

R. Clark

REPORT BY
THE COLORADO
LAND USE
COMMISSION

A
LAND USE
PROGRAM
FOR COLORADO

Summary
Report



SUMMARY REPORT
REPORT BY THE COLORADO LAND USE COMMISSION
A LAND USE PROGRAM FOR COLORADO

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July, 1974

The Colorado Land Use Commission is pleased to publish this study -- THE DIRECT COSTS OF GROWTH -- which was used by the Commission in the development of its major report -- A LAND USE PROGRAM FOR COLORADO, December, 1973.

More than three years ago, early in the Commission's sponsorship of public forums throughout Colorado, it became apparent that the "costs of growth" was an issue of major concern, as citizens generally viewed rapid growth with higher tax responsibilities and stress on a community's capacity to pay for expansion of services and facilities.

By initiating this study, the Commission was able to secure objective data to guide its decisions in determining goals, criteria and recommended programs for growth and non-growth areas of the State.

And now, by offering a broad public distribution of this information, the Commission hopes to make a significant contribution to a continuing public dialogue of this basic land-use issue.

John R. Crowley

John R. Crowley, *Chairman*
Colorado Land Use Commission

REPORT BY THE COLORADO LAND USE COMMISSION

A LAND USE PROGRAM FOR COLORADO

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Three years of diligent effort and cooperation by Legislative Advisers, previous Commission members, Task Force members, Advisory participants, consultants, governmental agencies, organizations, prior staff members, and concerned citizenry are also reflected in the total development of **A Land Use Program for Colorado.**

SUMMARY

The general assembly finds and declares that the rapid growth and development of the state and the resulting demands on its land resources make new and innovative measures necessary to encourage planned and orderly land use development; to provide for the needs of agriculture, forestry, industry, business, residential communities, and recreation in future growth; to encourage uses of land and other natural resources which are in accordance with their character and adaptability; to conserve soil, water, and forest resources; to protect the beauty of the landscape; and to promote the efficient and economical use of public resources.¹

For the past three years, the Colorado Land Use Commission has been working to build a program that will provide a framework and a process whereby the State of Colorado and its various political subdivisions can guide future development.² At issue is the preservation of those unique qualities which make Colorado so attractive to residents and visitors alike—qualities being compromised by rapid growth.

In fulfilling its mandate, the Commission:

- (1) Identified five regions, consisting of groups of counties which demonstrate similar dominant characteristics and problems, that often have more in common with regions in adjacent states than they do with each other;
- (2) Identified four substantive arenas which are inseparable from land-use questions—environment, economics and population, natural resources, and social concerns;
- (3) Defined goals and targets in each of these arenas, working in consultation with various interest groups all over the State;
- (4) Agreed upon general policies to guide the land-use program;
- (5) Developed programs in each of the four broad arenas, for each of the five regions and for the State as a whole; and
- (6) Considered what legislation, organizational mechanisms, and implementation actions are needed to carry out the Commission's land-use program recommendations.

¹CRS, Ch. 106, Art. 4, § 1.

²CRS, Ch. 106, Art. 4, § 1: "... The general assembly further finds and declares that there is an increasing mutuality of interest and responsibility between the various levels of government in the State which calls for coordinated and unified policies in planning for growth and development in the interests of order and economy, and that the most effective means of attaining the objects set forth in this article is the adoption of the statewide system of land use."

The following pages reflect this order—the issues, regions, goals, policies, programs, delivery system, and implementation actions.

