development that includes amenities, day-to-day services and community health facilities in underserved areas, and collaborating with the Routt County Public Health Department to ensure support for public health goals for underserved populations.

The inclusion of this new framework will have widespread reach across sections of the updated zoning code and subdivision regulations and will likely require consideration of updated definitions, zone districts, general performance and development standards, general standards, and mitigation techniques.

Tier II and Tier III Criteria and Standards

As summarized in the section above, the County is interested in directing new growth and development to Tier 1, Tier 2, and Tier 3 Future Growth Areas, in that order and as defined in the Growth & Land Use Chapter. To accomplish this, the County is focusing first on supporting infill and redevelopment in Tier 1 areas that are complimentary to existing character and consistent with available resources. As areas within Tier 1 are Incorporated Municipal Growth Centers, the County will need to address criteria and standards for Tier 2 and Tier 3.

Tier 2 encompasses select lands located in unincorporated areas such as Stagecoach, West Steamboat Springs and the area within Hayden's Three-Mile Plan. The Master Plan allows additional Tier 2 areas to be established based on changing community goals and input, such as through a municipality's master plan process. Tier 3 includes small established communities throughout the County that lack a sub-area plan but have established development and adequate access. In order to support development in these areas, the Master Plan identifies key policies and goals that can be implemented through code changes. These include supporting a diversity of housing types, promoting development that reflects the natural topography, creating measurable design criteria for subdivisions, encouraging walkability and multi-modal transportation, supporting special infrastructure districts, and exploring opportunities for alignment of county codes with municipalities' codes.

Stagecoach FLUM Revision

Stagecoach was identified as a Tier 2 Targeted Growth Area due to its approved sub-area plan, platted lots, zoning, and existing special district which supports community infrastructure needs. Tier 2 Future Growth Areas are expected to be able to provide a mix of housing options, community-sensitive development, community amenities, and assurance for the timely delivery of infrastructure and services. Specifically, the County is interested in encouraging housing in Stagecoach by partnerships with landowners, funding incentives, and regulatory tools to encourage and facilitate higher density affordable and workforce housing in appropriate locations. The Master Plan process identified the need to review and amend the Stagecoach Future Land Use Map in order to create consistency across land use categories in the County.

Permitted Uses, Definitions and Standards

As a result of the updated Master Plan, the County will need to review its permitted uses, definitions and standards to ensure compliance with the vision, goals, objectives and actions within the document. The County's vision to address future growth through a tiered growth areas system necessitates a coordinated and intentional approach to land uses and zoning allowances, economic development, housing development, recreational opportunities, historic preservation, growth management and incentives, mobility and transportation, and promoting resiliency and environmental stewardship. This approach requires updates to the zoning code and subdivision regulations to be concise to ensure that policies beget the County's desired outcomes.

Subdivision Design Criteria

In order to respond to the vision and goals within the Master Plan, the County can expect comprehensive updates to its Subdivision Regulations including the design criteria. Specifically, the County is looking to encourage subdivision review criteria and standards that provide landowners with clear guidance for preserving open space while maintaining flexibility, strongly discourage scattered development and 35-acre subdivisions (but rather encourage cluster development and use of Land Preservation Subdivision (LPS) Exemptions to discourage and reduce the desirability of 35-acre subdivisions). Additionally, the County is interested in adding flexibility for new techniques in designing and building safe, comfortable and energy efficient structures.

Updates should also include criteria regulating impacts of subdivisions on neighboring properties such as - encouraging restrictive covenants of subdivisions to include specific wording that addresses the proper maintenance of agricultural properties, including fences and weeds, supporting the smooth interaction between neighboring property owners in rural areas, consideration of the application of insecticides and herbicides on adjoining agricultural lands, strengthening stream protections, evaluate requirements for proof of water, review of mitigation techniques for preserving wildlife and wildlife habitats and include requirements for Wildlife Mitigation Plans, continue to promote the Land Preservation Subdivision (LPS) Exemption processes to preserve large remainder parcels for wildlife habitat, ensure adequate emergency access and water supply for firefighting, and in extreme cases, restrict subdivisions where there is potential for development to cause damage to irrigation ditches or other sensitive resources.

Secondary Dwelling Units

The County is dedicated to supporting the development of regional partnerships to solve the housing problem and has identified providing political support, and when appropriate financial support, to municipalities in their efforts of developing affordable and workforce housing in Tier 1 Municipalities and Tier 2 Targeted Growth Areas. Through proactive leadership the County anticipates identifying and adoption of new or expanded financial and regulatory tools for the creation and maintenance of affordable workforce housing. One solution that was discussed with the community was the consideration of secondary dwelling units and a supporting program, to provide additional long-term housing opportunities in the County.

The County recognizes its need for additional housing to support future growth but understands that rural areas are not appropriate for necessarily landing additional housing due to issues providing water, sewer, utilities, and transportation infrastructure. However, increasing the size and allowance for secondary dwelling units may provide an opportunity for increases in the number of residents able to be housed on existing properties which can provide additional housing opportunities for workers in more rural areas of the County.

Prior to 2018, secondary dwelling units were allowed if properties exceeded 35 acres in size. More recent changes to these regulations, however, have allowed for properties under 35 acres to apply for secondary dwelling units if they are able to provide water and sewer services. If they are unable to provide water and sewer services then properties must be a minimum of five acres. Secondary structures are allowed to be attached or detached where location is indicated by size of the property. Secondary dwelling units are allowed to be up to 800 square feet.

During the Master Plan process, discussions with the community revolved around increasing the size allowances for secondary dwelling units. Opinions in the community were mixed with a relatively even spread of participants indicating interest in maintaining existing size requirements, allowing larger (up to 1,200 square feet) secondary dwelling units only on properties with 35 acres or more, and allowing secondary dwelling units up to 1200 square feet on all eligible properties. If the County is interested in pursuing updated allowances for secondary dwelling units, it will need to update its dimensional standards and development standards relevant to secondary dwelling units.

Housing Sizes

Routt County is focused on increasing both the availability and diversity of housing stock within County limits in order to support local residents and workers and anticipates supporting the development of regional partnerships to counter housing deficits. The County is committed to exploring mechanisms for Tier 1 and 2 Future Growth Areas to support a broad range of housing opportunities – looking to infill and redevelopment – to help support housing development that is complementary to existing character and consistent with available resources.

During the Master Plan process, community members expressed interest in exploring setting parameters for maximum house sizes, specifically as a way to support the Climate Action Plan while maintaining the nature and character of Routt County. While discussions with the community were focused on maximum home sizes and not on secondary structures, code updates will likely need to consider the impacts from secondary residential structures with a focus on being sensitive to agricultural uses. Instituting maximums will require updates to performance and development standards, dimensional standards, and relevant subdivision regulations.

IV. Code Update Suggestions by Section

It is anticipated that a complete re-write of the code to implement a Unified Development Ordinance (UDO) will be needed. While certain sections, definitions, zone districts, and the like will remain, a full reorganization and consolidation is needed. In this portion of the code analysis, each individual section is summarized with a focus on opportunities to update the content. The proposed reorganization will be completed as part of the updated code outline that will be provided in a future deliverable.

The first breakdown of code update suggestions will cover the Zoning Regulations. The Zoning Regulations establish zone districts, design standards and permitted land uses associated with each of those districts.

Zoning Regulations – Section 1: Purpose and Authority

This section is typical in zoning regulations, providing an overview of the authority and applicability of the Regulations. Some information, such as the fee schedule and description of interpretations should be moved to a section related to administration. This Section should remain at the beginning of the document but focus primarily on a description of the role the document has within Routt County. A specific linkage to the Routt County Master Plan should also be included to ensure the document is consistent with the County's adopted long-range planning policies.

Options to Consider for Code Update

1. Add content to align with the Master Plan.
2. Move technical content related to violations, penalties, interpretation and enforcement to the rear of the UDO so the beginning sections focus on the overall purpose and applicability.

Zoning Regulations – Section 2: Definitions

The definitions section of the Zoning Regulations is critical to provide the general public with an understanding of the terminology used throughout the regulations. The definitions do not include standards, but rather provide a general understanding of a term or topic that is not common knowledge and is required to understand the standards enforced by the regulations.

Currently, the Zoning Regulations and Subdivision Regulations both utilize the definitions listed in the Zoning Regulations. This sets forth a solid foundation for a single unified document with one set of definitions. The 1041 Regulations, and the Flood Plain Standards (Section 5.13.2) also contain definitions. These should be combined into one definitions section in the UDO.

Section 2 includes terminology as well as land use definitions. These can stay as a single list or be divided into sections so that land uses have a subsection separate from the terminology definitions. Best practice supports a separate section for land use categories. Additionally, definitional updates should be included to reflect state law and the Master Plan. Terms should only be defined when they lack a generally understood meaning, and rules of interpretation are typically included in this section. Typically, definitions are located at the end of the UDO. The project will need to consider if it is appropriate to align definitions with those used in the municipalities.

Options to Consider for Code Update

1. Create a single chapter location for all definitions used in County regulation documents and locate at the end of the UDO.
2. Revise definitions to reflect new terminology introduced in the Master Plan, ensure compliance with state law definitions, and ensure language clarification to definitions vaguely defined.
 - a. Incorporate “Site Specific Development Plan” into definitions.
 - b. Update and align definitions related to “land use change,” “development” and “redevelopment.”
 - c. Consider a definition of “Temporary” – typically been considered within 60 days.
 - d. Establish a definition for Junk Yards separate of industrial uses definition.
 - e. Establish a definition for recycling station.
 - f. Revise definition of public road to align with Master Plan goals.
 - g. Revise definition of “Industrial and light industrial” to say “or”.
 - h. Revise definitions of “duplex” and “multifamily” to differentiate the two and revise the land use table as needed.
3. Include definitions of land uses as a separate section of the chapter.
4. Match any new uses and zone districts with definitions to ensure consistency throughout the document.
5. Address any new state terminology that may be adopted during the UDO update period.
6. Incorporate rules of interpretation.

