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COLORADO HERITAGE COMMUNITIES PROJECT  
**BAKERVILLE NEIGHBORHOOD**  
**LAND USE PLAN**



*Prepared for* CLEAR CREEK COUNTY

WINSTON ASSOCIATES

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# Clear Creek County

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## **Bakerville Neighborhood Land Use Plan**

### **Executive Summary March 2003**

The Bakerville Neighborhood Land Use Plan was developed in 2001 – 2002 to create a preferred development plan for the project area at the Bakerville interchange of Interstate 70. The project was led by a Clear Creek Heritage Communities committee consisting of members from the Historic District Public Lands Commission, The Metropolitan Recreation District, the US Forest Service, the Clear Creek County Tourism Board, the Clear Creek County Economic Development Committee, the Open Space Commission, the Towns of Georgetown and Silver Plume, and representative property owners. Alternatives were presented to the agencies individually and as a working committee. Two property owner meetings were held.

A range of alternatives were presented from extensive development to a no action alternative. Consensus was reached that the no-action alternative would not resolve the current unmanaged uses and a land plan should be developed. It quickly became evident through this process that either sewage treatment choices would drive the land use, or the land use would drive the choice of sewage treatment. A full 50,000 gallon WWT plant received an initial recommendation from reviewing groups, however, such a plant would require a moratorium on building in the area until an entire development which could sustain the plant was proposed. The development required would be more extensive in land use than desired. The final chosen alternative emphasized the land use plan with the recognition that this plan would utilize sewage disposal systems (ISDS) for systems under 2000 gallons a day and “domestic wastewater treatment works” governed by the Colorado Water Quality Control Commission for larger systems.

The land use plan, displayed on the map on page 20 of the Final Bakerville Neighborhood Land Use Plan, identifies low density residential, restricted recreational/commercial, reservoir, camping, parking, and open space as primary uses for the project area. Agreed upon residential and commercial use limitations are contained in the plan document. Implementation of this plan will require the creation of an overlay zoning of the Bakerville area and is recommended as a component to the County zoning review and Master Plan.

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# 1 BACKGROUND

## 1.1 HISTORY

Bakerville has an interesting history related to mining activities and recreation. Colorado's first silver discovery was made in Steven's Gulch, which is to the west of and accessed through the Bakerville area. Mining came to the Bakerville location in 1865 when John Baker established claims. As silver mining boomed through the 1870's, the railroad was extended from Denver to Georgetown. With hopes of being the first over the Continental Divide, the narrow gauge was extended up Clear Creek Valley to Graymont, just short of Bakerville. As Denver started to grow, Bakerville became the terminus of a train route from Denver. Even in its earliest days, the railroad brought recreationists desiring to climb Gray's and Torrey's along with people wishing to find silver ore. A lodge was established at the jumping off spot for the grand adventure.

The influences of mining and mountain recreation have resulted in a character that remains today in the remnants of mines, structures and the paths of wagon roads and railroad beds.



## 1.2 STUDY PURPOSE

A land use analysis of the Bakerville community was initiated as part of a Colorado Heritage Communities grant. The grant includes an analysis of an internal transit plan for the I-70 corridor between Georgetown and the Eisenhower Tunnel. The Land Use study is responding to growth and the potential for future growth in recreation uses in the Bakerville neighborhood. The Bakerville Concept Plan focuses on providing methods for Clear Creek County to take advantage

of, and provide the facilities needed, to increase and support accessibility, and to improve recreational use of the area. In addition to improving recreation is the need to consider the potential economic benefits to the County.

The consultant team, in concert with the County, invited public comment to assist in identifying issues and concerns about future land use for the Bakerville Neighborhood. Based on an analysis of the pattern of land ownership, environmental opportunities and constraints, in addition to the input of the public and involved agencies, four alternatives were prepared describing a range of possible land use plans for Bakerville. The preferred alternative (Concept Plan) represents a compromise solution that is focused on recreation and the ability to provide infrastructure.

This report identifies appropriate uses for the enhancement of the Bakerville area that meet the economic and environmental needs of the County. The product of this study is a land use development strategy that can be included in the Clear Creek County Master Plan.

### **I.3 EXISTING LAND OWNERSHIP**

Consistent with its past, Bakerville is a small pocket of private ownership based on mining claims. The historical control of the majority of the land is held by federal government agencies such as the U.S. Forest Service (USFS) and the Bureau of Land Management (BLM). In 1995, the BLM transferred an approximate 35-acre parcel, which is the largest parcel within the study area with development potential to Clear Creek County. The analysis focuses on land that is in private ownership, relatively flat, in close proximity to the I-70 corridor and has the potential for development.



## 1.4 EXISTING IMPACTS, OPPORTUNITIES AND CONSTRAINTS

### 1.4.1 EXISTING ZONING

Presently the Bakerville Neighborhood is zoned as Mountain Residential – Single Family Units (MR-1) which:

- Allows a one acre minimum lot size if the parcel was legally created prior to April 2, 1979; and
- Allows a two-acre minimum lot size created after to April 2, 1979.

There also exist a number of cell towers within the neighborhood.

### 1.4.2 RECREATIONAL OPPORTUNITIES

- Gray's and Torrey's/Steven' Gulch Trail - The hike to Gray's and Torrey's Peaks, both over 14,000', have attracted recreational mountain climbers for well over a century. The trail system is advertised and maintained by USFS. Gray's and Torrey's offer the recreation user a challenging hike in the summer as well as a unique alpine experience of skiing the north couloirs during the winter. Below tree line, the trail also offers a high quality

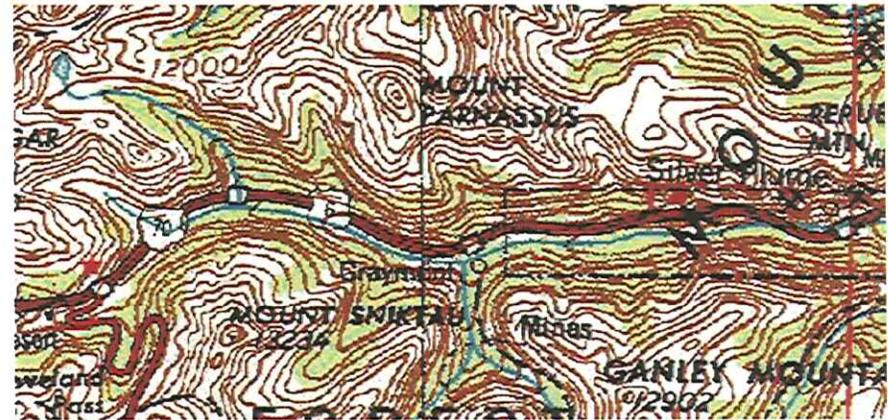


snowshoe or cross country experience. The use of the trail up Steven's Gulch to Gray's and Torrey's has continued to increase over the years. Visitor counts for 2001 identified 25,000 annual visitors with 22,000 visits in the summer and 3,000 visits in the winter.