Before turning to the issues, it is well to define what the Commission means by the term “land-use program.” The term can be interpreted in many ways some of which could impede understanding the Commission’s intent. Therefore, the Commission decided that the best way to define its meaning of “land-use program” is in terms of what it is and what it is not, what it does do and what it doesn’t do. The recommended land-use program

- Emphasizes the local and regional levels of government as the primary decision-makers on local questions of land use;
- Imposes an equitable and consistent discipline upon all development decisions, rather than permitting piecemeal and haphazard development along with reaction-oriented and non-uniform regulation;
- Focuses on enhancing the quality of life, not just on restraining the quantity of growth;
- Establishes closer working relationships with existing agencies within a new framework and without duplicating functions, but with added powers in legislatively designated areas and activities of State concern;
- Provides a flexible framework and process for guiding growth, not just a traditional mapping and inventory plan;

The recommendations of the Commission, as summarized below, are based on the more detailed text of the Land Use Commission’s full report to the Governor and the Legislature. That text, in turn, grows out of three years’ work—of hearings, resource inventories, area mapping, interviewing, and research and deliberations on techniques for land-use regulation,³ all of which is reflected in eight volumes of working papers in the Commission’s possession.

The full report is divided into three parts, preceded by this summary. Part One contains a general introduction (Chapter I), projections of population and economic trends for Colorado and its five regions (Chapter II), and an explanation of the planning process and the selection of goals, targets and policies (Chapter III). Part Two presents the

³CRS Ch. 106, Art 4, § 3-1(a): “In order to carry out the purposes of this article, the commission is authorized and directed to develop, hold hearings upon, and submit to the general assembly . . . a final land use planning program by December 1, 1973. . . [that] shall include related implementation techniques. . . .”

recommended programs by region in the areas of environment (Chapter IV), economic growth and population (Chapter V), natural resources (Chapter VI), and social concerns (Chapter VII). Part Three describes regulatory tools (Chapter VIII), organizational structures (Chapter IX), and short- and long-term strategies (Chapter X) for carrying out the Colorado Land Use Program.

THE ISSUES: GROWTH AND QUALITY OF LIFE

Something about Colorado attracts people. Until fairly recently, the attraction has probably been the quality of the living environment—the clean air, the abundance of recreational opportunity in the mountains, the open space—more than the promise of high-paying jobs or professional opportunity. And people have been attracted, in numbers that have caused Colorado's population to double twice between 1900 and 1970. Between 1970 and 2000, the population will probably more than double, from 2.2 million to 4.8 million—about 9 times the 1900 population. However, the State's unparalleled growth has not been equally shared; about half of Colorado's counties have actually declined in population in the past decade.

Rapid growth, though bringing benefits to many people, now appears to be threatening those very qualities that attracted the growth in the first place. Our senses tell us that the Colorado we once knew is rapidly changing. Denver used to be a compact, attractive city with clear air and a magnificent view of the Front Range. Now, coming in for a landing at Stapleton Field, we see down below a metropolitan area sprawling toward the horizon in all directions—often covered by a blanket of smog obscuring the Front Range. Is this Denver? From 10,000 feet, it could just as well be Chicago or Los Angeles or St. Louis. Driving west toward Grand Junction, if we keep our eyes at road level, we may no longer see only evergreen-lined canyon walls sloping down to rushing streams. Instead, we find in many of the mountain valleys a surprising degree of urbanization—gas stations, fast-food restaurants, subdivisions—and even smog.

One can still partly escape the evidences of economic growth by traveling to the far reaches of the State. But even out on the Plains, where there were once many lively small communities, we find bigger farms with bigger tractors and combines, but fewer communities. The southern part of the State, the old Spanish land grant area which has been and still is a productive crop-growing region, suffers from unemployment. The Northwest, an area of high plateaus, may soon experience a boom as a result of heightened interest in its oil shale deposits. These changes are symptoms of growth, some good and some bad. But growth in any case. The question is: where does Colorado go from here?