Zoning Regulations – Section 3: Administration

This section outlines the overall review process in Routt County, outlines public noticing requirements, and includes information about the Board of Adjustment (BOA), non-conforming uses and structures, and religious facilities. A table shows the review process for most application types in Routt County. Flood Plain review is not specifically identified in the table (but is processed as a Minor Use Permit), nor is Subdivision (which is outlined in those regulations). The table describes the application type, noticing requirements, approval and appeal authority, public hearing and public noticing requirements, and the method of final documentation.

While the use of a table is helpful to summarize complex information, the addition of a flow chart would add to the readability and usability of this section. The County has existing examples of these in handouts, which could be incorporated into the code. Section 3.2.7 outlines the conditions that can be placed on any application. While this list is descriptive, it could be consolidated into a single statement such as “The review body may impose any conditions, restrictions, or limitations they deem reasonable and appropriate.”

This section also includes a description of pre-application meetings with staff and pre-application conferences with the Planning Commission or Board of County Commissioners. The similarity in these terms can be confusing, so an update and clarification is needed. Section 3.2.3 defined the Pre-Application Meeting with a Staff Planner and lists it as required through the use of “shall.” Elsewhere in the code it is listed as optional. Creating consistency in its application is needed.

The code states that the review process applies to “all land use changes.” Many communities use the term “development” instead to ensure the code applies to many types of activity. This terminology should be updated and aligned in coordination with updates to the definitions.

Overall, the procedures and public noticing section in Section 3 are similar to those listed in Section 2 of the Subdivision Regulations, so a consolidation should be relatively straightforward. There are different noticing dates for different noticing types, which can be confusing for applicants. A simplification to one timeline for all noticing types should be included.

Section 3.2.15 outlines bonding requirements that may be required. This section lists a 150% guarantee of the improvement / restoration costs, while elsewhere in the codes a 125% standard is used. 125% is typical in most communities, and alignment for all bonding / financial guarantees should be included.

Section 3.4 outlines the administration of the Board of Adjustment. This is the only review body that is included in the Administration Section, making it somewhat confusing about the powers of this body, versus the Planning Director, Planning Commission, and Board of County Commissioners. Typical practice is to include a section that outlines the powers and duties for all review bodies.

Non-conforming uses and structures are identified in Section 3.5. Typically, this is included outside of the Administration Section, and following this best practice will assist in the clarity of the code. Additionally, the standards for non-conforming buildings and uses should be updated to reflect current practices and more recent requests. A potential addition to the non-conformities section is a differentiation between purposeful destruction versus an act of nature, whereby the reconstruction allowances would be different for different types of destruction / demolition. In any code update it is possible that the new provisions can create new non-conformities related to allowed dimensions or development standards like parking and landscaping, or any new requirements related to lighting and signage. The code mentions a registration program, but it is unclear if this is required or how it has been used.

Finally, this section includes a section on religious uses to ensure compliance with RLUPA (3.6). This is not typically called out in code language and could be removed pending further discussion with the County Attorney. Religious land uses can be included in the general land use chapter of the new code.

Options to Consider for Code Update

1. Add flow charts and update the table describing different review processes.
2. Consider updates to language that clearly differentiates pre-application meetings and conferences.
3. Align public notice requirements in the different regulations, and ensure timelines are consistent.
4. Consider adjusting language from "land use change" to "development" and align with definitional updates.
5. Outline the review authority and powers for all Routt County review bodies in a single section.
6. Move non-conformities to a separate code section, away from the administration sections of the code. Update the language to address current requests.
7. Consider removal of the Religious Facility or Use Provision, and discussion of religious land uses in the new land use chapter.

Zoning Regulations – Section 4: Zone Districts and Allowable Uses

Section 4 describes each zone district and the allowed use types. In Routt County, there are fourteen (14) zone districts. Residential zones are generally limited to residential uses, industrial zone to industrial uses, et cetera. This approach is considered conventional use-based, or Euclidean, zoning, where the uses are limited generally to what the zone district is titled and mixing of uses is discouraged or only allowed through heightened review processes. Routt County's Zoning Districts are:

1. Agriculture Conservation (AC)
2. Agriculture and Forestry (AF)
3. Mountain Residential Estates (MRE)
4. Mobile Home Residential (MHR)
5. General Residential (GR)
6. Low Density Residential (LDR)
7. Medium Density Residential (MDR)
8. High Density Residential (HDR)
9. Commercial (C)
10. Industrial (I)
11. Mining (M)
12. Outdoor Recreation (OR)
13. Hahn's Peak Historical Zone District (HPH)
14. Planned Unit Development (PUD)
15. Airport Overlay (AO)

Three (3) of the zone districts do not have specific uses or dimensions identified in Sections 4 and 5 of the Zoning Regulations. These are: Outdoor Recreation (OR), Planned Unit Development (PUD), and Airport Overlay (AO). Of the remaining eleven (11) zone districts, six (6) could be considered legacy zone districts with language stating, “no additional land will be placed in the XX Zone District after July 1, 2006.” These zone districts are: MRE, MHR, GR, LDR, MDR, and HDR. The MRE, GR, LDR, and MDR zones allow rezonings to one of these districts when consistent with the Master Plan or adopted sub area plans.

The Outdoor Recreation (OR), Planned Unit Development (PUD) and an Airport Overlay (AO) are not included on the use table, as these require review through the PUD process (OR and PUD) or do not adjust allowed uses in an underlying zone district (AO). It should be noted that there is very little difference in the current code language between OR and PUD, indicating a potential to combine these zones or the need to better differentiate these zones.

The dimensional requirements for each zone are located in Section 5 of the Zoning Regulations. For usability, combining all zone district information into a single section would aid in overall usability of the code.

Section 4.18 defines the different types of uses – Uses Allowed by Right, Minor Uses, Administrative Uses, Conditional Uses, and Special Uses. These are defined, and the required process for approval of each is described. The following review and noticing process is outlined for these uses:

- **Allowed By Right:** These uses are allowed automatically and no county review is required for the use. Examples include ranching on parcels over 1 acre and single-family homes in all zones, and industrial uses in the Industrial zone district.
- **Minor Uses:** These uses are allowed through a land use permit. No public hearing or notice to neighbors is required. While not explicitly stated in the code, this use is reviewed administratively. Examples include Agritourism with less than 50 daily trips and private camping in the Agriculture zones.
- **Administrative Uses:** These uses are allowed through a land use permit. No public hearing is required but notice to neighbors is required prior to the use being approved. While not explicitly stated in the code, this use is reviewed administratively. Examples include non-oil and gas resource exploration in most zones, Guides horseback rides / guides and sleigh/wagon rides in the Agriculture zones, and bus shelters in all zones.
- **Conditional Uses:** Conditional Uses are allowed by land use permit only and require a public hearing and neighbor noticing. While not explicitly states in the code, these uses are reviewed by the Planning Commission. Examples include Churches or Religious land uses and schools in most zones, as well as commercial uses in certain zones.
- **Special Uses:** These uses are only allowed after a Special Use Permit is granted. These are reviewed by the Planning Commission and Board of County Commissioners in public hearings, and require neighbor notice. Examples include auto service stations and offices in some zones, certain public utilities, and railroads in all zones.

The county should consider defining the processes and noticing for these different use types with the land use application types that are described in Section 3. Additionally, general updates to the use table to account for new uses and provide a path for uses not listed should be included in the code update.

Options to Consider for Code Update

1. Create a new Chapter located at the front of the UDO that addresses all aspects of zone districts.
2. Evaluate the existing zones, and likely update to reflect Master Plan direction related to Growth Tiers.
3. Create updated use categories that reflect modern language. Consider creating an energy production category that is separate from Industrial uses.
4. Maintain use table format, while adding clarity to any zones that do not have allowed uses listed.
5. Add clear purpose statements, potentially linked back to Master Plan language, for each zone district.
6. Add a process and criteria for uses that may be proposed but are not identified in the use table. This should be linked to the NAICS.
7. Move any use-specific standards, such as for Secondary Dwelling Units, into the use chapter.

Zoning Regulations – Section 5: General Performance and Development Standards

General Performance Standards

Section 5.1 outlines the general performance standards and procedures that apply to all Zone Districts and all land uses unless specified. This subsection outlines metrics for health, safety and welfare, duplicative regulations at a local, state or federal level, building construction and enforcement, outdoor storage of hazardous and non-hazardous materials. These regulations are intended to limit or eliminate conditions that could negatively impact the environment and / or use of surrounding properties.

Options to Consider for Code Update

1. Review and update language for consistency with Master Plan and code update across other sections and subsections within this chapter.
2. Consider updates to 5.1.3 to ensure additional language is included pertinent to updated Master Plan goals.
3. Combine performance standards in Section 5 and Section 6 for clarity, creating new chapters or subsections for related items.

Dimensional Standards

Section 5.2 outlines the dimensional allowances and limitations for each zone district. Like the land uses, PUD, OR and AO zones are not included in the table. The dimensional table clearly outlines the base dimensions for all parcels. Additional information is included in an “other” category to address things like construction types and sewer systems. Setbacks in the Commercial and Industrial zones are listed as being required as part of site plan review. Any dimension that requires a review should list the specific section, rather than a general statement about site plan review.

Options to Consider for Code Update

1. Keep table format for all dimensions but consider using code subsections rather than asterisks to call out exceptions.
2. Update dimensions to match new zone districts and incorporate specific direction from the Master Plan and adopted sub-area plans.
3. Clearly link any additional review requirements with those applicable code sections.
4. Consider a section related to properties with and without CSCS.
5. Ensure language is updated to reflect that minimum lot size is not intended to restrict Secondary Dwelling Units.

Secondary Dwelling Units

Section 5.3 outlines regulations for Secondary Dwelling Units and includes language on applicability, property egress, setbacks from primary structure, maximum size, and lot size. Section 5.3.1, Secondary Dwelling Unit

Control Chart, provides clear direction on categories of SDUs, lot sizes, applicability and notes. Sections 5.3.2, Large Lot Approval Standards, and 5.3.3 Registration and Inspection, outline procedures for parcels larger than 70 acres, and regulations for the Planning Department to register and track the development and use of SDUs, respectively.