- Bakerville / Loveland Multi-Purpose Trail - Recently the County has successfully worked with the U.S. Forest Service to create an 8' paved trail from Bakerville to Loveland that is part of the east-west bike trail. The trail provides access to the Continental Divide Trail. This trail offers a year round recreation opportunity for hiking and cycling in the summer and snowshoeing and cross county skiing in the winter.
- Fishing - Fishing in Clear Creek is one of the few Class I high - quality fisheries in the State. The Creek provides a unique opportunity for quality fishing within close proximity of an Interstate Highway.
- Camping - Presently, there are limited camping opportunities in the area. There is no camping in Clear Creek County that is directly adjacent to the I-70 corridor. There is camping is off the Guanella Pass Road, which is operated by the U.S.F.S, and is a considerable distance from Georgetown. Recreationists heavily use the Guanella Pass camping on a short term (usually one night), but there is no developed camping that provides services and places for recreational vehicles.

### 1.4.3 SLOPES

As any local resident understands, much of the Clear Creek County is steep mountainous terrain that offers few opportunities for development. The land within the study area is adjacent to Clear Creek, less than 30% slope and privately owned.



### 1.4.4 ALTITUDE

There are a number of key impacts as a result of the altitude of the study area. The terrain within the study area ranges from approximately 9600 to 9900. At this altitude, the potential for extreme weather is not unusual. The wide range of potential weather is intensified by the how quickly serious weather can move into the area, often without warning. This is caused by the proximity to the Continental Divide and the resulting mountains that block the view of oncoming weather.

Another impact of the altitude is the effect it can have on people unaccustomed to the reduced oxygen supply. Many people are negatively impacted even when traveling from the relatively high altitude of the Denver/Front Range.

However, even with the high altitude, the mountains have always attracted people with an interest in adventure and natural beauty. The ongoing recreational use of Gray's and Torrey's peaks is proof of continued interest in high altitude terrain.

#### *1.4.5 I-70*

Having a heavily used interstate in this narrow mountain valley has impacted the Bakerville area. Average daily traffic volume is over 28,500 vehicles per day and over 10 million vehicles annually. I-70 is the most heavily traveled rural interstate in America (according to the Federal Highway Administration) and is one of the primary routes across Colorado. The traffic creates noise and air pollution as well as disturbing the scenic character of the area. However, I-70 also provides easy access to the area. Currently, there is a Programmatic Environmental Impact Study taking place for the potential of widening I-70 or adding an alternative transportation corridor.



Along with the negatives of high volume traffic comes an opportunity resulting from attracting travelers to stop and support the local economy. The Bakerville exit from I-70 is presently a full interchange that offers the I-70 traveler easy access the Bakerville Neighborhood.

#### *1.4.6 WATER QUALITY/AVAILABILITY*

Clear Creek and its watershed provide high quality water to the municipalities down stream. Any negative impacts to water quality will affect communities and the people that rely on Clear Creek. Combined with the municipal uses of Clear Creek and its watershed, are the environmental issues primarily focused on the State's designation of this portion of Clear Creek as a Class I cold-water fishery.

The use of water in Colorado is strictly controlled by a system of water rights based on priority of use. Since Clear Creek is the water supply for many of the downstream communities, the existing water supply is committed to existing uses. Any development proposed by this study would require the acquisition of existing water rights and the augmentation of any water used as part of the development.



#### *1.4.7 SEWAGE TREATMENT OPTIONS*

In the process of analyzing land uses for the Bakerville area, one of the key factors involves what types of sewage treatment will meet water quality requirements. Any form of development needs to provide treatment.

For purposes of analysis, we broke down treatment options to the following:

- Individual Sewage Treatment Facilities (ISDS) – These systems are also referred to as septic systems and usually treat sewage for a single user. ISDS work by percolating contaminated effluent thru layers of soil and rock before the effluent reaches ground water. ISDS require either soil conditions that will adequately filter effluent or must have material brought in to construction area that will adequately filter effluent.
- Private Waste Water Treatment Facility (WWTF) – These facilities normally service an area where the amount of effluent can not be handled by an ISDS and where the area is not within proximity of larger municipal systems. Essentially a private WWTF is similar in functions to a larger municipal WWTF, but significantly smaller.
- Public Waste Water Treatment Facility – These facilities service broad areas and are generally managed and maintained by municipalities. The closest public WWTF is located in the Town of Georgetown. Although the Georgetown WWTF provides treatment for the Town of Silver Plume,

providing treatment to Bakerville would require an approximately five-mile extension to existing service lines. Presently Georgetown's system is aging and close to capacity. Also the Georgetown WWTF's is negatively affected by the infiltration of drainage into the sewer system thus reducing the capacity of effluent the WWTF can treat.

#### *1.4.8 WILDLIFE*

The Colorado Division of Wildlife has identified the Bakerville Neighborhood as including critical habitat for lynx, boreal toad and black bears. These species are primarily impacted by an increase of human activity within areas of critical habitat. Any additional development within the area will require input by the Colorado Division of Wildlife and the U.S. Fish and Wildlife Service. In the case of lynx, a federally listed endangered species, any development will have to comply with Section 7 of the Endangered Species Act as administered by the U.S. Fish and Wildlife Service.

## 2 ISSUES AND CONCERNS

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An integral part of the process in identifying land uses appropriate for the Bakerville area was the inclusion of the various affected parties in the process. A series of public meetings were held with citizens who have an interest in the area. This included landowners that are either full-time residents or people who use their property in the Bakerville area as a second home. The other primary group was the boards and committees that play a role in the management of the County. This would include the Clear Creek County Commissioners, Georgetown Silver Plume Historic District Public Lands Commission, Clear Creek Master Plan Steering Committee, Clear Creek Economic Development Corporation, Clear Creek County Tourism Board, the Clear Creek County Heritage Communities Committee, the Clear Creek Planning Commission and the U.S. Forest Service. Based on the input from the public and these groups, a list of issues was compiled that provides the basic framework for identifying appropriate land uses for Bakerville.