Growth will certainly continue—the State can't post "Keep Out" signs at its borders, nor exile the third and subsequent children born to resident families. "The right of free travel, of unrestricted coming and going among the states," as the Task Force on Land Use and Urban Growth reminds us, "is considered a fundamental right protected by the

Constitution. Although there is no specific constitutional language on the point, the right is entwined with our very beginnings as a nation and has been consistently confirmed in court decisions.”⁴ That being the case, *the issue is whether and how to guide the State’s growth so as to preserve the quality of life that attracted growth in the first place, and at the same time to respond to the different patterns of growth or decline in the several parts of the State.*

Prominent among the possibilities for guiding growth so as to preserve essential qualities is to control the use of land—both public and private. The idea of land-use controls runs counter to a strong tradition in Colorado that land, as private property, has a certain sanctity: what one does with his own land is his own business. To be sure, we have long had regulations, such as public health laws and building and subdivision codes, and more recently environmental regulations, that do assert that the public has some interest in the uses of private land. The question, as we view the quickening pace of growth, is *how to guide the use of land in such a way as to keep an equitable balance between private prerogatives and the public interest?*

That difficult question forms the core of the Colorado Land Use Commission’s work over the past three years. If all Coloradans shared similar values and visions of the future, the Commission’s task of recommending a land-use program⁵ might have been much easier. They don’t; and after listening to citizens around the State voice their goals, problems, peeves, prejudices, interests, and concerns, the Commission became further convinced of the need for balance—between economic and environmental issues, between private and public interests, and between State, regional, and local concerns.

THE REGIONS

The Commission discovered in the course of its work that there are five natural and distinct Colorados.⁶ The definition of these (see Map) gave shape and substance to the Commission’s deliberations, and provides a framework for understanding the differing

⁴William K. Reilly, ed., *The Use of Land: A Citizens’ Policy Guide to Urban Growth*, A Task Force Report Sponsored by the Rockefeller Brothers Fund (New York: Thomas Y. Crowell Company, 1973), p. 88.

⁵CRS Ch. 106, Art. 4, § 3, ¶ 1(a): “In developing the land use planning program, the commission shall utilize and recognize to the fullest extent possible all existing uses, plans, policies, standards, and procedures affecting land use of the local, state, and federal levels and particularly note where, in its opinion, deficiencies exist. The land use planning program shall also specify development policy and procedures for the future.”

⁶The five regions are defined so as to correspond roughly to the boundaries of the present Planning and Management Districts (PMDs). The PMDs are expected to continue their functions in cooperation with the regional components of the State Land Use Agency recommended below.

nature of land-use concerns throughout the State:

