



Town of Grand Lake
Municipal Lands

Master Plan

DECEMBER 2023

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Grand Lake
Municipal Lands

Master Plan - Final Draft

December 2023

Acknowledgments

Town of Grand Lake

Town Staff

JOHN CRONE

Town Manager

KIM WHITE

Community Development Director

GRAND LAKE PLANNING COMMISSION

Commissioner John Murray

Commissioner Judy Burke

Commissioner Heather Bishop

Commissioner Christina Bergquist

Commissioner Greg Finch

Chairman James Shockey

Commissioner Heather MacSarrow

STEERING COMMITTEE

Kyle Masterson

Janet Swandby

Gary Casalo

Don Chubb

Robert Miller

William (Bill) Mueller

Kirsten Heckendorf

Charles Oliver

Greg Finch

Rick Johnson

Johne Garnett

Bob King

Kate Elliott

Consultant Team

MUNDUS BISHOP

Planning, Prime Consultant

ANDERSON HALLAS ARCHITECTS

Architecture

GRAND LAKE BOARD OF TRUSTEES

Mayor Steve Kudron

Trustee Michael Arnston

Trustee Michael Sobon

Trustee Daryn Packer

Trustee Christina Bergquist

Trustee Baxter Strachan

Mayor Protem Ernie Bjorkman

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Chapter

01

Introduction

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Planning Purpose

This project creates a Municipal Lands Master Plan for the Town of Grand Lake to guide future decisions regarding highest and best use, capital improvements, and maintenance over the next ten years. The Municipal Lands Master Plan addresses Town-owned, active, vacant and occupied buildings and lands.

This Municipal Lands Master Plan is necessary to reflect community goals and objectives and to formulate implementation strategies for highest and best use of Town-owned land and real estate. The plan serves as a decision-making tool to assist future development of facilities, infrastructure, and programming. Recreation in Grand Lake has a strong emphasis on use of Town-owned and operated facilities and infrastructure, Town partnerships with County, USFS, NPS, Trail Groomers, HTA and Recreation District resources, trail systems, and opportunities outside the incorporated boundaries of Grand Lake.

Grand Lake is a community that recognizes the importance of preserving and enhancing its historic, small-town character, the roots from which it grew, and preserving the natural environment in which it resides.

The Municipal Lands Master Plan is guided by previous planning initiatives. These include the recent 2020 Comprehensive Land Use Plan, in which significant public input was obtained from a wide range of local stakeholders. Other planning initiatives that influence the plan include Headwaters Trail Alliance Strategic Trails Plan (2019); Downtown Grand Lake Community Assessment (2013); Gateway Community Livability

Assessment and Recommendations Report (2014); Wayfinding Master Plan (2014); and Parks, Open Space and Trails (POST) Plan (2009).

Methodology

The Municipal Lands Master Plan was prepared using a consistent approach to all Town-owned, active, vacant, and occupied buildings and sites. The existing condition of each property was evaluated, goals and objectives developed, and future uses / planning identified.

The information included in the facility and site assessment was obtained during field investigations conducted on September 17, 2021, completed by Mundus Bishop and Anderson Hallas with support by Town staff. This information was compiled and complimented with available Town-provided documentation. Opportunities will be further reviewed and developed with town staff and during the public outreach process.

Building Assessment Methodology

- Reconnaissance-level investigation for the buildings were conducted to assess the integrity of each structure and is not an exhaustive facility conditions assessment. As such, some identified deficiencies, e.g., non-compliant accessibility items, are described in general terms.
- No destructive testing or investigation was performed.
- Structural systems and building system components such as mechanical, electrical, fire suppression, etc. were not within the scope of this review.