## 2.1 QUALITY OF LIFE

- The existing quality of life along the I-70 corridor (primarily rural single family residences) will be impacted by development
- Currently, unmanaged recreational uses negatively impact the quality of life.
- High-density development is not compatible with existing quality of life.
- Increases in density results in increased crime.
- Quality of life needs to be preserved.
- Provide services such as gas, food, public safety etc. that are functional to the community

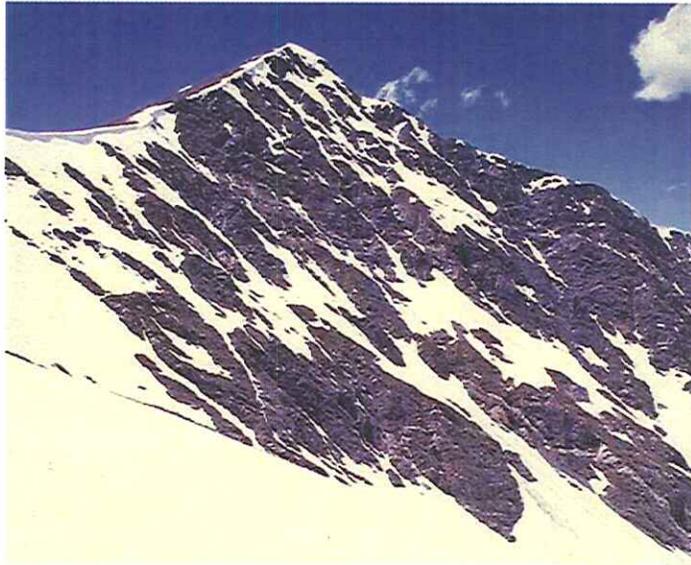
## 2.2 ECONOMIC DEVELOPMENT

- Economic development is a critical issue within the County. The land use plan for Bakerville must not displace existing revenue within the county but result in a new source of dollars by taking advantage of current and increasing recreational use.
- Maximize the use of land to increase sales tax revenue on the long term. This revenue will be used to replace lost or reduced sources of revenue (Henderson Mine).
- Land uses need to direct users to existing business areas rather than taking customers away from existing business.

- The County must consider all approaches to replace the loss of significant tax revenues from the Henderson Mine.
- The present economy has seasonal related peaks and valleys. How can the Bakerville property broaden the economy over four seasons with less valleys and flatter peaks?
- Development needs to pay for itself.
- Impacts on municipal services such as fire, ambulance, police?
- Diverse land ownership mix - State Land Board, Clear Creek, USFS, private. How do these groups interact and work together to make the land use plan function?
- The County may sell the Bakerville land or exchange with the USFS to gain land that better suits the County.

## 2.3 RECREATION

- The East-West America bike trail presently goes thru Bakerville on the Bakerville-Loveland multipurpose trail. What is the impact the trail may have on the land use plan?
- There is existing and future recreation use at Bakerville. How are these uses, such as the heavily used USFS Gray's Peak Trail, integrated into the future land use plan?



- Existing summer and winter recreation use negatively impacts the quality of life due to unmanaged parking, trash and sanitation.
- Impact of additional recreation on existing recreation opportunities. Will increased access or services attract new users?

## 2.4 WATER/WASTEWATER

- How will different potential land use at Bakerville impact downstream water quality?
- If development occurs, what type of sewage treatment will be required?
- How do water quality issues relate to existing conditions?

- Is there available water for any type of development?
- Is there water storage potential on the Country owned land?
- What are the potential impacts on wetlands?

## 2.5 VISUAL

- The existing public land results in a unique scenic corridor. Land uses need to protect scenery.
- The existing visual quality needs to be maintained.
- What is the impact to the USFS “Scenic Corridor” management designation.

## 2.6 WILDLIFE

- There is existing habitat for species of concern or federally listed threatened and endangered species. What is the impact of potential land uses on these species? Will the Endangered Species Act impact potential development?
- Impacts of development on existing wildlife and fishery habitat.

## 2.7 TRANSIT

- Develop an internal private transit system to accommodate residents/visitors.
- Impact of transit/traffic on Silver Valley Road?
- How to accommodate the on or off site parking requirements of recreation users.



# 3 LAND USE SCENARIOS

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## 3.1 ALTERNATIVES IDENTIFICATION

Using the issues, concerns and potential impacts as a framework for appropriate land uses, the consultant team formulated a range of alternatives. Initial evaluation suggests that there are two basic categories of alternatives. In order to respond to the quality of life concerns voiced strongly by local residents, development would need to be consistent with existing adjacent development, with little if any other uses beyond very low-density residential development. However, to respond to the issues related to economic development would result in a higher density development that would need to include, if not focus on, the sales tax generating uses such as retail/commercial uses.

Other key factors in the alternative analysis are the fact that this property is located above numerous water users, both for domestic supply and sewage treatment. The ability to provide domestic water and sewage treatment are major determinant of development. There are limited options for sewage treatment within the project area such as:

- The Georgetown Waste Water Treatment Facility (WWTF) plant could handle the amount of development contemplated in some of the alternatives; however, the plant is negatively affected by the infiltration of drainage into the sewer system. In addition, the capital cost of the sewer line connection is in excess of \$1M.
- A 50,000-gallon private WWTF would meet the demands of the alternatives located at the lowest point within the study area. Although lower cost than a connection to the existing Georgetown WWTF, a private treatment plant still requires significant upfront costs for installation and ongoing cost of maintenance. A WWTF provides the highest level of treatment and results in the highest quality effluent.
- An individual sewage disposal system (ISDS) is an alternative to a WWTF. This type of treatment requires individual systems for each user. ISDS generally limits the amount of wastewater volume and results in a significantly lower level of development. (See section 4.2 for more information on wastewater treatment)

The following alternatives were intended to provide the framework for discussions and further analysis. There is the potential, within the broad framework set by infrastructure demands, to mix and match elements from different alternatives. The objective is to analyze these alternatives, identify the parts that do or do not work, and use the results to create a preferred alternative.

### 3.2 MINIMUM DEVELOPMENT 1

- Single-family development at a minimum of two acre per residential unit such as the existing Mountain Residential - Large-Lot Single Family zoning district. This zoning district does not contemplate a method of sewage treatment, but assumes that to meet State standards for ISDS requires a minimum of three acres. The County



may consider revisions that would allow development density at a two-acre lot size. However this would depend on preliminary investigation of ISDS within the project area.

- Eliminate legal and illegal parking for the public.
- Promote use of a transit system by providing a stop at Bakerville.
- Provide parking near existing retail and services within Clear Creek County.



### 3.3 MINIMUM DEVELOPMENT 2

- Coordinate recreation user services with the USFS such as to allow a concessionaire a small (1000 sf or less) facility targeted at the existing recreation users.

- Include limited emergency services for recreation users, I-70 and local residents. This may include fire, ambulance and rescue in coordination with Clear Creek County and the USFS.
- Single-family development at a density of two acres per residential unit such as the existing Mountain Residential - Large-Lot Single Family zoning district. (This zoning district does not contemplate method of sewage treatment, but the assumption that to meet State standards for ISDS requires a minimum of three acres. The County may consider a special overlay district that would allow development density at a three-acre lot size. However this would depend on preliminary investigation of ISDS within the project area.)
- Eliminate legal and illegal parking for the public.
- Promote use of a transit system by providing a stop at Bakerville.
- Provide parking near existing retail and services within Clear Creek County



### 3.4 MAXIMUM DEVELOPMENT I

- Medium density, single family residential uses similar in density to Georgetown and Silver Plume. A traditional grid street alignment and pedestrian orientation that would allow development consistent with typical mountain mining communities (This does not intend to restrict development to any particular style or attempt to replicate existing community). Single-family homes would be primarily for owner occupation.