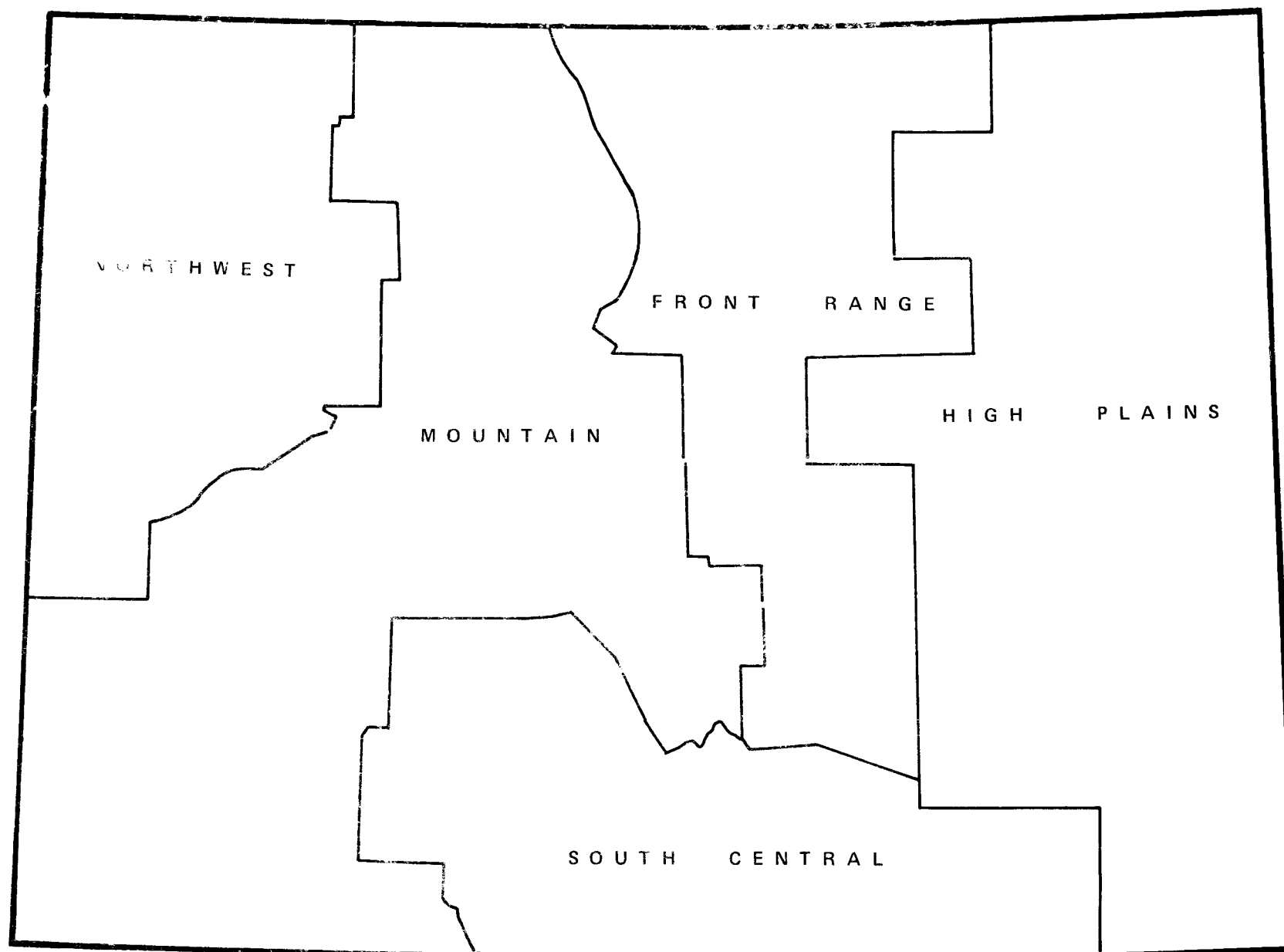
- *Front Range*—the counties from Larimer in the north to Pueblo in the south are largely urbanized; 80% of the State's population lives in this region. The positive effects of growth—economic, employment, and cultural opportunity—are clearly seen in this region; the negative effects of growth—sprawl, pollution, congestion—are also evident.
- *High Plains*—the counties to the east of the front range corridor, rural and agricultural, were until very recently undergoing a slow population decline.
- *South Central*—the counties primarily within the beautiful San Luis Valley, predominantly rural and agricultural, have severe economic problems. Of particular note in this region is a strong Spanish cultural heritage. Relatively easy access has made this area the focus of recreation opportunity for citizens of such neighboring states as Kansas, Oklahoma, and Texas.
- *Mountains*—stretching from the north central to the southwest part of the State, the fragile mountain environment is Colorado's chief recreation resource. In contrast to the old days when mining was king, the mountain counties now depend chiefly on tourism and recreation. In the counties near the ski areas, front range-style land development, air pollution, and congestion are noticeable.
- *Northwest*—the plateaus of this region support small communities, fruit orchards, and grazing lands. The potential of oil shale is projected to cause this area's population to jump from its present population of 80,600 to around 384,000 by 2000, bringing great economic benefits while putting severe strains on the region's infrastructure—schools, hospitals, and transportation.

In the latter three regions, large federal land holdings, amounting to more than a third of the State's total land area, influence the course and pattern of growth.

THE GOALS⁷

Given the diversity of regional needs, the Commission had to formulate a set of goals for the State, reflecting regional diversity yet providing a focus for a statewide land-use policy. The Commission first formulated broad goals, and then outlined targets (what ought to be done, where and by when) and policies (who ought to do what, and how). Next came the consideration and adoption of program elements (the tools for carrying out the policies), and finally the development of an organizational structure and a set of short- and long-term strategies. The Commission adopted goals for four major areas

⁷For complete discussion, see Chapter II of the report.