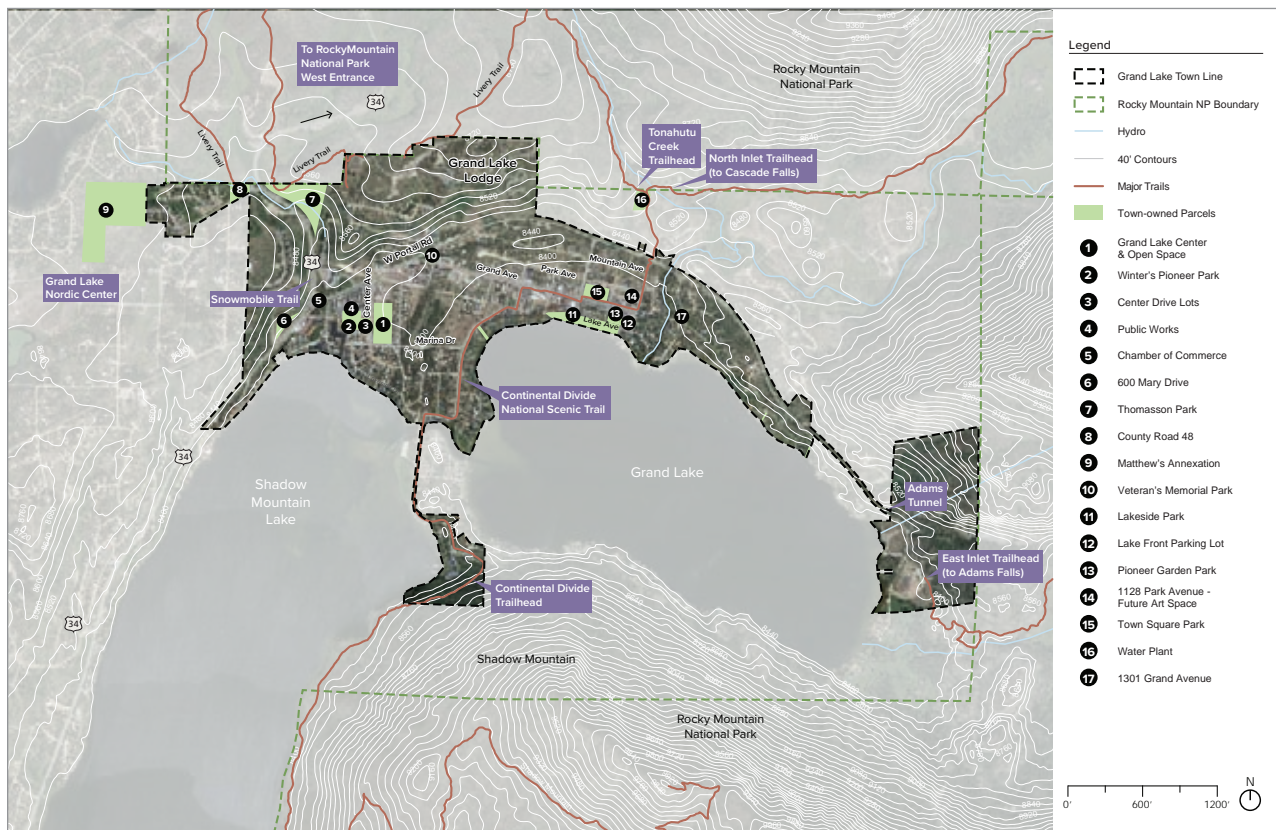


Figure 2. Context Map

Study Area

The properties addressed within the Municipal Lands Master Plan are Town-owned, active, vacant, and occupied buildings and lands. These properties were initially identified by Town staff and described in the Request for Proposals dated February 2021. The extent of review and consideration of each individual property was evaluated during the planning process with those elements and operations expected to continue without modifications were removed from further evaluation.

1. Grand Lake Center and Open Space, Winter's Pioneer Park, Center Drive Lots, and Public Works
2. Chamber of Commerce and 600 Mary Drive
3. Thomasson Park
4. County Road 48
5. Matthew's Annexation
6. Veteran's Memorial Park
7. Lakeside Park, Lakefront Parking Lot, and Pioneer Garden Park
8. 1128 Park Avenue Parking Lot — Future Art Space
9. Town Square Park (Town Hall, Community House, Pitkin Annex)
10. Trailheads



Figure 3. Planning Process

Planning Process

The Municipal Lands Master Plan was developed through a collaborative planning process involving Town staff, a steering committee representing a broad cross section of the community, the Town's Board of Commissioner and the Grand Lake community.

The planning process was guided by a robust community outreach that included community surveys and open houses. The outreach process reached more than 40 organizations and more than 500 participants.

Community and steering committee input guided recommendations for future uses and improvements, ensuring the Town's future efforts align with community needs and priorities in terms of programs and facilities.