- Limited retail primarily to service the residents and the existing recreation users of the Bakerville area.
- Limited parking primarily for the residents
- Eliminate illegal parking for the public and very limited recreation user parking.

- Promote use of a transit system by providing a stop at Bakerville.
- Provide parking near existing retail and services within Clear Creek County

### 3.5 MAXIMUM DEVELOPMENT 2

- Resort type lodging including retail and restaurants related to lodging and existing recreational uses as contemplated in the existing Commercial - Tourism/Recreation zoning district. This use would focus on existing recreation users of the Bakerville area as well as Loveland ski area.
- High-density housing intended primarily for owners, employees and limited short-term rentals.
- On site parking for lodging, retail and recreation users.

To help in the analysis of the alternatives, the following table was prepared to compare the alternatives with the issues that were identified by the public and other interested parties. Under each of the development alternatives, the ability of the alternative to address the issue is identified as positive (yellow), negative (red) or neutral (gray). The analysis was subjective with the intent of assisting in the discussions concerning each alternative. The purpose of the discussions is to help identify an entire alternative or portions of an alternative and best understand how those elements fit the needs of the community.



This format helps to define areas where compromise is necessary and thus help to identify a plan that best responds to the community's needs and concerns.

### 3.6 ALTERNATIVE ANALYSIS

The four alternatives were presented to Georgetown Silver Plume Historic District Public Lands Commission, Clear Creek Economic Development Corporation, Clear Creek County Tourism Board and the Clear Creek County Heritage Communities Committee. It was the consensus of these agencies that none of the four alternatives represent a workable middle of the road solution. However, the agencies determined that there were elements of four alternatives that did represent a preferred alternative that focused more directly on recreation. The Neighborhood Concept Plan resulted from a combination of elements from the four alternatives.

CLEAR CREEK HERITAGE STUDY  
IMPACTS / ISSUES ANALYSIS

The following table lists the issues that were identified by the public and other interested parties. Under each of the development alternatives the ability of the alternative to address the issue is identified as either positive (yellow), negative (red) or neutral (gray). The analysis is subjective and is intended as a starting point for discussion concerning each alternative

Issues Identified by the Public	Minimum Development One	Minimum Development Two	Maximum Development One	Maximum Development Two
<b>Quality of Life</b>				
▪ The existing quality of life along the I-70 corridor (primarily rural single family residences) will be impacted by development.				
▪ Unmanaged recreational uses currently negatively impact the quality of life.				
▪ High density development is not compatible with existing quality of life.				
▪ Increases in density results in increased crime.				
▪ Quality of life needs to be preserved				
▪ Provide services such as gas, food, public safety etc. that are functional to community				
<b>Economic Development</b>				
▪ Economic development is a critical issue within the County. The land use plan for Bakerville must not displace existing revenue within the county, but result in a new source of dollars by taking advantage of current and increasing recreational use.				
▪ Maximize use of land to increase sale tax revenue on the long term to replace lost or reduced sources of revenue (Henderson Mine).				
▪ Land uses need to direct users to existing business areas rather than taking customers away from existing business.				
▪ With the loss of significant tax revenues from the Henderson mine, the County must consider all approaches to replace those loss dollars.				
▪ The present economy has seasonal related peaks and valleys. How can the Bakerville property broaden the economy over four seasons with less valleys and flatter peaks?				
▪ Development needs to pay for itself				
▪ Impacts on municipal services such as fire, ambulance, police?				
▪ Diverse land ownership mix - State Land Board, Clear Creek., USFS, private. How do these groups interact to work together to make the land use plan function?				
▪ The County may sell the Bakerville land or exchange with the USFS to gain land that better suits the County's responsibilities				

<b>Recreation</b>				
▪ The Ease-West America bike trail presently goes thru Bakerville on the Bakerville-Loveland multipurpose trail. What is the impact the trail may have on the land use plan?				
▪ There is existing and future recreation use at Bakerville. How are these uses such as heavily used USFS Gray's Peak Trails, integrated into the future land use plan?				
▪ Existing summer and winter recreation use negatively impacts the quality of life due to unmanaged parking, trash and sanitation.				
▪ Impact of additional recreation on existing recreation opportunities. Will increased access or services attract new users ?				
<b>Water/Waste Water</b>				
▪ How will different potential land uses at Bakerville impact downstream water quality?				
▪ If development occurs, what type of sewage treatment will be required?				
▪ How do water quality issues relate to existing conditions?				
▪ Is there available water for any type of development?				
▪ Is there water storage potential on the County owned land?				
▪ What are the potential impacts on wetlands?				
<b>Visual</b>				
▪ Existing public land result in a unique scenic corridor. Land uses need to protect scenery.				
▪ The existing visual quality needs to be maintained.				
▪ What is the impact to the USFS "Scenic Corridor" management?				
<b>Wildlife</b>				
▪ There is existing habitat for species of concern or T&E species. What is the impact of potential land uses on these species? Will potential development be impacted by the Endangered Species Act?				
▪ Impacts of development on existing wildlife and fishery habitat.				
<b>Transit</b>				
▪ Develop an internal private transit system to accommodate residents/visitors.				
▪ Impact of transit/traffic on Silver Valley Road?				
▪ How to accommodate the on or off site parking requirements of recreationalists.				