In general, this section is clear but additional information regarding the calculations and measurements of these units should be added. The county has a handout for this information, but it should be incorporated into the code for clarity. Relocating the requirements to be located with the land use categories would also aid in the overall readability of the document. The code lacks some clarity regarding the historic variance process, so this should be updated with as part of this process.

Options to Consider for Code Update

1. Move requirements related to Secondary Dwelling Units to new land use category chapter.
2. Review community engagement feedback for nuanced details on community sentiment for updating size allowances up to 1,200 square feet pertinent to lot types and sizes.
3. Provide additional detail on the calculation methodology for Secondary Dwelling Units.
4. Consider updating allowances for Secondary Dwelling Units and associated chart information in subsection 5.3.1.
5. Explore updating language for historic Secondary Dwelling Unit variances to provide procedural clarity.
6. Consider additional mechanisms to align Secondary Dwelling Units with the Climate Action Plan.

Parking Standards

Section 5.4 defines standards for parking in order to reduce or prevent traffic congestion and address the shortage of on-street parking areas, off-street parking and loading facilities. The standards outline applicability, location, dimensional requirements for spaces, maneuvering space requirements, surfacing, parking lot-run-off, accessible spaces, required parking space minimums, and credits for multiple-use parking facilities and/or mixed-use development.

The parking code does not include parking maximums, which could be a policy area to consider in Tier 2 Growth Areas. The parking requirements are detailed by business type, rather than by general land uses. They could be an opportunity to consolidate some of the information and parking requirements.

Options to Consider for Code Update

1. Review and update required parking spaces to ensure that minimums reflect updates to uses.
2. Assess and review 5.4.9 to understand successes and challenges to shared parking and reduction percentages.
3. Consider addition of parking maximums for certain uses or areas.

Addressing Standards

Section 5.5 outlines standards for addressing where no building permit shall be issued for any construction on property unless roads accessing such properties have been assigned a name and construction on buildable lots has been assigned an address. No changes are needed to this section, other than potential reorganization with the UDO.

Access to Buildable Lot Standards

Section 5.6 includes standards for Access to Buildable Lots and specifies regulations for driveways of public and county roads in addition to driveways accessed from private roads. It also includes standards for internal portions of driveways and common roads. Some language in this section identifies items that are “recommended” versus required. Typically only requirements are lists, or guidelines are identified through different text or in a different subsection. This differentiation could assist in the clarity of Section 5.6.2.

Options to Consider for Code Update

1. Review definitions for roads, specifically public road.
2. Review and update language to ensure compliance with other Sections and subsections.
3. Review and update road and bridge references and provide clarity on applicability.

Right of Way Access Standards and Permits

Section 5.7 covers standards and permits for rights-of-way and is applicable to any construction of new access points onto a County Road or other Local Public Road or Right of Way. A Right of Way Access Permit is a Minor Use Permit, more detail of which is covered in Section 3.2.1. Applicants are required to work with the Road and Bridge Department in order to set up site inspections, design consultations and permit issuance prior to any construction of the Right of Way Access where the Road and Bridge Department is the issuing authority and imposes fees based upon the Fee Schedule adopted by the Board of County Commissioners. The Planning Department does not currently review these permits or inspect work related to these activities. Therefore, the references to this Minor Use Permit should be removed from the code and potentially relocated to another section of the county's regulations.

Options to Consider for Code Update

1. Review and update language to ensure compliance with other Sections and subsections including but not limited to updated Definitions.
2. Review and update road and bridge references and provide clarity on applicability.
3. Review requirements for drainage to assess updates to stormwater management principles.
4. Review against relevant updates to site planning, building envelopes, and skyline goals.
5. Remove Minor Use Permit for Right of Way Access Permits.

Road Construction Standards and Permits

Section 5.8 contains the standards for Common Roads, relevant permitting including a Road Construction Permit and Grading and Excavation Permit, fees, review and approvals where construction may be reviewed as part of appropriate subdivision reviews or other County permitting processes. Pre-application meetings may be required depending on the scope of work. Standards include designs complying with CDOT standards for Off System and Low Volume Roadways and when within approved subdivisions, additional regulations within the Subdivision Regulations or conditions of approval.

When a Common Road has been constructed pursuant to applicable regulations, standards and the conditions of the Road Construction Permit, the applicant is required to submit a stamped certificate from a licensed engineer to illustrate construction compliance with approved plans and are also required to submit an "as-built". A completion certificate is issued by the Road and Bridge Department after an inspection period. When the road construction is part of a larger development the building or other relevant permits may be issued prior to the completion of the road if the applicant agrees to enter an agreement submitted to the Board of County Commissioners to guarantee construction.

When this code is adopted by the Fire District and they review Common Road standards as part of an enforceable Fire Code in a given district then the interpretation made by the District based on adequate emergency access and reasonable mitigation measures may be reviewed by the Fire Code Board of Appeals. Decisions from the Board of Appeals may be appealed to the Board of County Commissioners for a final decision.

Options to Consider for Code Update

1. Review and update language to ensure compliance with other Sections and subsections including but not limited to updated Definitions.
2. Review and update road and bridge references.
3. Consider reviewing and updating review process for Fire Districts and BOCC to provide more streamlined process and clarity.
4. Ensure that standards reflect the County's need for improved engineering design, and maintenance.
5. Potential to add additional information relevant to road classification systems.

Sign Standards and Permits

Section 5.9 outlines the standards and permitting process associated with signage. This subsection is fairly straightforward in its language with easy to understand requirements such as the number of signs and sign area permitted. However, some areas do not appear to meet the *Reed* standard for content neutrality. An example of this is the language related to Ranch Signs found in section 5.9.3, where one must read the sign to know if it an exempt sign. Additionally, more detail regarding signs allowed by right could be included.

Options to Consider for Code Update

1. Review and update language to ensure content neutrality.
2. Consider updating lighting standards for signs, depending on direction for outdoor lighting.
3. Consider moving non-conforming signage language to an overall non-conformities section.
4. Move definitions from this section into the new definitions chapter.
5. Reorganize the language to ensure that all permit requirements are outlined in the administration section.
6. Consider making signage regulations its own section.

Standards for Structures within Mapped Skyline Areas

Section 5.10 includes requirements for areas that are important to the visual quality of Routt County. A GIS map is incorporated and available online. This section applies to new structures and additions in these mapped areas, but certain activities like utilities are exempt. The procedure for determining the skyline areas is clearly identified and can be used by an applicant to field verify the applicability on their property. The review is completed as part of the building permit review and the Planning Director has 15 days to approve or deny the application.

The section (5.10.2) also states that development outside of the mapped skyline areas that would infringe on a skyline / ridgeline are "strongly encouraged" to meet the General Skyline Development Guidelines. Given some of the direction in the Master Plan process, the county should consider if the requirements should extend county-wide. If the regulations are expanded, the review could be adjusted to be mostly administrative with an amendment process or additional request reviewed by the Planning Commission.

Options to Consider for Code Update

1. Consider removing the map from the code and referring only to the online mapping, as the incorporated map is difficult to read. Alternatively, divide the county into sections and show more detailed maps that have additional clarity.
2. Consider expanding regulations county-wide and codifying standards in the Skyline Development Guidelines.
3. Consider consolidating all environmental-related reviews into one Chapter.

Water Body Setback Standards and Permits

Section 5.11 outlines all requirements related to water bodies. Setback requirements are included and relate to the Ordinary High Water Mark (OHWM). Agricultural uses and other activities are exempted, but most other activity in the county is subject to these requirements. These are reviewed at the administrative level and the applicant must show that the impacts or activity is unavoidable. This section is relatively clear, but some consolidation with other environmental-related sections could aid in overall usability. A review and consolidation of definitions and process with other sections is also recommended. Additionally, the County should consider updating the regulations to allow an existing bridge to remain on site if the property converts from an exempted activity to one that would require a permit (from agriculture to residential, for instance). Requiring the new use to go through a permitting process for an existing bridge can cause unnecessary delays in the permitting process when the same bridge is being used.

Options to Consider for Code Update

1. Consider consolidating all environmental-related reviews into one Chapter.
2. Consolidate language and update definitions.
3. Consider expanding exemptions to apply to changes in use.

Airport Overlay Standards

Section 5.12 details specific requirements related to properties in this overlay zone. These should be relocated to be with all language related to this zone district to aid in overall code usability. Specific height and surface standards are included to ensure safe operation of the airport and compliance with FAA regulations. The information in this section is clear, though an improved linkage to the administrative review process is recommended.

Options to Consider for Code Update

1. Improve linkage to the administrative approval process.

Flood Damage Prevention

Section 5.13 includes all requirements related to flooding. This section is lengthy and details application requirements, review authority, definitions, and the administration process. The chapter meets requirements to comply with FEMA requirements for development in flood prone areas. The section is required, and generally flows well. However, adjustments to simplify the chapter and unify it with other sections is recommended. This could include definitions and the review process.

Options to Consider for Code Update

1. Consider adjustments that relocate definitions to the new definitions chapter and consolidate the review process.
2. Ensure the chapter is easy to amend over time to comply with any regulatory changes from the state or federal governments.
3. Consider updated mapping as a next step following code updates.

Zoning Regulations – Section 6: General Standards and Mitigation Techniques for Land Use Approvals

Section 6 of the Zoning Regulations currently establishes general standards and mitigation techniques for land use approvals. As part of the updates to this section, it is necessary to establish that certain standards set forth in this section are applicable to all uses, even uses by right.

General Approval Standards

Section 6.1 outlines all the basic standards that are applicable to land uses in Routt County. Uses by right are explicitly exempt from these requirements. This is appropriate for some of the requirements in the overall Section, but other standards such as outdoor lighting and road standards typically apply to all development types.

Section 6.1.5 states that as a requirement “The proposal shall meet or exceed accepted industry standards and Best Management Practices.” This statement is vague, and it is unclear what is meant by “industry standards.” This should be updated to clarify how an applicant, staff and a review body would determine compliance with this requirement. Additionally, Section 6.1.7 outlines requirements related to minimizing significant negative impacts and includes a list of items, which are all included in additional subsections that follow. This section should be removed or simplified for readability.