Public Participation

Steering Committee

- 1 3 meetings
- 2 13 members

Public Online Surveys

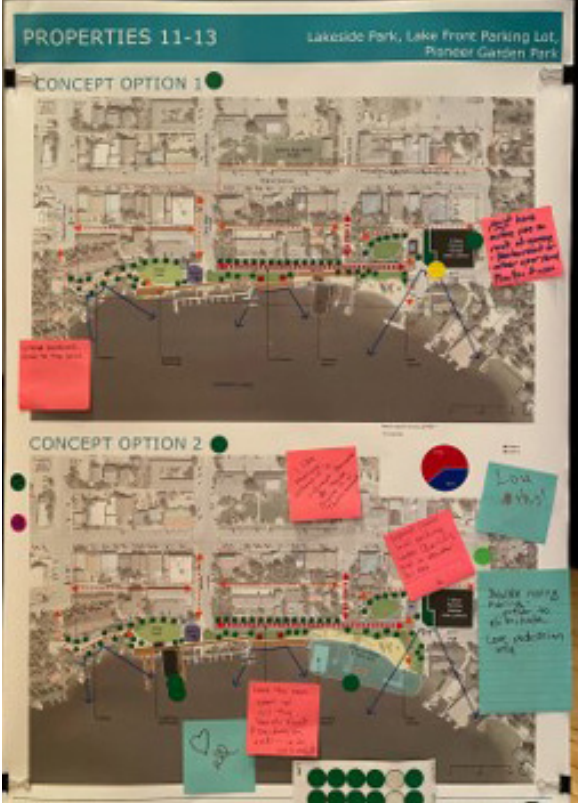
- 1 3 surveys
- 2 100-300 responses each survey

Stakeholder Survey

- 1 1 survey
- 2 40 organizations, 12 responses

Open House

- 1 1 in-person event
- 2 50 +/- attendees



Project Goals and Vision

Improve land/building use and program for recreational and operational needs.

- Guide future uses and capital improvements for the next 10-20 years.
- Preserve the authentic town character and views of Grand Lake.
- Conserve and protect natural resources
- Provide a framework for connected trails and open space and placemaking opportunities.

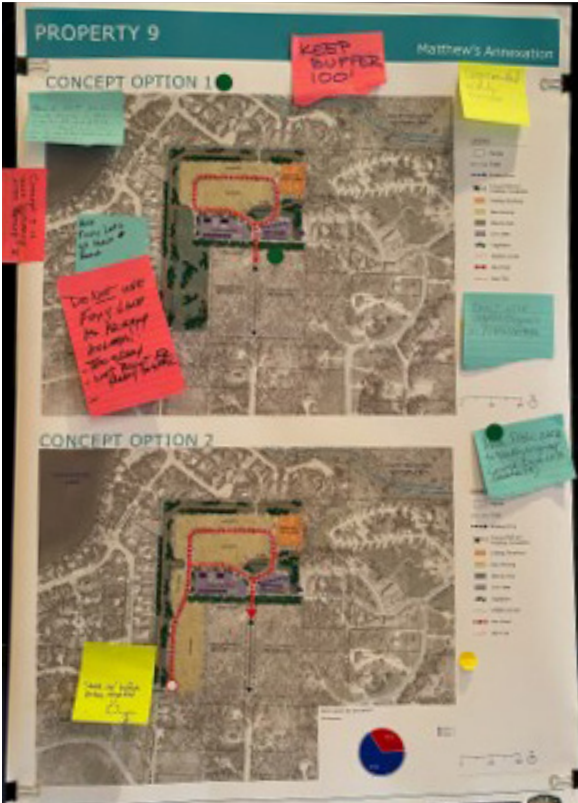


Figure 4. Master Plan Open House

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Existing Condition, Analysis & Recommendations



Figure 1. Context Plan: Properties 1, 2, 3 and 4 - Grand Lake Center and Open Space, Winter's Pioneer Park, Center Drive Lots and Public Works

Overview of Municipal Lands

The Municipal Lands Master Plan addresses Town-owned, active, vacant and occupied buildings and lands. The properties include active and passive recreation sites with facilities that range from gardens, playgrounds, trails and court sports to an ice rink and boat launch, and activities such as hiking, walking, picnicking and water and ice sports. Properties include underutilized sites with opportunities for affordable housing, arts and park space, and improved maintenance and operations for the Town. Other opportunities include a Town gateway and an improved lakefront. The Municipal Lands Master Plan guides future decisions regarding highest and best use, capital improvements, and maintenance over the next ten years for all the properties.

Properties 1, 2, 3 & 4: Grand Lake Center and Open Space, Winter's Pioneer Park, Center Drive Lots and Public Works

Grand Lake Center and Open Space

Location and Description

Grand Lake Center and Open Space is located on a 4.48 acre parcel at west end of Grand Lake between Shadow Mountain Drive, Center Drive, and Marina Drive. Grand Lake Center and Open Space consists of a community center building (formerly an Elementary School), modular buildings used for lease space, a surface parking lot, and open space to the north. The open space was formally a school yard with paved surfaces for tennis and basketball, bleachers, playground, and open field. Play equipment and paved surfaces are in fair to poor condition and outdated. The site is relatively flat. The open field is in fair condition consisting of a primarily dirt surface. Recent repairs include reseeding the area and turning on the existing irrigation system. An on-site parking lot includes (53) total spaces with (2) ADA spaces located near the Middle Park Health Entrance.