## 4 NEIGHBORHOOD CONCEPT PLAN

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### 4.1 DESCRIPTION OF CONCEPT PLAN - PREFERRED ALTERNATIVE

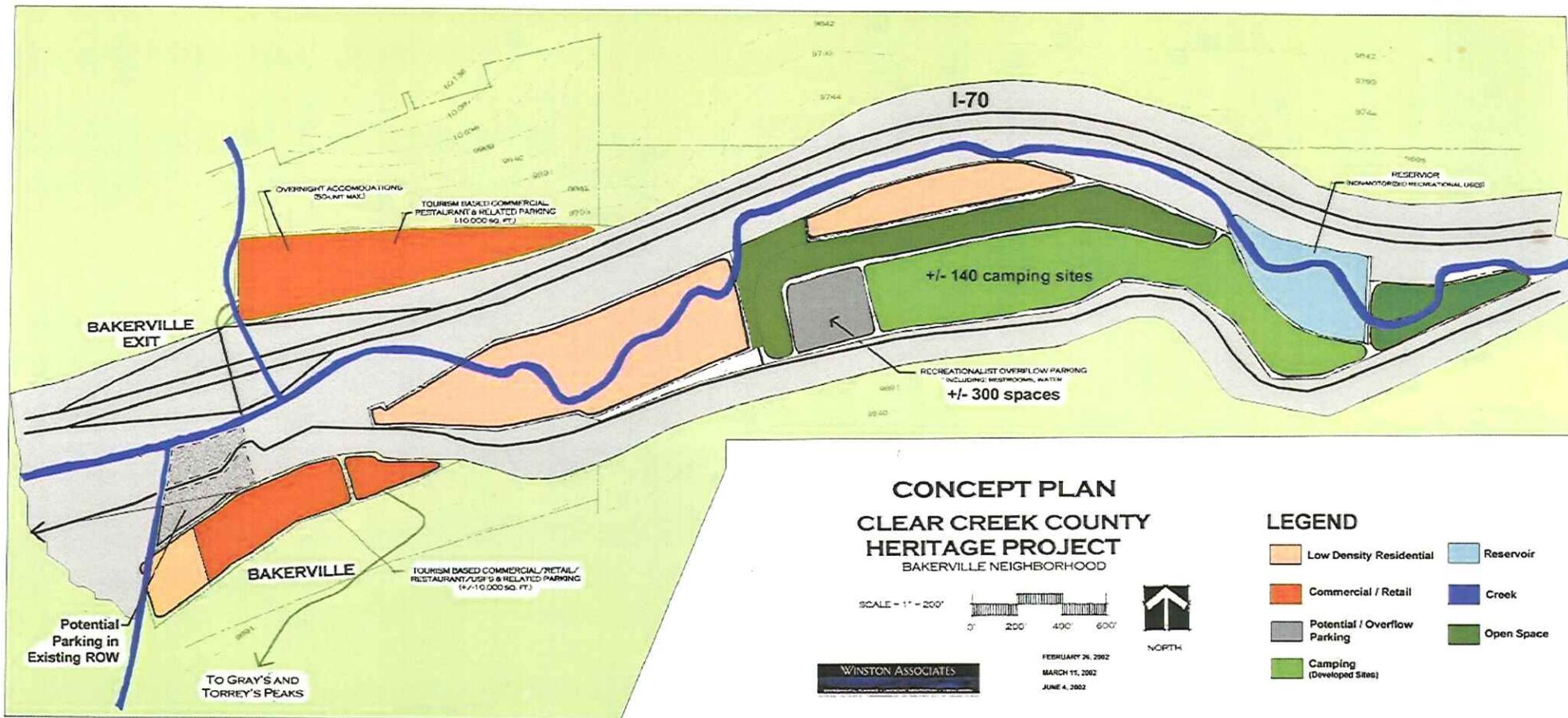
The Bakerville Concept Plan proposes a mix of recreation oriented lodging, retail and commercial uses to serve the large numbers of enthusiasts accessing Grays and Torrey's Peaks through Steven's Gulch as well as attract traffic from I-70. The uses are proposed for the flat terrain in close proximity to the Bakerville exit off I-70. Overflow parking west of the camping area would provide an excellent location for a transit connection that links the County along its east-west axis.

The remainder of the private land within the study area is proposed to remain residential. The density of the residential development would remain similar to existing homes in the area and comply with the existing County MR-1 zoning, resulting in approximately one home per two acres.

The County land, acquired from the U.S. Bureau of Land Management, is proposed for a variety of related uses. The County has applied for a water storage reservoir on County owned property at the east of the project area. If the County is successful in obtaining the rights to construct the reservoir, it

would add a valuable amenity and help improve the County's ability to store existing municipal water rights.

The County property is adequately sized to accommodate the reservoir, provide additional recreation potential through the inclusion of developed camping as well as provide additional parking for visitors. Presently there are few developed campsites adjacent to I-70 within the County, or parking for the volume of people presently attempting to recreate in the Bakerville neighborhood.



**CONCEPT PLAN**  
**CLEAR CREEK COUNTY**  
**HERITAGE PROJECT**  
 BAKERVILLE NEIGHBORHOOD

SCALE = 1" = 200'

WINSTON ASSOCIATES

FEBRUARY 26, 2002  
 MARCH 15, 2002  
 JUNE 4, 2002



**LEGEND**

- Low Density Residential
- Commercial / Retail
- Potential / Overflow Parking
- Camping (Developed Sites)
- Reservoir
- Creek
- Open Space

## 4.2 SEWAGE TREATMENT

Because of the impact sewage treatment has on the ability to develop within the study area, the alternatives looked at the variety of sewage treatment options possible at Bakerville. The consensus among the reviewing groups was that a WWTF is a recommended element of the Concept Plan. The following information is intended to help provide further insights into the issues related to sewage treatment.

### 4.2.1 THE GEORGETOWN WWTF

The Georgetown plant could handle the amount of development contemplated in some of the alternatives, however the capacity of the plant is negatively impacted by the infiltration of drainage into the sewer system. Even with infiltration improvement to the existing Georgetown WWTF, the installation of an approximately five-mile service line to Bakerville would cost approximately \$925,000 alone. This cost does not include the cost of connecting individual users to the service line or any legal costs in modifying the service district. The cost of this solution was the primary reason for not including an extension to the existing Georgetown facility in the preferred alternative.

### 4.2.2 PRIVATE WASTE WATER TREATMENT FACILITY

Based on preliminary analysis of development, a 50,000-gallon private WWTF would meet the demands of the Preferred Alternative. (Note that this includes a peak flow estimated at five times normal sewage flows.) The 50,000-gallon private WWTF will cost approximately \$250,000 with the added cost of approximately \$200,000 to setup a district. Permitting would also be required which the downstream users have challenged in Clear Creek County.

The private WWTF is regulated by the State and must treat water to a level set by the State for this portion of Clear Creek (cold water Class 1). The WWTF would require the County to take the following actions:

- Because of the cost of construction, the WWTF and the costs of setting up a municipal district to run the WWTF, the County would likely have to fund the WWTF. This would require a bond to fund the WWTF and the County could recoup its costs by selling sewer taps within the neighborhood. The cost of the sewer taps would likely be less than the cost of an individual sewage treatment system.
- Prior to the construction of the WWTF, the County would need to declare a moratorium on

development within the Bakerville Neighborhood until the WWTF was completed. To fund the costs of the WWTF, all new development and any redevelopment of existing development would need to be required to be serviced by the WWTF. If any new development were allowed to proceed without being included in the WWTF service area, the cost of the facility would be spread between fewer users.

The reviewing group selected the construction of a private WWTF, as part of the Preferred Alternative, but the issues of who was to pay for the cost of the facility was not discussed.