Proposals on federal lands are discussed in section 6.1.10, and all off-site impacts are required to be reviewed. A process for different review levels – an administrative review of No Significant Impact, or a full permit review as outlined in other sections – is included. This section should be located with the description of all land use review processes, rather than located in a chapter about mitigation techniques.

Options to Consider for Code Update

1. Greatly simplify this section by consolidating information and removing redundant items and lists.
2. Move review process information for federal lands into the new chapter related to overall administration and review process.

Public Road Use Performance Standards

The Master Plan process provided significant input from the community regarding public road standards. Much of this input directly impacts Section 6.2 of the Zoning Regulations related to public road performance standards. This section details the applicability, review process, and standards for review. Specific requirements related to road dimensions and sight lines are included. The county may choose to require a traffic study to ensure compliance.

This section could be improved by identifying triggers for any traffic study, and incorporating goals related to multi-modal transportation infrastructure. The language is not clear about which roads are required to comply with these standards, or how desired CDOT improvements might be incorporated in project reviews. This should be included in the code update.

Options to Consider for Code Update

1. Provide clearer language to identify which roads these standards apply to.
2. Add standards related to multi-modal road infrastructure, such as trail locations, shoulder widths, bus stop designs, etc.
3. Add criteria for when a traffic study is required.
4. Coordinate with the County Attorney to revise the definition of public roads and their standards.
5. Water hauling requirements could be added to this code section.

Outdoor Lighting Standards

Section 6.1.6 outlines standards related to general outdoor lighting requirements. These standards are minimal and lack the detail many modern codes include, such as light temperature, isometric calculations and differentiation of ground and building mounted lighting. A key focus from the Master Plan was the inclusion of dark sky policies throughout the county related to outdoor lighting standards. In an effort to preserve the iconic

starry skies of the rural mountain west community, the updated code standards should set clear standards related to outdoor lighting that preserve this iconic aspect of Routt County's community.

Options to Consider for Code Update

1. Revise the outdoor lighting standards to include measures that support dark skies policies.
2. Require compliance with section by all land use types.

Flood Hazard Areas

With the potential of floods in the county, the updated code should reflect mitigation techniques to establish clear standards related to flooding throughout the county. These new mitigation techniques are to protect the watershed areas throughout the county and ensure that no development results in negative impacts to the environment. Through the protection of these areas, both the natural environment and the built environment can coexist together while preserving the character and quality of Routt County.

Mitigation Techniques for Development

Sections 6.4-6.13 outline mitigation techniques and standards to reduce negative impacts to wildlife, water quality, air quality, environment, noise, agricultural uses, residential uses and recreational uses in Routt County. General standards in Section 6.4 are clear and should be retained, though some updated to consolidate language could be implemented. Sections 6.5 - 6.11 could be consolidated into a new chapter specific to environmental and hazard related requirements. Linkages to mapping for the different environmental constraints should be added to the code.

Section 6.5.9 addresses mitigation techniques related to Flood Hazard Areas throughout Routt County, which is somewhat redundant with the Flood Damage Prevention Standards in Section 5. This is an area for potential consolidation.

Sections 6.12 and 6.13 relate to mitigation impacts to certain more sensitive land uses - Agricultural production, residential, and recreational uses. This information could be relocated to the zone district chapter or combined with other sections related to land use considerations.

While the current regulations provide mitigation techniques for specific types of development and technical information related to these development projects, it is unclear how these techniques relate to the review process. The current regulations also need clarification on the application requirements and the review criteria necessary to receive approval.

Options to Consider for Code Update

1. Provide clearer language on application requirements and review criteria, and applicability to different land uses or zone districts.
2. Consider expanding requirements related to roads and outdoor lighting to all development and land use types.
3. Incorporate dam risk map into floodplain regulations to help limit development in these zones.
4. Strengthen stream protections
5. Add requirements for wildlife and wildfire mitigation plan to be provided for all development plans.
6. Reference county-wide mapping related to each environmental topic. Consider references to state level data when no local data exists or may be out of date.
7. Utilize the list of Beneficial Management Practices as set forth in the Routt County Species Matrix developed by Colorado Parks and Wildlife to identify possible mitigation techniques.

Historic Preservation

Goals related to historic preservation are included in the Master Plan and were raised by the community in the engagement process. The code does not clearly address historic preservation considerations outside of the Hahn's Peak Historic Zone District, and the addition of a chapter for these items could be considered.

A new historic preservation chapter could include dimensional flexibility for new development location when needed to retain a historic resource on a parcel, or flexibility in land uses to enable the adaptive re-use of a historic structure. This could be written as an administrative review or a variation reviewed by the Planning Commission.

If a historic preservation chapter is added, it would need to reference the Secretary of Interior Standards for historic properties. Often, buildings or landscapes that have important local historic value may not meet the criteria for federal National Landmark status. The county would need to consider is a local landmark program should be adopted, or if state and federal recognition is sufficient.

Options to Consider for Code Update

1. Consider the addition of a historic preservation chapter to assist in the retention and rehabilitation of important historic buildings and landscapes.
2. Consider linkages between land conversation goals and historic preservation goals.
3. Consider the addition of dimensional or land use flexibility to support historic preservation goals.

Zoning Regulations – Section 7: Planned Unit Development

This section outlines the overall process and regulations associated with Planned Unit Development throughout Routt County. The intent of the regulations is to allow flexibility and innovative design concepts that are otherwise not possible due to the standards listed in traditional zoning and subdivision rules. By allowing developments as Planned Unit Development, the county allows for solutions to issues throughout the community while safeguarding the goals and policies outlined in the Master Plan. While this process is important to address unique parcels and situations, updates to the zone districts that relate to adopted sub-area plans and the Growth Tiers will aid in the predictability of development in Routt County.

Section 7.2 describes that Planned Unit Developments are only permitted on lands zoned "Planned Unit Development" or "Outdoor Recreation." PUDs can also include any use or a mix of uses supported by the Master Plan and approved by both the Planning Commission and the Board of County Commissioners. This provides a great deal of flexibility for applicants, but also creates uncertainty for the community about what might take place on a property seeking a PUD.

Section 7.3 outlines the standards for any new or amended Planned Unit Developments. While these standards are clear and meet many of the goals outlined by the Master Plan, a revision to some of the language is needed to ensure compliance with the desired goals and objectives of the community for the future. This section details requirements related to Open Space and requires that at least 25% of the land must be provided as open space. "Unusable open lands" are not considered part of this dedication, however, the purpose of this dedication includes protection of scenery. Many unusable lands might have steep slopes or rock outcroppings that should be protected. The county should consider if some of these types of "unusable" lands could be included in the open space dedication requirement.

Also included in Section 7.3 is a discussion of land uses and density. These requirements should be updated to reflect the goals of the Growth Tiers.

Section 7.4 lists the procedures for a PUD Amendment. These instances include technical corrections, minor amendments, and major amendments. While the language for these sections is clear, it would be useful to provide an outline of the required materials and review bodies, potentially as part of a comprehensive update to the review procedures chapter.

Compliance with zoning and subdivision regulations are outlined in sections 7.5 and 7.6, respectively. These regulations are clear but should be updated as part of the consolidation of the Zoning Regulations and Subdivision Regulations.

Options to Consider for Code Update

1. Outline the review authority and powers for all Routt County review bodies in a single section with a separate subsection for Planned Unit Development.
2. Consider incorporating goals and objectives outlined in the Master Plan to ensure compliance through PUD development standards.
3. Consider updating requirements related to Open Space dedication.
4. Update overall review standards to ensure issues like road location, architecture, and environmental considerations are addressed.

Zoning Regulations – Section 8: Regulations and Standards for Specific Land Use Changes

Section 8 of the Zoning Regulations outlines regulations and standards for specific land use changes and includes standards for all zoning amendments, administrative, conditional, minor, and special use permits. The section is intended to assist in determining land use compatibility between adjacent uses and relevant and appropriate mitigation for any negative impacts.

Standards for Zoning amendments are broken into two parts in Section 8.2. Part 1 focuses on the petitioner proving that the request is consistent with the goals and policies of the Master Plan and applicable sub-area plans, and that the area in questions possesses the relevant underlying conditions (geological, environmental, physiological) to support the Zone District requested, that the advantages of the Zone District serve the County and neighboring properties, that applicable provisions of the Section have been met, and that adequate facilities are provided when the request would increase residential, commercial or industrial densities.

Part 2 is focused primarily on ensuring that zoning amendments be allowed after the petitioner demonstrates that rezoning is necessary for one of more of the listed reasons which include – existing zoning is not consistent with the goals and policies of the Master Plan, the area for which rezoning is being requested has changed significantly enough that it is in the public's interest to encourage a new use or density, the proposed rezoning is necessary to provide land for a community need, the existing zone classification shown on the Zoning Map is an error. The format of this in two parts is confusing and these sections could be consolidated into a single section.

Section 8.3 details requirements for insurance and dwelling unit limitations for all Administrative, Conditional, Minor and Special Use Permits. These standards should be moved to the zone district and use sections for clarity.

Site Design requirements for commercial and industrial zone districts and uses are outlined in sections 8.3 – 8.6, and standards for the Hahn Peak Historic zone are in section 8.7. Campground design standards are in section 8.12. Standards for all these topics are focused on setbacks, landscaping, protection of rural character, basic utility service, and design being consistent with the character of the area. While these are all important considerations, they could be included in the updated zone district chapter to ensure all relevant standards are located in the same place. Similarly, requirements related to B&Bs (8.13), agriculture uses (8.25-27), non-commercial campgrounds (8.29-30) could be consolidated with the zone district language.

Section 8.8 identifies the standards for major public utilities. Given some of the potential for large scale solar facilities, combining solar with other public utility standards could aid in overall clarity for these types of uses. This should be considered as part of the new solar regulations. Similarly, wind generator requirements could be consolidated to this area when for public utilities. Standards for wind and solar generation should be differentiated based on public or private production, and standards updated to reflect this differentiation. Small scale or home-based energy production typically have an administrative review process to ensure design criteria is met while enabling an efficient review process.