THE FIVE LAND USE PLANNING REGIONS

related to land use—environment, economic development and population, natural resources, and related social concerns.

Land-use goals relating to the *environment* are:

- (1) Control development to conserve natural environmental amenities, including air and water.
- (2) Control development in hazardous or environmentally fragile areas.
- (3) Provide adequate recreation opportunities.
- (4) Conserve areas of scenic beauty or special interest.

The goal for land use with respect to *economic development and population* is to encourage directed population and economic growth in each region, as follows:

- (1) Moderate growth in the Front Range.
- (2) Allow for a slight increase in the Mountains.
- (3) Accommodate growth in the Northwest.
- (4) Encourage and increase growth in the High Plains and South Central Regions.

The goals for environment and for economic and population growth are the main-spring of State land-use policy; goals for natural resources and social concerns support the two primary sets of goals. Principal goals for *natural resources* are to:

- (1) Establish a State energy policy with respect to mining and energy-using development.
- (2) Develop fuel and non-fuel minerals in a manner which is compatible with environmental goals and which furthers economic growth, particularly in the Northwest.
- (3) Initiate measures to inhibit land uses which result in the unnecessary conversion of prime agricultural land.
- (4) Establish a State forest policy.
- (5) Encourage effective and rational use of the State's water resources.

Land-use-related *social* goals are to:

- (1) Provide for explicit analysis of social implications and impacts of public or major private land-use decisions, as in provision of and access to health, educational, recreational, housing, and employment opportunity.

- (2) Provide adequate access to services and provision of housing and employment for indigenous and/or disadvantaged populations impacted by public or private land-use decisions.
- (3) Ensure opportunity for preservation of cultural heritage where threatened by public or major private land-use decisions.

Each goal is further supported by one or more targets which express intermediate goals of highest priority, with greater specificity and a time frame for implementation. The development and adoption of these land-use-related goals and targets is the first step in defining a land-use planning program. The statement of goals in these broad areas—environment, economic and population development, natural resources, and social concerns—becomes the initial guidance for developing programs at the State, regional, and local levels.

THE POLICIES

The following policy themes guide the development of programs:

- (1) Regionalism, as represented by the five regions listed above, constitutes the base for land-use program planning and control. Within the five regions, complementary land-use-planning activities are carried out by PMDs and county and local governments.
- (2) Monitoring and control of new development projects is a basic program element of the land-use program.
- (3) Environmental enhancement, both to preserve the natural environment and to improve the environment where altered by development, is an essential component of land-use programs.
- (4) Social considerations attending economic, environmental, and natural resource programs are explicitly taken into account, with particular attention to needed institutional development.
- (5) The continuing comprehensive planning process (rather than a static master plan) is the key to an effective and workable land-use program.
- (6) Interim and long-term strategies are included so that initial enabling actions are consistent with and relevant to future needs.
- (7) Broad citizen awareness, involvement, and support are sought at all levels of the system.
- (8) Land-use program capability is developed at the local and regional levels.

THE PROGRAMS

The programs for carrying out these goals and policies vary from region to region, according to need. The "growth centers" concept, for example, is used in the Front Range and the Mountains principally to redistribute new growth, whereas in the High Plains and South Central regions it is used to attract and focus growth around designated centers whose labor market, transportation, and infrastructure resources are attractive to new economic activity.

Environmental Programs⁸

The Commission recommends a three-pronged approach to the achievement of environmental goals. As a first element, environmental inventories will be prepared and plans made that reflect the location of significant natural amenities and ecosystems, as well as scenic, cultural, and historic resources. The identification of these critical environmental areas will, in turn, guide the administration of land-use and environmental regulatory programs, including a new development permit system.

This development permit system⁹ applies to all developments located in areas of critical environmental concern and to proposed activities of regional or State significance.¹⁰ The granting of a permit will be the function of regional permit boards within the five regions of the State, with appeals to a State Permit Review Board. The criteria for determining when a permit is needed, whether it should be granted and what restrictions or conditions should be attached to it will thus be responsive to regional differences. Permit decisions will reflect a comprehensive review of the proposed development's effects on the environment, public services, and existing public infrastructure. Public hearings on permits will be conducted at the regional level, with an opportunity for citizen participation. This permit system, along with strengthening of local land-use controls, and improvements in state regulation of environmental quality, make up the second element in the recommended environmental strategy.