#### 4.2.3 INDIVIDUAL SEWAGE DISPOSAL SYSTEM (ISDS)

ISDS are generally regulated by local Boards of Health except for systems treating more than 2000 gallons per day. The Colorado Water Quality Control Commission regulates systems that treat more than 2000 gallons per day as a “domestic wastewater treatment works” requiring site approval to construct and discharge permits to operate. ISDS has the following positive and negative impacts:

- The cost of sewage treatment is borne by each individual property owner. The County would

not have to take on the task of funding the cost of a WWTF.

- Generally ISDS does not treat water to the same water quality standards as a WWTF resulting in potential impacts to Clear Creek and ground water.
- ISDS is regulated locally for systems under 2000 gallons per day, systems over 2000 gallons per day will be scrutinized at similar level as a WWTF by down stream water users.
- ISDS depends upon the ability of local soils to filter sewage. If the local soils drain too quickly to provide adequate filtration, material needs to be brought on site thus adding to the cost of construction.

The reviewing group did not select ISDS for inclusion in the Preferred Alternative due to limitation on size and lack of efficiency in treating effluent.

### 4.3 LAND USE DESCRIPTIONS

The following information describes proposed land uses for the Bakerville Neighborhood as recommended by the reviewing committees.

#### 4.3.1 RESIDENTIAL

- Single Family homes only with the option of accessory dwelling units with special review.
- Use existing Clear Creek County Zoning Mountain Residential District. (MR-1)



#### 4.3.2 RETAIL/RECREATION/GOVERNMENT (PROPERTY AT THE BASE OF STEVENS GULCH)

- Convenience store (No gas stations).
- Eating and drinking without drive thru.
- Public services such as fire, police, ambulance, etc. as well as daycare.



- U.S. Forest Service facility with limited parking and access to trailheads.
- Recreational visitor/nature center.
- Limited parking to serve the facilities, not the large volume of recreational parking that presently occurs.
- Visitor/nature center with limited shopping included.
- Bed and breakfast or other overnight lodging that would allow for limited stay (14 day limited stay) without individual cooking facilities.
- Maximum lodging units 50.

#### 4.3.3 *LODGING AND RECREATION* (North side of I 70)

- Bed and breakfast or other overnight lodging that would allow for limited stay (14 day limited stay) without individual cooking facilities.
- Maximum lodging units 50.
- No gas stations.
- Restaurant without drive thru.



#### 4.3.4 *BLM AND COUNTY (APPROXIMATELY 35 ACRE PARCEL ADJACENT TO CLEAR CREEK AND EAST OF BAKERVILLE EXIT)*

- Campground (14 day limited stay) with trailer/RV hook up, showers, bathrooms, caretaker residence.
- Convenience store for campers.
- No gas station.

- Private WWTF that provides service to all development within the planning area. A service district would need to be formed to manage the facility and that entity could consider providing service to a broader area although the service area would be restricted based on the capacity of the Sewage treatment facility.
- Open Space to buffer campground use from I-70 and adjacent land uses.
- Reservoir located as identified by the County and the Clear Creek County Economic Development Corporation.
- Recreation parking (300 parking spaces) along with minimal services such as restrooms and water for overflow recreation parking.

# 5 IMPLEMENTATION

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The purpose of the Bakerville Neighborhood Concept Plan is so the County can implement the ideas on the ground. The Plan identifies a number of land uses that are defined in narrow terms. The objective is to direct development in Bakerville to uses that are compatible with the existing character of the community while providing some economic benefit to the County. Thus the methods proposed to implement the Plan are the final critical component.

We are suggesting a combination of possible approaches that will help landowners, and the community as a whole, understand what is the potential for the study area. The following discussion looks at these methods starting with the simplest ways for the County to regulate development to more complicated, but often more effective, methods of directing development.

## 5.1 RE-ZONE TO INCLUDE COUNTY ZONING DISTRICTS

The Clear Creek County Zoning Regulations include the Mountain Residential – Single Family Units district (MR-1). This district allows for newly created parcels to be a minimum of two acres. This district is well suited for the proposed residential areas. Design Guidelines should be included as part

of an overall neighborhood plan that addresses requirements such as architectural elements that define neighborhood character.

## 5.2 NEW ZONING DISTRICTS

Because of the narrow definition of uses proposed for the non-residential areas, existing zoning districts are too broad to be utilized in the areas designated for retail, lodging and camping. The process of creating new zoning districts, besides requiring a significant effort in drafting, would relate only to the specific areas within Bakerville. The application of spot zoning in this situation is inappropriate, inefficient and is not recommended.

## 5.3 NEIGHBORHOOD PLAN/OVERLAY DISTRICT

An alternative to new zoning districts is to create an overlay district that adds conditions specific to the area of the district. The overlay district is an addition to the constraints of the existing zoning district and addresses both the change in zoning for property that is not now zoned for the proposed uses, as well as tightly defining the uses allowed. The overlay district could use the Land Use Description in section 4.3 of this report as the basis for the overlay district along with the appropriate

existing Clear Creek County zoning districts. For example, the property north of I-70 is presently zoned Mountain Residential and does not allow the lodge and retail uses proposed by this study. The overlay district would change the zoning to Commercial – Tourism/Recreation (C-TR) and then identify elements of the C-TR district that do not apply and identify additional constraints specific to this area within the overlay district. In a similar manner, the overlay district could rezone the BLM/County property to the Recreational Vehicle/Commercial Camping Park District (RVP) which generally defines the uses and then the overlay district would identify additional conditions for development.

The benefit is that the property owners and the County have a clear understanding of the conditions that impact the ability to develop specific property. The overlay plan can be inserted into the County Zoning Regulations as a specific section defining the use and character of the Bakerville neighborhood.

#### 5.4 DESIGN GUIDELINES

Design Guidelines, by being included in the overlay district/neighborhood plan, would have the importance and legal status of the zoning districts and requires the County to include these elements in their review responsibilities. Typically design guidelines define the general character of neighborhood by

identifying parameters such as building height, minimum and maximum square footage, roof slope, roof material, landscaping, fencing, exposed foundations, driveway and parking surfaces, window types, screening of mechanical uses, etc.

#### 5.5 COUNTY COMPREHENSIVE PLAN

The following is a brief review of the how this study coordinates with the elements of the County Comprehensive Plan:

- Land Use and Growth Coordination – This study defines the various land uses allowed within the Bakerville neighborhood and proposes the intensity for each use.
- Housing – The conclusion of the public and the involved agencies/committees is that the Bakerville neighborhood is not the place for high-density housing. An alternative analyzed as part the study proposed a significantly denser residential neighborhood, but the concept was not acceptable.
- Economic Development – One of the objectives of this study was to recommend land uses in the Bakerville Neighborhood that will add to the sale tax revenue base for the County. This concept was tested as part of the alternatives analysis. The

opportunity for sales tax producing uses is limited based on location and the desires of the reviewers.