All requirements for central water and sewer treatment systems are detailed in section 8.9. These are detailed and should be carried forward in the code amendment. Specific linkage to the PUD and subdivision process for these systems should be added.

Telecommunication requirements are included in section 8.10, including for freestanding and mounted equipment. With the expansion of small cell technology, additional standards to address these, particularly in Growth Tier Areas, should be added. Compliance with state and federal regulations will be required, but the local process can be defined to encourage their location in areas with existing development and discourage them in more rural areas. This is typically achieved by implementing more robust or restrictive design standards in areas where the installation is less desirable.

Detailed design standards for mobile home parks are included in section 8.19. These standards are important to ensure minimum design and functional standards are met. However, the section is long and could be shortened to provide for improved legibility. Additionally, dimensional and use requirements should be relocated to sections on zoning. Street standards, parking requirements, and utility requirements could be consolidated with other code chapters related to those topics.

Section 8.22 includes standards for Temporary Workforce Housing (TWH), which allows temporary housing for up to three years. While this type of housing is important for mining related operations, given the lack of housing affordability and availability in the county the language does not prevent it from being used to address other housing needs on a temporary basis. The county should consider adding additional requirements and allowances for permanent affordable housing to address broader needs, while limiting TWH to specific land uses.

Options to Consider for Code Update

1. Consider a single chapter related to utilities to address all utility types.
2. Consider differentiating between public and private wind and solar energy production and creating design standards and review process that is commensurate with the impact of each.
3. Consolidate all language where possible, and relocated to more relevant sections.
4. Address small cell requirements in the telecommunications chapter.
5. Update mobile home standards to focus on safe housing and basic design standards. Consider ability to include “tiny homes” in these areas.
6. Explore creation of standards for both permanent workforce housing and temporary workforce housing.

Zoning Regulations – Section 9: Regulations and Standards for Mining and Related Uses

Section 9 of the Zoning Regulations establishes regulations and standards for mining and related uses. General standards related to overall compatibility and protection of the environment and rural character are outlined in Section 9.2. This includes a bonding requirement of 150% of the cost to restore the site and access roads. Given the impact mining related activities can have on road infrastructure and the environment, this 150% standard should remain. The annual reporting requirement in Section 9.4.2 could be useful for all mining-related activities and should be considered for inclusion in Section 9.2.

Section 9.3 - 9.8 identify additional standards for specific mining-related uses. These include identification of timelines for activity, setbacks from residential and agricultural areas, and road impacts. Section 9.4.1 establishes a conservation and public benefit requirement for mining operations that exceed 9.9 acres. This requirement should be reviewed for overall applicability in the context of remaining lands and previous mining trends.

The community and staff established a set of action items and policy incentives around mining operations and related uses throughout the county. As part of the master plan update, the following mining-related items were identified as important issues to address. This policy direction is intended ensure that the environmental impact of these operations are mitigated to the greatest extent possible. The options below employ strategies to move towards this effort.

- Ensure long term mining operations and associated uses are located in areas where they do not impact scenic vistas, where there are compatible agricultural and industrial uses, and where they are not in proximity to residential neighborhoods, recreational, or other incompatible uses.
- Employ wildlife maps, updated migration data, LIDAR and other technologies to map areas most and least appropriate for the location of gravel pits.
- Partner with mining operators to create wildlife parks, reserves, wetland mitigation sites, or other beneficial environmental use as an end result of the mining activity.
- Encourage the reclamation of mine operations to minimize the amount of exposed surface water. Require reclamation that results in productive agricultural land or significant wildlife habitat.
- Encourage the payment of impact fees, ton-mile fees, up-front road improvement fees, or other fee system to be used to offset the costs of maintenance and improvements to roads used for hauling minerals. Discourage the exportation of gravel to surrounding counties.
- Amend the Land Use Code to formalize the County's current practice of requiring operators to conduct traffic studies and improve roads prior to commencing operations.

Options to Consider for Code Update

1. Review timelines for all mining-related activities, and consider allowing additional time to complete remediation and revegetation.
2. Add specific land remediation and revegetation standards.
3. Align land use categories with mining operations.
4. Consider if mitigation measures should extend to wind and solar energy production.
5. Incorporate clearer language related to fee applicability and traffic studies so applicant understand when these are required, and the county is protected by having all required information and mitigation.

Zoning Regulations – Section 10: Enactment Clause

Section 10 consists of the Enactment Clause which lists all resolutions adopted into the Zoning Regulations. The County should consider removing from the Zoning Regulations and maintained as a record separate from the regulations, following consultation with the County Attorney. Alternatively, it could be included as an appendix.

Options to Consider for Code Update

1. Consult with the County Attorney about removing or relocating the enactment clause from the Zoning Regulations and maintaining a separate record outside of the regulations.

Zoning Regulations – Section 11: Appendices

Section 11 outlines two appendices adopted into the Zoning Regulations. Appendix A lists the additional submittal requirements for Specific Projects and Appendix B lists the Fee Schedule. These sections can remain as appendices, but they could also be incorporated into the code or maintained in other areas. The "Additional Requirements for Specific Projects/Uses" should be incorporated into the code to describe application requirements more clearly. This should be incorporated into a section at the end of the UDO.

The Subdivision Regulations establish standards for development of large lots of land as well as processes required to establish the division of that land. These regulations also describe design criteria and application procedures for the development of subdivisions. The sections below outline analysis of the Subdivision Regulations by section as well as options to consider in the code update.

Options to Consider for Code Update

1. Consider a fee study for all county fees to ensure all fees are up to date and meet the community's needs.
2. Incorporate items in the appendices into the updated code language.

Subdivision Regulations – Section 1: Purpose and Authority

Similar to the Zoning Regulations, this section provides an overview of the authority and applicability of the Subdivision Regulations. As part of creating a UDO, establishing a Chapter specifically for Subdivision is recommended. Within that Chapter, information on applicability should remain at the front of the chapter.

Section 1.7 also outlines the role of the Planning Commission in the review and approval of land subdivisions. This section also contains information related to enforcement and penalties related to subdivision development. With a change to a UDO, this information should be consolidated with the sections on administration, review processes, and enforcement.

Options to Consider for Code Update

1. Add content to align with the Master Plan.
2. Move technical content related to violations, penalties, interpretation and enforcement to the rear of the UDO to the beginning sections focus on the overall purpose and applicability, combined with similar sections in the Zoning Regulations.
3. Ensure that platting standards are up to date with current State requirements.
4. Update Section 1.5 to be clear that the control over platting regulations do not relate to development of 35 acres.

Subdivision Regulations – Section 2: Administration

This section outlines the overall review process for subdivision applications as well standards for plat corrections, lot line adjustments, consolidation, vacations, road review and land preservation exemptions, and amendments to development agreements. Section 2.1.1 contains the Review Process Chart which lists the required steps required for subdivision approvals. The chart describes the varying types of applications, required procedures, review authority and final documentation requirements. While the use of a table is helpful to summarize complex information, the addition of a flow chart would add to the readability and usability of this section. There are a number of footnotes in the chart, which should be incorporated into code subsections rather than as footnotes. Additionally, it will be important to incorporate these review procedures with those in the Zoning Regulations.

Section 2.2 describes noticing requirements procedures. As mentioned in section 3 of the Zoning Regulations, these requirements are similar for both regulations and a combination of them to a singular location in the document is recommended.

Sections 2.3 through 2.5 list the standards and applicability of minor plat corrections, lot line adjustments, and plat consolidations. While many of these standards are straightforward and easy to understand, some may conflict with current processes and procedures in practice. Additionally, the standards for these plat types are the same and repeated in each section. It is important to ensure that all language in the Regulations provide clear standards applicable and enforceable for development throughout the County without duplicating text.

Section 2.6 describes the road review exemption for subdivisions of 35 acres or more to ensure that these subdivision meet minimum road standards. Consolidating these requirements with the road standards in the Zoning Regulations will simplify the usability.

Section 2.7 outlines the requirements for divisions of land used for public purposes. These standards repeat similar language that is in Sections 2.3 – 2.5 and should be consolidated.

Section 2.8 outlines standards related to vacations of plats, easements and rights-of-way. There is no applicability section listed, which could aid in the usability.

Sections 2.9- 2.11 discuss Land Preservation Subdivision Exemptions. These include applicability and standards. Overall, an updated and consolidated list of applicability for all subdivision types is suggested.

Section 2.13 addresses Amendments to Development Agreements. Specific detail is given to changes related to density, with less detail provided for other types of amendments. A new Subdivision Amendment section address all types of amendments is recommended to clearly outline how these are processed for all subdivision types. This would also allow for the consolidation of review standards.

Major Subdivision requirements are outlined in Section 2.14, including requirements for Sketch Plan and Preliminary Plan. This focuses on referral entities and includes a generic reference to review standards.

Options to Consider for Code Update

1. Combine the procedures and public noticing requirements of this section with those listed in Section 3 of the Zoning Regulations to streamline the document.
2. Add flow charts and update the table describing different review processes.
3. Consider additional language and processes for different amendment types, such as a lot line adjustment. Move this to a single section for clarity.

Subdivision Regulations – Section 3: Design Standards

Section 3 outlines specific design standards for subdivisions. Overall, these are detailed and address most typical issues seen in subdivisions. Some consolidation of language could be possible. Updates to reflect the Master Plan should be incorporated.

The section includes additional road, street and alley standards. Given potential updates to similar requirements in the Zoning Regulations, some consolidation could be achieved through the UDO format. Specific requirements for subdivision may be more detailed than individual lots, so having a specific roads section in subdivision is recommended. Similarly, Lot and Block considerations are included in this section. Updates should be made to these to reflect updates to zone district dimensions and the implementation of zoning for the Growth Tiers. Specific considerations for water and sewer systems that should remain in the section but potentially expanded to ensure these utility considerations are addressed.