The third element looks toward the creation of a Special Land Agency, a state-owned corporation empowered to acquire environmentally critical lands, or partial interests in these lands, such as scenic easements, and to help provide accessible recreational opportunities for Coloradans. In urban and urbanizing areas, the Commission suggests the creation of linear parks along rivers and streams or other environmental corridors. Such parks would preserve both shorelines and other environmental qualities.

⁸For full discussion, see Chapter IV of the report.

⁹The Development permit system is described in Chapter VIII.

¹⁰CRS Ch. 106, Art. 4, § 3, ¶ 1(b): "... The commission may establish criteria by which land use problems will be classified as matters of state concern, matters of regional concern, matters of local concern, or such other classification as the commission may deem necessary and proper."

They would also provide a variety of recreational opportunities closer to major population centers. The concept of linear parks could also be applied on a larger scale to control strip development, especially in mountain valleys, so as to preserve or restore the environment while promoting access to public recreational lands. The Special Land Agency, besides pursuing these important environmental goals, could begin to intervene in the land market to provide inducements for orderly growth. The Special Land Agency could also exchange or transfer land that the federal government decides to dispose of.

The environmental programs the Commission recommends are designed to be adaptable to regional priorities. With respect to environmental concerns, the needs of the Mountain Region are the most critical and should be given special attention. The mountain environment is the State's most fragile, particularly at higher altitudes, where development scars take longer to heal. For most people, moreover, the mountains are the essence of Colorado. For this reason, the Commission proposes that the Mountain Region be given special powers, its own sources of revenue (perhaps a special tax whose burden would fall on those using the recreational resources of the mountains), and be encouraged to engage in special programs to safeguard and enhance its unique and spectacular environmental resources.

Economic and Population Programs¹¹

To moderate economic and population growth in the Front Range and to attract new growth to other parts of the State, the Commission recommends a combination of incentives and disincentives, to be introduced in connection with the "growth centers" concept. Growth centers will be designated by the regions in consultation with the State Land Use Agency, Division of Commerce and Development, and other agencies that will play a key role in their development (e.g., Highways and Budget). The establishment of growth centers—to attract new population and economic activity to different locations in the Front Range and the Mountains; as foci for economic, social, and cultural development in the South Central and High Plains; and as nuclei for regional resource development in the Northwest—are essential elements of a growth and redistribution policy.

The desire for economic and population redistribution and the concept of growth centers require reinforcement with such tools as technical assistance, infrastructure investment coordination, financial assistance, and natural resource and manpower programs. Reinforcement can be provided by a State Economic Development Corporation under the auspices of the Division of Commerce and Development. Such programs can be effective in guiding private firms' selection of a location, once they have decided to move or expand. The State Land Use Agency can, and should, identify issues of State concern,

¹¹For full discussion, see Chapter V of the report.

specify criteria for the selection of growth centers, and set standards for land-use and environmental considerations;¹² the implementation of population/economic development programs remains primarily the responsibility of other existing agencies.

Natural Resource Programs¹³

Programs regulating the development of the State's natural resources should be responsive to, or supportive of, economic, environmental, or social goals, or a mix of all three. Essential actions relating natural resources to other land-use programs include the following:

- *Fuel Minerals*—Strengthen State mining law in terms of reclamation provisions; begin studies leading to formulation of a State energy policy; convene an Energy Conference to consider the State's mineral fuel resource in relation to statewide energy use, the energy needs of new development, and national priorities.
- *Non-fuel minerals*—Strengthen State mining law (as above); assess new markets for and develop non-fuel minerals to stimulate new economic vitality in growth centers.
- *Agricultural lands*—Take steps to reduce pressures for the premature conversion of crop and grazing lands, and encourage the development of produce and livestock-processing industries, as is now being done in some High Plains communities, in connection with growth centers.
- *Forest lands*—Encourage steps toward a "State Forest Policies Act."
- *Water-related lands*—Foster low-cost techniques for flood-hazard delineation; assess supply/demand for water and encourage augmentation/conservation measures.