- Transportation – As part of the Colorado Heritage Communities grant, LSC Transportation Consultants, Inc. prepared the Silver Heritage Area Internal Transit Plan, which includes the Bakerville Neighborhood. This plan makes recommendation to the County on how to provide for long-term transit needs. The Strategic Transit Plan suggests the coordination of existing resources, establish and promote Park-and-Ride Lots, establish a Rideshare Program and the connection of future transit services to available recreational opportunities.
- Public Improvements and Infrastructure – The alternatives were driven by the ability to provide wastewater treatment in an area that presently has limited public improvements and infrastructure. Due to location and condition of existing infrastructure, public improvements are not available and that private WWTF is a reasonable option.
- Parks, Open Space and Recreation – Recreation is the primary public activity in the Bakerville Neighborhood. The improvement and enhancement of recreational opportunities, through the addition of retail oriented to the recreation user, lodging, developed camping and the integration of a U.S.

Forest Service facility will meet the goal of enhancing recreation opportunities.

- Community Culture – Many of the decisions made concerning the density and character of the proposed development were based on community responses. The Bakerville neighborhood was strongly focused on maintaining the present “low density” character. This resulted in limiting the potential to develop to specific uses.
- Preservation of Mineral and Other Natural Resources The study area was limited to privately owned land and County land. The mineral resources maybe worth extraction in these areas, but the overall impacts generally outweigh the value of the minerals. The visual character of the area, along with needing to access recreation, limits alternative uses of the land.

## 5.6 COUNTY CAMPGROUND DEVELOPMENT AND MANAGEMENT

To help analyze the viability of using the County property for camping, the U.S.F.S was contacted concerning the use of the Guanella Pass campground. The U.S.F.S said that the Guanella facility is reserved the majority of the time for primarily short-term use on the weekends. The Guanella Pass campground is not in proximity to I-70 and does not provide facilities for recreational vehicles. The County campground would provide for a wider variety of users with easy access from I-70.

The developed camping area can be managed in a variety of ways. The County can retain ownership of the property, develop the facility and lease the operation of the facility to a user. Obviously, this option will generate the most revenue for the County, but will also require the County to expend capital dollars upfront to construct the facilities.

To reduce cash upfront for the County, the property could be leased on a long-term basis to a user who would be required to improve the property based on the neighborhood plan and the contractual agreement with the County.

In either situation the County needs to be in a position to identify the uses, activities and management of the property in a detailed manner.

## 6.1 EFFECTIVENESS OF CONCEPT PLAN / RELATION TO ISSUES AND CONCERNS

The land use analysis of the Bakerville Neighborhood focuses on providing methods for Clear Creek County to take advantage of and provide facilities needed to increase and support accessibility while improving recreational use of the area. Included with the desire to improve recreation is the need to consider the potential economic benefits to the County.

The following table lists the issues identified by the public and responsible agencies, as compared to how the Concept Plan responds to each issue. The section on sewage treatment has been divided into a section on WWTF and ISDS.

As the Concept Plan was being reviewed, property owners in the study area identified a significant concern. The issues associated with the WWTF (purchase of sewer taps and moratorium on development until the WWTF is available) may significantly increase development costs and delay any development for an undetermined period of time. An analysis

of the cost for sewage treatment generally reveals that WWTF is less expensive and provides a higher level of treatment than ISDS, but requires some entity (in this case the likely entity is the County) to front the money to pay for the WWTF (design, permitting, district setup, construction, maintenance, etc.) and possibly wait an undetermined length of time to recoup their expenses through the sale of taps.

The Land Use Plan of the preferred alternative could be accomplished through the use of ISDS systems or other alternative wastewater treatments such as evaporative composting. The land use plan and permitted uses are the primary concern of the property owners, not the WWTF. The use of individual alternative systems would permit the land development to occur in phases.

## 6.2 BAKERVILLE NEIGHBORHOOD CONCEPT PLAN ANALYSIS

The following table lists the issues that were identified by the public and responsible agencies. The issues are followed by a description of how the Concept Plan responds to the issue. The effectiveness of the Concept plan is displayed as green (most effective), gray (neutral), red (not effective).

QUALITY OF LIFE	CONCEPT PLAN EFFECTIVENESS
The existing quality of life along the I-70 corridor (primarily rural single family residences) will be impacted by development.	The Plan proposes a residential density as per the Mountain residential – Single Family units zoning District or minimum two acre lots
Unmanaged recreational uses currently negatively impact the quality of life.	The Plan proposes limited parking at the entrance to Stevens Gulch and provides for overflow parking within proximity to Stevens Gulch. Also the plan proposes lodging and camping oriented to the recreation users, which will reduce unmanaged parking. However, the change in uses is only partially effective without increased enforcement.
High-density development is not compatible with existing quality of life.	The Plan does not include high density residential
Increases in density results in increased crime.	The Plan does propose a minimal increase in residential density, but does suggest more significant increase for lodging and retail. With more people comes the potential for increased crime, however, because of the focus of development on service recreation users and the ability to monitor parking areas, the increase in crime will not be significant.
Quality of life needs to be preserved	The Plan maintains residential density while adding retail and community services that benefit both the general public and the community

Provide services such as gas, food, public safety etc. that are functional to community	The Plan proposes retail focused on the recreation user primarily due to the small size of the existing community. The Plan proposes public safety uses
<b>ECONOMIC DEVELOPMENT</b>	
Economic development is a critical issue within the County. The land use plan for Bakerville must not displace existing revenue within the county, but result in a new source of dollars by taking advantage of current and increasing recreational use.	The Plan focuses new uses on providing services and opportunities on the Bakerville recreation users to generate additional sales tax dollars without replicating existing retail in other location within the County.
Maximize use of land to increase sale tax revenue on the long term to replace lost or reduced sources of revenue (Henderson Mine).	The Plan proposes uses that do not maximize sales tax revenues in response to community concerns about density, impacts on existing retail, etc.
Land uses need to direct users to existing business areas rather than taking customers away from existing business.	The Plan has little direct relationship to other retail activities within the County.
With the loss of significant tax revenues from the Henderson mine, the County must consider all approaches to replace those loss dollars.	The Plan proposes uses that do not maximize sales tax revenues in response to community concerns about density, impacts on existing retail, etc.
The present economy has seasonal related peaks and valleys. How can the Bakerville property broaden the economy over four seasons with less valleys and flatter peaks?	The Plan proposes uses that will allow for a broader recreation season in Bakerville and thus reduce the peaks and valley in the present economy.
Development needs to pay for itself	There will need to be a trade off between private development and the County to balance the cost of critical infrastructure improvements such as the WWTF and economic development. Because of the relatively untried market in Bakerville, private development may require support from the County initially to proceed with any development.