Section 3.5 outlines requirements for Open Space and Land Dedication. The code language includes a linkage with the 25% open space dedication in the PUD section. Adjustments to both sections should be reviewed to ensure consistency in the updated code. This could include updates to what qualifies as open space, as well as allowing a designation of open space that is not specifically dedicated to the County. The current language requires a minimum of 10% of the land be conveyed as open space when a PUD is not pursued, and 25% when a PUD is pursued. This language requires the land be dedicated to a homeowners association or similar organization to address maintenance needs. This language could be updated to allow designation as open space without requiring creation of an HOA.

Specific requirements related to parks and school dedications are also included in this section. These are individual calculations that each require .013 acres multiplied by the estimated residential population.

Section 3.5.4 outlines alternatives to conveying land through a fee-in-lieu. The process for identifying fair market value is included and requires the use of an appraiser. The county could consider establishing set standards for determining fair market value rather than requiring an appraiser for each application.

Options to Consider for Code Update

1. Update and coordinate design criteria with changes to the criteria in the Zoning Regulations.
2. Update open space dedication requirements in conjunction with PUD updates.
3. Consider allowing less open space dedication in areas that are adjacent to federal or state protected lands. A trail connection or additional park dedication could be an alternative.
4. Consider allowing a designation of open space rather than a dedication of open space.

Subdivision Regulations – Section 4: Improvements

Section 4 of the Subdivision Regulations details all requirements related to public improvements. This includes roads, sidewalks, landscaping utilities, and any other improvements required during the review process. This section ensures that all public improvements are constructed and the cost of these is borne by the developer according to their fair share calculation.

Section 4.1 details requirements of the Subdivision Improvements Agreement (SIA). A letter of credit or bond equal to 125% of the improvement and a warranty period for improvements is required. These are typical standards and should be retained in the updated code.

The lighting standards outlined in Section 4.5.5 are relatively limited, requiring only that the lights be downcast and opaquely shielded. Updates to comply with dark skies principles should be considered.

In order to support larger efforts for water conservation practices and effectively manage water resources, the County has highlighted the need to evaluate Zoning and Subdivision Regulations regarding proof of water, specifically allowances for hauling water. Section 4.6.2 requires subdivisions to provide a potable and dependable water supply for all platted lots intended for structures and human occupancy. Evidence is required to substantiate water availability. The County does allow for intended water supply to be individually sourced through drilled wells, driven wells, dug wells, bored wells, springs, streams, or cisterns, or surface bodies of water and land cisterns which are properly treated – providing that lots are at least five acres in size, development can not be reasonably served by the community water system, the Colorado Division of Water Resources confirms that water is available for use, and evidence is submitted showing adequate water quality and quantity can be made available.

Provisions for hauling water could be added to the code. If included, it will be important to require applicants to provide clear proof of long-term water service. Additionally, impacts from hauling, such as noise, dust and traffic, would need to be included.

Section 4.8 outlines requirements related to construction of improvements and the calculation of a developer's fair share of the cost. The section includes a "Public Improvement Agreement" that could be considered a duplication of the SIA. Once the public improvements are complete, the applicant provides the county with the final cost. If another development is approved that would use these completed improvements, the original subdivider is entitled to a reimbursement based on the final cost submitted. This language is relatively clear and should be maintained.

Options to Consider for Code Update

1. Maintain all bonding and warranty requirements.
2. Consider the inclusion of water hauling as a permitted way to provide water.
3. Consider use the SIA for all public improvements to reduce the number of agreements required for a subdivision.

Subdivision Regulations – Section 5: Land Preservation Subdivision Exemptions

Land Preservation Subdivision Exemptions include a detailed list of design standards, which are outlines in Section 5 of the Subdivision Regulations. This includes a chart format for all design standards. This lists the "Objectives" that need to be achieved in the subdivision and associated "Design Guidelines and Standards." There appear to be inconsistencies in the use of "OR" and "AND" in the section, and an update to clarify this is recommended. Separating the standards that must be met from the guidelines that should be met when possible will assist in the overall clarity. While tables are often helpful for overall readability in a code, in this instance it can be confusing. The code update should explore the use of traditional paragraphs with detailed standards.

Options to Consider for Code Update

1. Adjust language to a paragraph format from table.
2. More clearly differentiate between guidelines and standards for these types of subdivision exemptions.
3. Consider consolidating some criteria, or cross referencing with other similar sections that exist elsewhere in the code.
4. Update all guidelines and standards to better reflect direction in the Master Plan.

Subdivision Regulations – Section 6: Enactment Clause

Section 6 consists of the Enactment Clause which lists all resolutions adopted into the Subdivision Regulations. The County should consider removing these from the Regulations and maintaining them as a record separate from the regulations, following consultation with the County Attorney. Alternatively, it could be included as an appendix.

Options to Consider for Code Update

1. Consult with the County Attorney about removing or relocating the enactment clause from the Zoning Regulations and maintaining a separate record outside of the regulations.

Subdivision Regulations – Section 7: Appendices

Section 7 outlines four appendices adopted into the Subdivision Regulations. Appendix A lists the submittal requirements for subdivision regulations. Appendix B consists of the form associated with final plat, signature blocks and plat notes along with requirements for final plat review. Appendix C is meant to provide an example layout of sketch plans and final plat, no examples are provided, and the page is blank. Appendix D consists of the forms associated with Planned Unit Development plans, signature blocks and notes outlining requirements

for Planned Unit Development applications. These sections can remain as appendices, but they could also be incorporated into the code or maintained in other areas.

Options to Consider for Code Update

1. Incorporate items in the appendices into the updated code language.
2. Provide examples of layout sketch plans and final plats either within the updated code or as a separate reference document.

V. Conclusion and Next Steps

The current Routt County Zoning and Subdivision Regulations provide relatively clear direction for development and have some provisions that are working well. Some sections require more significant updates to meet current policy direction in the 2022 Master Plan, and to address inconsistencies or redundant information. Codifying ideas in the Master Plan that relate to development is one way to ensure the goals, policies and actions identified as being important by the community apply to all development in the County. The Master Plan should continue to apply to development, but adding language to the code will aid in the usability and clarity.

Combining all regulations into a single Unified Development Ordinance (UDO) will greatly improve the overall readability and usability of the regulations. This will also better support staff and community members with a more streamlined review and enforcement document in which all applicable requirements are described in a single location.

The Unified Development Ordinance will be drafted in Modules to allow the community an opportunity to participate in focused policy discussions. For the next steps and strategies, the project schedule is divided into three Modules split between two Phases. The first Phase includes Module 1 and will address solar regulations and key themes that emerge from the Solar Summit on April 26, 2023. Consolidation of energy production requirements and updated definitions are anticipated as part of this update as well. The priority is to ensure that Module 1 is ready for adoption by Summer 2023.

The second Phase includes Module 2 and Module 3. Module 2 addresses Future Growth Areas, zone districts and subdivision and Module 3 addresses all other areas relevant to the current Zoning and Subdivision Regulations. Each step will include engagement with the community to ensure the code is clear and reflective of the Master Plan direction. Adoption will be completed with the Planning Commission and Board of County Commissioners through the typical public hearing process.

An aerial night photograph of a mountain town, likely in Colorado, with snow-covered hills and warm lights from buildings and streets. The scene is captured from a high vantage point, looking down on the town and the surrounding landscape. The sky is dark, and the snow reflects some of the ambient light. The town's lights are a mix of warm yellows and oranges, with some cooler blues and greens from streetlights or signs. The overall mood is serene and quiet.

Annotated Outline

Routt County, Colorado Unified Development Code

Draft-For Discussion | April 19, 2023

General Principles

This outline provides a blueprint for redrafting Routt County's new Unified Development Code (UDC). The UDC will replace the County's current zoning and subdivision regulations, which are currently codified as separate documents. It provides a more user-friendly structure than the existing zoning and subdivision regulations, making key information easier to find and understand.

This Annotated Outline includes:

- A UDC format that integrates all aspects of the County's zoning and subdivision regulations;
- A single Article to consolidate all definitions, avoiding inconsistencies;
- Consolidation of administrative processes into one section to provide a unified pattern of workflows; and
- The UDC would also consolidate development standards with, for example, improvement standards that apply to both zoning and subdivision plat approvals.

The Annotated Outline is presented below as a correspondence table. This outline:

- Describes each section of the new UDC;
- Briefly describes suggested changes;
- Proposes a numbering format and layout;
- Provides a correspondence table tagged to the existing sections; and
- Serves as a blueprint for the drafting stages of the project.

This outline builds on the *Routt County Code Review Analysis* (April 19, 2023).

These principles guide the outline:

- The UDC is arranged logically by topic:
 - Similar subjects are arranged together by chapter – e.g., procedures, improvement standards, nonconformities – rather than scattered throughout the ordinance, to the extent possible.
 - The more interesting and/or commonly used parts of the ordinance are placed up front. Technical material is located to the rear of the ordinance.
 - While it is not interesting reading, dry, technical information (e.g., application submittal requirements) is needed to provide effective standards and guidance for applicants and permitting officials. These items - such as definitions, submittal requirements, and fees - should be placed at the rear of the code. When additional materials or handouts have been established that are located outside of the code, the code will reference these items to aid users in finding the most accurate and applicable information.
- This outline tames ordinance length by consolidating long, repetitive lists of standards into matrices. While matrices are not particularly exciting reading, they minimize the length of the ordinance.
- Standards are “right sized” to regulate only what is needed. This not only reduces volume, but it also reduces budget and staffing needs.
- The UDC will balance the use of cross-references (as opposed to repeating standards throughout) with the goal of keeping like materials together. This reduces text length and also, for state statutes, minimizes the potential for inconsistencies when the statutes are amended. However, it does require the reader to consult multiple sections of the ordinance or multiple documents.

- Graphics will illustrate the text language. Graphics can be very time-consuming to produce, so we typically save most graphics for the final document. During the code drafting process, example graphics can be shared to ensure style and format are appropriate for Routt County. Photo-editing technology can use local examples to illustrate how a design standard works or what a particular use looks like.