Land resource programs can be made to serve or support such programs as growth center planning, preservation of natural areas, migrant farm labor needs, and so on. To do so, however, will require improving or reassessing some resource data bases, as these are the point of departure for all planning toward newly defined goals. Thus, interim program emphasis is primarily on data programs, with two exceptions—strengthening mining reclamation law with respect to both fuel and non-fuel minerals, and studying the role of the State's energy resources in future residential and industrial development.

¹²See footnote 10 above.

¹³For full discussion, see Chapter VI.

Longer-term programs do not urge any dramatic developmental or environmental schemes, but rather stress the functions that will organize, regularize, and support ongoing planning processes to attain policy goals. Both interim and long-term strategies demand close cooperation and coordination with federal, regional, and local jurisdictions vertically and with sister State agencies horizontally, if the delivery system is to work effectively and at modest internal costs. Without inter-jurisdictional cooperation, the requisite data will be inadequate as a base for legislation, plans, programs, and operations.

Social Concerns¹⁴

The Commission recognizes quite clearly—and urges all State, regional and municipal agencies involved in land-use regulation to do likewise—that both private market forces and land-use controls may have profound if unintended social impacts. These impacts must be anticipated by positive corrective action. Zoning laws have in the past had the effect of excluding from certain areas people of modest means. Rising land values also have exclusionary effects: in the mountain resort areas, workers cannot afford to live near their places of employment. The imposition of environmental controls, by limiting or prohibiting certain kinds of commercial and industrial activity, may alter established patterns of employment and culture. To compensate for such effects, programs to assure access for all citizens to public areas, provide low-cost housing, relocation assistance, and alternative employment opportunity are needed. Also needed are measures to ease the dilemma of small landholders caught between static incomes and rising property tax rates.

ORGANIZATION FOR IMPLEMENTATION¹⁵

The Commission's program recommendations require a carefully structured organization and implementation process, or "delivery system". However, a large and elaborate new State organization is not necessary, and would probably require a long time to implement. Therefore, the Commission's recommendations for organization and implementation are based on these policies:

- Local and regional influence over land-use programs should be strong. Land-use decisions should be made at the lowest level of government that has the staff and budget capacity to carry them out.¹⁶

¹⁴For full discussion, See Chapter VII.

¹⁵For full discussion, see Chapter IX.

¹⁶CRS Ch. 106, Art 4, § 3, ¶ 1(b): "In developing its land use planning program, the commission shall recognize that the decision-making authority as to the character and use of land shall be at the lowest level of government possible, consistent with the purposes of this article." See also footnote 10 above.

- The land-use program delivery system should have new powers; and it should bring together existing agencies with their present powers.

The Commission recommends a three-tier organization for land-use programs.¹⁷ At the top is the State Land Use Agency, cooperating with existing State agencies and having broader land-use responsibilities than are now held by a single government entity. At the next level are the five regional agencies, which for the most part coincide with the boundaries of two or more of the present Planning Management Districts (PMDs), with which the regional agencies will work closely. At the local level are county and municipal governments, which may request technical assistance from the regional or State agencies, as appropriate. The State should be prepared to provide funding assistance for local-level planning agencies.

The State Land Use Agency will have four broad areas of responsibility:

- (1) Regulation and guidance by means of a permit program and comprehensive planning.
- (2) Positive inducements to guide land-use development, including coordination of State capital improvement projects with regional and local development, coordination of federally aided projects through strengthened A-95 review, land acquisition and exchange through the Special Land Agency to provide land for open space, acquisition of key sites to provide land for housing, flexible tax policies, and inducements for location growth centers.
- (3) Tying land-use regulation to environmental protection and pollution abatement through formal working relationships with those agencies responsible for implementing the National Environmental Policy Act.
- (4) Tying land-use regulation to natural resource regulation through formal working arrangements with the State Department of Natural Resources and Agriculture and their counterpart federal agencies (e.g., Forest Service, Bureau of Land Management, Departments of Agriculture and Interior).