Impacts on municipal services such as fire, ambulance, police?	Increased uses result in increase impacts on municipal services. This will be balanced by providing places for municipal services to be located within the Bakerville neighborhood.
Diverse land ownership mix - State Land Board, Clear Creek., USFS, private. How do these groups interact to work together to make the land use plan function?	The Plan focuses on private land, which is under the jurisdiction of the County. The County's regulation will occur in changes to the Comprehensive Plan, Zoning Regulation and the preparation of a Neighborhood plan
The County may sell the Bakerville land or exchange with the USFS to gain land that better suits the County's responsibilities	The Plan has not contemplated land exchanges
<b>RECREATION</b>	
The Ease-West America bike trail presently goes thru Bakerville on the Bakerville-Loveland multipurpose trail. What is the impact the trail may have on the land use plan?	The bike trail and access to Grays and Torreys are the primary reason for location retail services limited to recreation users at the base of Steven's Gulch.
There is existing and future recreation use at Bakerville. How are these uses such as heavily used USFS Gray's Peak Trails, integrated into the future land use plan?	The plan proposes uses that provide services to the USFS Gray's Peak Trail's.
Existing summer and winter recreation use negatively impacts the quality of life due to unmanaged parking, trash and sanitation.	The Plan proposes a combination of recreation-oriented services with additional parking. However, enforcement is the most critical part reducing the negatives impacts.
Impact of additional recreation on existing recreation opportunities. Will increased access or services attract new users?	With improved services and better access recreation use will likely increase.

WATER/WASTE WATER	WWTF	ISDS
How will different potential land uses at Bakerville impact downstream water quality?	The Plan proposes a private WWTF that will treat sewage effluent eliminate possible downstream impacts.	Individual property owners provide sewage treatment for their property only. Systems under 2000 gallons are administered by the County and systems over 2000 gallons are administered by the State. There is the potential for increase impacts on water with ISDS.
If development occurs, what type of sewage treatment will be required?	Private WWTF would need to be constructed prior to development with the costs born by a single entity such as the County or a district. Development would need to be required to connect to the WWTF so the entity paying for the WWTF can recoup there costs.	Property owners would construct their own ISDS. Those facilities that generate less than 2000 gallons of effluent per day will be administered by the County Health Department with the State regulating systems over 2000 gallons with a process similar to the approval of an WWTF.
How do water quality issues relate to existing conditions?	The existing conditions related to the high altitude, the limited activity within the Clear Creek water shed above Bakerville and the ability to treat sewage maintain water quality were one the primary concerns of	ISDS tends to be less effective at cleaning sewage effluent than WWTF. ISDS may impact downstream water quality

	the Concept Plan preparation.
Is there available water for any type of development?	Water availability will need to be determined on a property by property basis
Is there water storage potential on the County owned land?	The Plan proposes a water storage facility on the County owned land.
What are the potential impacts on wetlands?	Plan proposes either low-density residential development or open space adjacent to Clear Creek. This will avoid significant wetland impact, but wetland impact need to be considered on a property-by-property basis.
<b>VISUAL</b>	
Existing public land result in a unique scenic corridor. Land uses need to protect scenery.	The Plan proposes uses in area that are on some of the only relatively flat land in the Bakerville area. These areas are either screened from views from I-70 users such as the proposed camping area or in areas that are not highly visible.
The existing visual quality needs to be maintained.	See previous comment
What is the impact to the USFS "Scenic Corridor" management?	See previous comment
<b>WILDLIFE</b>	
There is existing habitat for species of concern or T&E species. What is the impact of potential land uses on these species? Will the Endangered Species Act impact potential development?	Section 7 (of the Endangered Species Act) consultation required by the U.S. Fish and Wildlife Service will need to be completed on a property by property basis
Impacts of development on existing wildlife and fishery habitat.	Existing development including the I-70 corridor have already impacted habitat to an extent. The construction of a WWTF will help maintain water quality and protect fishery habitat.

TRANSIT	
Develop an internal private transit system to accommodate residents/visitors.	See “Silver Heritage Area Internal Transit Plan” by LSC
Impact of transit/traffic on Silver Valley Road?	See “Silver Heritage Area Internal Transit Plan” by LSC
How to accommodate the on or off site parking requirements of recreationists.	The Plan proposes limited parking at the mouth of Steven’s Gulch with additional parking located on the County parcel.

### 6.3 WHAT’S NEXT

The County, with primary regulatory responsibility, has to adopt or modify the Concept Plan. The decision makers are faced with the following decision options:

- Accept a level of development that is defined in the Concept Plan and take financial responsibility for the WWTF. The Bakerville Neighborhood Concept Plan does not maximize the opportunity for development and the related increase in generation of sales tax revenue, but does respond to local concerns related to quality of life. The WWTF will maintain water quality in Clear Creek, but will be highly scrutinized by downstream water users to protect their water supply.
- Accept a level of development that is defined in the Concept Plan and allow ISDS. The Concept Plan does not maximize the opportunity for development and the related increase in generation of sales tax revenue, but

does respond to local concerns related to quality of life. Each property owner will be responsible for the cost of sewage treatment. Commercial users that will generate more than 2000 gallons per day will need to obtain the appropriate permits from the Colorado Water Quality Division. Non-residential users such as campgrounds and the overflow parking will likely require an ISDS that will need to treat more than 2000 gallons per day. Single-family homes can usually be serviced by systems that treat less than 2000 gallons per day.

- The County can choose to modify the proposed level and type of development that could support a WWTF. This would likely include increased density of homes, change in the type and amount of non-residential uses such as restaurants, retail, gas stations, lodging etc. as proposed in Maximum Development Two Alternative.

Based on which option the County selects, the County can then proceed with the following actions:

- The specifics of the overlay district would need to be adequately defined to be included in the County Master Plan. As suggested in section 5.3 of this report, the overlay district would include specific land uses, acceptable sizes and density of uses and design guidelines that would define the uses within the overlay district beyond those restrictions stated in the zoning district. The overlay district would include the appropriate County Zoning Districts that meet the intentions of the option selected by the County for the Bakerville Neighborhood.
- Prior to proceeding with the approval of the overlay district, the individual property owners within the neighborhood would need to agree with the zoning change and the conditions of the Overlay District for the process to proceed. Assuming the property owners are agreeable, the County could take action to include the overlay district in the County master plan, rezone the property within the Bakerville Neighborhood
- With the overlay District defined and the property rezoned, the County can then proceed with the development of county property for a campground as discussed in section 5.3 and the overflow parking.

Based on which approach the County selects, they can either plan the campground internally and develop the facility themselves or identify a developer/operator who would plan and operate the campground for the County. Prior to proceeding with any actions concerning the campground and the overflow parking, the County needs to contact the U.S.F.S concerning the campground and explore U.S.F.S involvement in the facilities.