The numbering conventions will follow that of the existing Routt County Code, as follows, consistent with how the current zoning and subdivision regulations are formatted:

- The Chapter is subdivided into Sections, numbered with a single Roman numeral.
- Each section is divided into two-digit subsections (e.g., Section 1 is divided into subsections 1.1, 1.2, etc.).
- When the code is drafted, subsections would be divided into subsections consistent with the current formatting (these do not appear in this outline):

1.1. Main Heading (e.g., Purpose)

A. Subheading / Text

1. Subheading / Text

a. Subheading / Text

i. Text

A. Text

Draft Outline

The outline below is presented in 4 columns. The first column is the new Section number, with the proposed title in Column 2. The third column briefly discusses the changes. The final column identifies the sections that are replaced, where appropriate.

Routt County Unified Development Code | Annotated Outline

Note: sections under Existing Codification refer to Existing Zoning Regulations, and “SR” refers to the Subdivision Regulations

Section	Title	Description / Comments	Existing Codification
1.	Introduction	General Provisions	
1.1.	Title	Short Title – “Unified Development Code” (UDC)	1.1, SR1.1
1.2.	Purpose	Describes the reasons for the UDC and what it accomplishes – i.e., combining Routt County’s zoning, subdivision, and sign regulations.	1.2, SR1.2
1.3.	Authority	Recites authority.	1.3, SR1.1, SR1.6
1.4.	Applicability	States generally that all development and land division is subject to the UDC and establishes exceptions.	1.4, 1.10, SR1.3, SR1.4, SR1.5,
1.5.	Consistency with Master Plan	The UDC is consistent with the Master Plan, and all rezoning and plats are to be consistent with the Master Plan. This will include a brief description of the Master Plan and its role as a regulating document.	6.1.2
2.	Zoning Districts		
	Division 1 General Provisions		
2.1.	Generally	Introduces and explains the zoning districts, and establishes general standards. This includes a reference to the Use Table (subsection 2.17).	N/A
2.2.	Districts Established	Establishes zoning districts. A matrix will classify the districts as base or overlay districts. Composite districts may be established for density, intensity, building design, site design, and street connectivity.	4.1
2.3.	Zoning Map	Formally establishes the zoning map and references procedures for amendments. Include a link to the zoning map online.	4.2
	Division 2 Base Districts	Will include summary of uses and dimensional table with graphics for each district.	
2.4.	Agriculture and Forestry (AF)	Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included. Potentially transition existing MRE subdivisions that are 35+ acres to this zoning designation.	4.3, 4.4, 5.2
2.5.	High Density Residential (HDR)	Combines existing similar zones (LDR, MDR, and HDR) that all require water/sewer service. Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included.	4.8-4.10, 5.2]
2.6.	Mountain Residential (MR)	Transitions requirements for GR, with 1-4 acre subdivisions that use a well/septic system. Non-conforming MRE subdivisions could be transitioned to this zone. Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included.	4.7, 5.2
2.7.	Mountain Residential Estates (MRE)	Retains MRE zoning for 5+ acre subdivisions. Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included.	4.5, 5.2
2.8.	Hahn’s Peak Historic (HPH)	Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included. Also incorporates Master Plan Tier 3 considerations for Hahns Peak Village.	4.15, 5.2, 8.7
2.9.	Commercial (C)	Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included.	4.11, 5.2, 8.4
2.10.	Industrial (I)	Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included.	4.12, 5.2, 8.4
2.11.	Mining (M)	Outlines the purpose of the zone and incorporates all dimensions, including purpose statements from the Master Plan. Graphics illustrating key dimensions will be included.	4.13, 5.2
2.12.	Outdoor Recreation (OR)	Outlines the purpose of the zone, including purpose statements from the Master Plan, and will link to the PUD chapter.	4.14
2.13.	Planned Unit Development (PUD)	Outlines the purpose of the zone and will link to the PUD chapter.	4.16, 7.2
2.14.	Use Tables	Consolidates Use Tables for the districts	4.19, 7.2

Routt County Unified Development Code | Annotated Outline

Note: sections under Existing Codification refer to Existing Zoning Regulations, and "SR" refers to the Subdivision Regulations

Section	Title	Description / Comments	Existing Codification
Division 3 Overlay Districts			
2.15.	Hayden Area Tier 2 (HA)	Implements direction from the Master Plan Tier 2 Growth Areas for Hayden. Outlines the purpose of the zone and incorporates all dimensions. Graphics illustrating key dimensions will be included.	N/A
2.16.	Stagecoach Area Tier 2 (SA)	Implements direction from the Master Plan Tier 2 Growth Areas for Stagecoach and the Stagecoach subarea plan. Outlines the purpose of the zone and incorporates all dimensions, and may discuss the use of wells versus piped infrastructure. Graphics illustrating key dimensions will be included.	N/A
2.17.	West Steamboat Area Tier 2 (WSA)	Implements direction from the Master Plan Tier 2 Growth Areas for the West Steamboat Area. Outlines the purpose of the zone and incorporates all dimensions. Graphics illustrating key dimensions will be included.	N/A
2.18.	Tier 3 Growth Area (TGA)	Implements direction from the Master Plan Tier 3 Growth Areas. Outlines the purpose of the zone and incorporates all dimensions. Graphics illustrating key dimensions will be included.	N/A
2.19.	Airport Overlay (AO)	Establishes the requirements for areas near the Hayden Airport and Steamboat Springs Airport.	4.17, 5.12
2.20.	[TBD]	Reserved for additional overlays, if determined needed in the process. Sometimes PUD is listed as an overlay.	N/A
2.21.	Use Regulations		
2.22.	Generally	Explains intent of chapter - i.e., to add supplemental regulations, to clarify issues relating to uses (for example, permitted accessory uses), and to implement state and federal law with regard to certain uses.	Section 4, 6.1.8, 6.12, 6.13, 8.1, 8.3
2.23.	Accessory Structures & Uses	Clarifies uses that are considered accessory.	4.19, 9.3, 9.5, 9.7
2.24.	Adaptive Reuse	Provides for the reuse and limited expansion of existing structures.	NA
2.25.	Agriculture Related Businesses	Carries forward/updates current standards for farm stand, agritourism and value added agriculture.	8.25, 8.26, 8.27, 6.12
2.26.	Assembly Uses	Replaces standards for religious land uses.	3.6, 8.16
2.27.	Bed and Breakfast	Carries forward/updates current standards.	8.13
2.28.	Camping	Carries forward/updates current standards.	8.12, 8.29, 8.30
2.29.	Commercial Uses in Industrial Zone	Carries forward/updates current standards.	8.6
2.30.	Greenhouse	Carries forward/updates current standards.	8.15
2.31.	Home Industry	Carries forward/updates current standards.	8.17
2.32.	Home Occupation	Carries forward/updates current standards.	8.18
2.33.	Landing Strips / Heliports / Helipads	Carries forward/updates current standards.	8.14
2.34.	Light Industrial Uses in Commercial Zones	Carries forward/updates current standards.	8.5
2.35.	Manufactured Home Communities	Carries forward/updates current standards.	8.19
2.36.	Renewable Energy Production	Carries forward/updates current standards.	8.23
2.37.	Reservoirs	Carries forward/updates current standards.	8.28
2.38.	Secondary Dwelling Units	Establishes standards for this use.	5.3
2.39.	Solar Energy	Carries forward/updates current standards.	8.24

Routt County Unified Development Code | Annotated Outline

Note: sections under Existing Codification refer to Existing Zoning Regulations, and “SR” refers to the Subdivision Regulations

Section	Title	Description / Comments	Existing Codification
2.40.	Solid Waste Disposal Sites	Carries forward/updates current standards.	8.11
2.41.	Telecommunication Facilities	Carries forward/updates current standards.	8.10
2.42.	Water and Sewage Treatment Systems	Carries forward/updates current standards.	8.9
2.43.	Wind Generators	Carries forward/updates current standards.	8.20, 8.21
2.44.	Workforce Housing	Addresses Temporary and Permanent Workforce Housing.	8.22
3.	Development Standards		
3.1.	General Provisions	Establishes introductory provisions relating to applicability and other general issues.	5.1
3.2.	Access Management	Regulates street access for various uses and street categories	5.6, 5.7
3.3.	Amenity Space	Establishes dedication and improvement standards for a continuum of amenity space from rural open space to urban plazas, with defined typologies, credits and specifications.	NA
3.4.	Blocks, Lots and Yards	Establishes standards for block length, lot layout, lot area and yards / setbacks for individual lots and subdivisions.	5.1, SR 3.2, SR 3.3, SR 3.4, SR 5.1
3.5.	Building Design & Height	Replaces design districts and overlays with different levels of residential, commercial / mixed-use and industrial building design, with frontage types, building standards, and similar requirements. Includes building height measurement.	2.3, 5.2, 8.4,
3.6.	Environmentally Sensitive Areas	Establishes standards for forest protection, wildlife protection, wildfire protection, riparian buffers and aquifer protection standards and flood hazard areas. Could include slope stability standards. Density transfer or bonus provisions can be included if needed.	5.10, 5.11, 5.13, 6.5, 6.6, 6.7, 6.8, 6.11, 1041 Regulations
3.7.	Green Development	Includes use unit standards for rainwater harvesting, roof gardens, etc.	NA
3.8.	Improvements	Establishes process to ensure completion and maintenance of improvements.	SR4.1 – 4.9
3.9.	Landscaping & Tree Preservation	Simplifies landscaping preservation regulations, with modifications for urban situations and development context.	6.9, 6.10, 8.4
3.10.	Lighting	Establishes standards for outdoor and site lighting.	6.1.6, 6.3
3.11.	Mining	Establishes standards unique to mining such as resource extraction, asphalt and concrete plants, and oil, gas and coal bed exploration. Accessory uses are addressed in the Use Regulations, with references to this chapter.	9.1-9.8
3.12.	Parking and Loading	Includes design standards for parking areas, but deletes minimum parking ratios for urban districts and right-sizes them for suburban and rural locations.	5.4
3.13.	Performance Standards	Establishes standards for noise, glare, vibration, pollution, and related impacts.	5.1, 6.1, 6.4, 6.8, 6.9, 6.10, 6.11, 6.12, 6.13, SR –3.1
3.14.	Roads	Establishes standards for public roads. Private road standards can be incorporated as well.	6.2, SR2.6
3.15.	Signs	Establishes content-neutral sign standards.	5.9
3.16.	Stormwater Management	Carries forward general standards for stormwater management and flood related items.	5.4.6, 5.13
3.17.	Transportation	Establishes design, connectivity, capacity, and dedication standards for streets and sidewalks.	5.6.3, 5.7, 5.8, SR 3.2
3.18.	Subdivision Standards	Establishes standards unique to platting such as monuments, subdivision and names, etc.	5.5, SR
3.19.	Utilities	Establishes and references requirements for electric, water, sewer, and other facilities. Solar and wind facilities are also referenced in this section.	8.4, 8.8, 8.9, 8.11, 8.20, 8.21, 8.23, 8.24, SR4.6
4.	Procedures		
Division 1 General Procedural Requirements			
4.1.	General Procedural Requirements & Authority	Establishes a common formatting and general requirements to obtain applicable zoning and subdivision permits.	3.2