The formal working relationships called for in the last two areas should be established within the framework of an Interagency Council composed of representatives of all State agencies whose activities impact upon land use.

¹⁷CRS Ch. 106, Art 4, §3, ¶1(b): "... The commission shall specifically include in its land use planning program the roles, responsibilities, and authority of the various levels and agencies of governments."

Some of the functions listed above presently exist within the State structure. The State Land Use Agency strengthens these functions, brings some together in a single agency, provides for closer working relationships with others, assumes new powers in areas and activities of State concern, and above all, focuses on the great importance of land use in Colorado.

The regional functions in land-use planning will initially be carried out in temporary regional field offices staffed by State personnel from the Land Use Agency and other Departments. Regional boards composed of PMD chairmen will preside over these offices, with advice from a board of local government officials.

Local jurisdictions will continue to function as usual, with the exception of appointing one official to screen permit requests. Projects having more than local significance will be passed on to the regional office for review.

THE IMPLEMENTATION ACTIONS¹⁸

Having described the programs and the organizational "delivery system" for land-use programming, the Commission also recommends strategies by which organizations and programs come together in pursuit of goals and targets. Some of these strategies are interim or short-term, to be pursued during the first few years when the land-use program is in process of being set up and implemented. As experience builds and information on effectiveness is accumulated, needs for re-evaluation and modification of programs will become evident and will form the basis for longer-term strategies. These strategies will take effect as soon as the capability to implement them exists. That capability depends on the passage of enabling legislation.

1974. Certain key actions must be taken initially, to make possible building toward a comprehensive and integrated land-use program. Thus, the initial action, early in 1974, is dominated by legislation—to establish the organizational "delivery system" including the State Land Use Agency and its regional components, to set up a coordinative Interagency Council, to create a State Economic Development Corporation, to enhance the power of State agencies to regulate intrastate land-sales activity, and to strengthen various land-related and reclamation legislation such as planning, zoning, and subdivision—control enabling statutes. The latter half of the year is taken up with setting these institutions in motion.

1975. The second year will see a few new initiatives; it focuses mainly on implementing the permit system and land-use monitoring, establishing the Special Land Agency, and completing the regional and State comprehensive plans.

¹⁸For full discussion, see Chapter X.

Long-term Actions

The longer-term strategy is one of evaluation and adjustment, gapfilling, and public education. These lead to the consolidation of public land-use concerns at each level of government into streamlined, trustworthy, and competent institutions. The Commission has established a land-use program planning process, not a static plan. It proceeds from goals, and targets to programs whose implementation includes monitoring and evaluation so that modification of programs or of goals or targets can take place. Thus, as the State land-use program begins to operate, and as Coloradans begin to perceive its effects, the program can respond flexibly and realistically to new conditions that affect the State's economic health, environment, and overall quality of life.

Supportive materials which influenced the development and recommendations contained in A LAND USE PROGRAM FOR COLORADO are accumulated in eight volumes available for study at the Land Use Commission office library.

The sum of information contained in these volumes was developed in three years of Land Use Commission work— with public hearings, resource inventories, area and statewide mapping programs, interviews, and research and deliberations on techniques for effecting land-use planning.

Two research endeavors, integrated into this Major Report, have been published in book form, and are available through the Land Use Commission offices -- 1550 Lincoln Street, Denver, Colorado 80203. These publications are:

THE DIRECT COSTS OF GROWTH: A comparison of changes
in local government expenditures in growth and non-growth
counties in Colorado.
by
Therese C. Lucas

MOUNTAIN RECREATIONAL COMMUNITIES AND LAND USE —
“The Summit County Experience”
by
Dr. Wilbert J. Ulman