Routt County Unified Development Code | Annotated Outline

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Section	Title	Description / Comments	Existing Codification
4.2.	Preapplication	Establishes a pre-application process to coordinate with applicants, and improve the quality of applications, before they are formally submitted. Differentiates between pre-application meetings and conferences.	3.2
4.3.	Completeness Review	Establishes a completeness review process. This works in conjunction with the submittal requirements later in the UDC.	3.2.6.B-C
4.4.	Notice Provisions	Establishes general rules for posting, publication and signs.	3.3, SR2.2
4.5.	Staff Review	Establishes procedures for staff review, and how staff recommendations or decisions are communicated to applicants.	3.2, 7.4
4.6.	Decision Making & Public Hearings	Establishes rules or guidelines for providing and accepting testimony at required hearings, and for rendering a decision on the application.	3.2, 7.4
4.7.	Continuance of Application	Establishes procedures to continue applications where the decision maker is unable to render an immediate decision.	N/A
4.8.	Withdrawal of Application	Establishes procedures and consequences for withdrawing applications.	3.2
4.9.	Scope of Approval	Defines the rights and limitations of approval.	3.2
4.10.	Post-Decision Proceedings	Establishes procedures for rehearing or amending applications.	N/A
Division 2 Amendments and Projects			
4.11.	Plan Amendment	Process and workflow to amend text or map of Master Plan	4.2,
4.12.	Text Amendment	Process and workflow to amend text of UDC, including fee changes.	N/A
Division 3 Zoning Procedures			
4.13.	Rezoning	Establishes procedures for rezoning. (Note: development plan content will move to submittal requirements at end of UDC).	8.2
4.14.	Administrative Use Permits	Updates Minor Use and Administrative Use approvals with an updated process.	4.18.2, 4.18.3
4.15.	Conditional Use Permits	Replaces special permit procedures with conditional use permit approval, with an up to date process.	4.18.4
4.16.	Special Use Permits	Replaces Special Use Permit approval with an update process. (Can alternatively be included in the zoning procedures section)	4.18.5
Division 4 Planned Unit Development			
4.17.	Generally	Explains intent of chapter, permitted uses and standards for planned unit including technical corrections, minor amendments and major amendments.	7.1
4.18.	Standards	Defines the standards against which applications are reviewed for compliance	7.3, 7.5, 7.6, SR3.5
4.19.	Review Processes	Defines review processes for PUDs. (Can also be incorporated in Division 3, above)	7.4, 7.5
Division 5 Subdivision Procedures			
4.20.	Generally	Establishes applicability and general requirements for subdivision plats.	SR2.1
4.21.	Standards	Defines the standards against which all subdivisions are reviewed for compliance.	SR3.1, SR3.5, SR5.2
4.22.	Major Subdivision	Establishes standards for major land subdivisions, including major land preservation exemptions and major subdivisions.	SR2.10, SR 2.14
4.23.	Minor Subdivision	Establishes standards for minor land subdivisions, including non-contiguous parcels and minor land preservation exemptions.	SR2.9, SR2.12
4.24.	Administrative Subdivision	Establishes standards for administrative subdivisions, including final plat. Consolidates Plat Correction, Lot Line Adjustment, Consolidation Plat, and Division of Land - Public Purposes. Includes Land Preservation Exemptions.	SR2.3, SR2.4, SR2.5, SR2.7, SR2.11, SR2.15, 2.16
4.25.	Vacating Plats or Public Ways	Establishes procedures to vacate existing subdivisions, rights-of-way, or easements.	SR 2.8
Division 6 Administrative Permits			
4.26.	Site Plan Review	Establishes process and requirements for administrative site plan review	3.2, 4.19, 6.1
4.27.	Building Permits & Certificates of Occupancy	References process to obtain building permit and certificate of occupancy to ensure compliance with zoning and subdivision regulations.	5.1.3
Division 7 Relief			
4.28.	Appeals	Establishes procedures for appealing to the Board of Adjustment. This includes appeals related to zoning as well as appeals to flood plain administrator determinations.	3.2.8, 5.13.6

Routt County Unified Development Code | Annotated Outline

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Section	Title	Description / Comments	Existing Codification
4.29.	Zoning Variances	Establishes procedures for requesting variances from zoning standards from the Board of Adjustment. Variances to flood plain standards are also addressed.	3.4 5.13.6
4.30.	Subdivision Variances	Establishes procedures for requesting variances from platting requirements by the Planning Commission or Board of County Commissioners.	N/A
4.31.	Modification	Provide for modification of zoning requirements by planning staff if the applicant offers conditions that provide equivalent benefits.	N/A
4.32.	Interpretation	Recognizes staff authority to interpret the UDC, and establishes procedures to track interpretations.	1.8
5.	Nonconformities	This is a comprehensive section to deal with existing situations, ranging from permits in progress to more comprehensively addressing different types of nonconformities (uses, lots, structures, and standards).	
5.1.	Generally	Carries forward continuation with existing restrictions on expansion, extension, enlargement, repair, and abandonment. Includes purpose statement for Article.	3.5
5.2.	Nonconforming uses	Establishes rules for the continuation, expansion, and reestablishment of uses that are not allowed in the district, or that would require discretionary review under the new regulations.	3.5
5.3.	Nonconforming structures	Establishes rules for the continuation, expansion, alteration and reestablishment of structures that are nonconforming as to the district dimensional standards (setback, building height, or coverage).	3.5
5.4.	Nonconforming lots	Allows the reasonable development of a lot that does not meet the minimum lot size regulations.	3.5
5.5.	Nonconforming site improvements	Establishes rules for the review and redevelopment of sites that are nonconforming as to building design, landscaping, parking, or other development standards.	3.5
5.6.	Applications and Projects in progress	Establishes rules to process applications filed before the effective date of this ordinance or an amendment that protect vested rights under Colorado law.	N/A
6.	Enforcement		
6.1.	Generally	Introductory section	1.1, 1.6
6.2.	Violations	Establishes types of violations (e.g., use not allowed, permits not obtained, violation of conditions, etc.)	1.6, 3.2.12, 7.5, 5.13.3
6.3.	Penalties	Establishes procedures and processes for withholding or revoking permits, and penalties for violations consistent with state law.	1.6, 5.13.4, 3.2.13
6.4.	Enforcement Procedures	Establishes responsibility for enforcement actions, notification, cure periods, and enforcement actions.	1.8, 5.1, 5.13.3, SR 1.8
7.	Agencies		
7.1.	Generally	Introductory section describing purpose of this section to formally establish agencies, and their composition and authority.	3.1
7.2.	Planning Director	Establishes Planning Director position and its responsibilities.	N/A
7.3.	Board of County Commissioners	Describes role and powers of Board of County Commissioners.	N/A
7.4.	Planning Commission	Establishes Planning Commission, appointment procedures, and its responsibilities.	SR1.7
7.5.	Board of Adjustment	Establishes Board of Adjustment, appointment procedures, and its responsibilities.	3.4
7.6.	Flood Plain Administrator	Establishes the Planning Director as the Flood Plain Administrator / Manager, with ability to delegate the role. (Note, could be combined with the powers of the Planning Director in 8.2)	5.13.4
8.	Definitions & Rules of Interpretation		
8.1.	General rules of interpretation	Recites general rules for interpreting the ordinance (such as the singular includes the plural, text supersedes graphics, etc.)	1.8, 2.1, 2.2
8.2.	Definitions	Establishes definitions for uses, terms and phrases used in the ordinance.	2.3, 5.13.2, SR1.12
8.3.	Interpretation of Zoning Map	Includes rules for interpreting the zoning map, including GIS files and boundary interpretations.	4.2
9.	Legal Provisions		
9.1.	Relationship to Other Provisions	Provides that the higher provision controls, with explanations relating to maximum setbacks, parking, landscaping, and related provisions in centers where standard that results in less land consumption may control. Provides	1.2, 1.9, 5.1, 5.9, 5.11, 5.12, 5.13, 6.1.3, SR 1.2

Routt County Unified Development Code | Annotated Outline

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Section	Title	Description / Comments	Existing Codification
		that state and federal law apply and supersede the UDC when they are legally controlling. Addresses conflicts with private restrictions.	
9.2.	Severability	Provides that any declaration of invalidity only affects the provision declared invalid.	1.7, SR1.9
9.3.	Repeal of existing ordinances	Provides that that zoning and subdivision regulations in effect prior to the effective date of the new ordinance are repealed.	1.10
9.4.	Effective Date	Establishes effective dates for the zoning and subdivision regulations consistent with state law.	10, SR1.10, SR1.11, SR6
10.	Submittal Requirements		
10.1.	Generally	Introductory section	3.2.4
10.2.	Digital applications	Establishes requirements and specifications for filing digital applications.	3.2.6,3.2.8, SR 2.1.5, 2.1.7
10.3.	Application Fees	Establishes fees to process all application types	1.5, Appendix B
10.4.	Application Checklists	This will include a matrix that summarizes the contents of each type of application.	1.5, Appendix A, SR Appendix A, B and C,