Site

The site has many opportunities to be integrated with the recreational and community programming of the community center.

The open space has the potential to feature multi-generational recreational programs focused on health and wellness, including play and community gathering. Initial ideas include skate park, rail park; hockey rink; dog park; new playground; pickleball courts; multipurpose ball fields; walking circuits; and outdoor hang out and social areas with fire pit and yard games.

Grand Lake Center

Grand Lake Center is a masonry and concrete building built as an elementary school and subsequently sold to the Town of Grand Lake. The structure is generally in fair to good condition with some damage observed on exterior finishes and scuppers. The interior is in fair condition with some areas improved and others remaining as originally constructed.

The structure is occupied on the west side by a medical clinic, Middle Park Health, which is fully using their portion of the building. Additional areas on the south side of the building are leased to other users. The remainder of the building includes the gymnasium (now multi-purpose room), offices, kids/teen room, and fitness rooms.

While the building systems were not evaluated within the scope of this project, staff reported that the structure can be particularly difficult to keep cool due to lack of ventilation, especially in the fitness areas.

The original construction included extant broad corridors and wide doorways. The majority of the doors do not possess ADA-compliant door hardware and there are some push-pull conflicts. In general, the building is more accessible than would be expected given the age of construction.

The parking lot access onto Center Drive is extremely wide and not well-defined. Future improvements and change in use should consider reducing the width of the access and providing defined points of entry to reduce the current safety hazard.

The condition of the structure, broad corridors, and extensive interior make Grand Lake Center a blank canvas that could readily be converted to several community facilities. The meeting rooms on the north side that were converted from classrooms may benefit from a stronger connection to the outdoor area to the north, allowing for indoor-outdoor activities and larger group gatherings. The large amount of open space and landscaping could provide a significant opportunity for small-group gathering and picnic spaces both north and south of the building.

Modular Buildings

The modular buildings on the west side of the property are two separate buildings placed end-to-end. The modulars are generally in poor-fair condition on the exterior. The northern modular is in noticeably more distress. Access to the interior of the buildings was not provided during the site visit so no evaluation was conducted of the interior finishes.

Both the northern and southern modulars are not ADA accessible. They lack an accessible path/route and a compliant ADA ramp.

Opportunities

If retained, the modulars could continue their current use as potential lease properties to partner agencies and others. Both are at the end of their lifespans needing extensive deferred maintenance, meaning removal and replacement is more likely. If removed, current users (Historical Society and the Water Information Network) would need to be relocated.

If removed and not replaced, this portion of the property could be reclaimed for park use, providing better access to the playground on the north.

Winter's Pioneer Park

Location and Description

Winter's Pioneer Park site is located on a 2.1-acre parcel west of the Grand Lake Center, south of the Public Works facility and north of a private marina and Sailboat Lane. The parcel was donated to the town in the 1980s with the intent to preserve the land for public recreational uses. Currently is used for town storage for snow, boulders and other materials. The site is underutilized as a park and only includes a few picnic tables, a few trees, and native grasses. The northwest corner may have abandoned underground fuel or septic tank. Prominent views to the Grand Lake Estates Marina to Shadow Mountain Reservoir and mountains beyond are visible from the site.

Site

Winter's Pioneer's Park is adjacent to two town-owned parcels (Public Works, and Center Drive Lots) and a parcel within the Town's right of way provides an opportunity to connect the three sites for potential as a premier adventure park. Its adjacency to the Grand Lake Center provides connectivity and opportunities for shared program uses. Previous planning documents proposed uses including, day-use area for picnicking; terrain Park/adventure park; natural play features/equipment, parking; toilets; and dog park (alternative).

Center Drive Lots

Location and Description

Center Drive lots consist of three unimproved and vacant parcels along Center Drive. The three parcels combined are ½ acre in size. The parcels are adjacent to Winter's Pioneer Park to the west and Center Drive and Community Center to the east. They are zoned commercial. The site consists of bare ground/dirt with drainage issues around Center Drive.

Site

Due to its adjacencies to Winter's Pioneer Park and Grand Lake Center and open space, the Center Drive lots have the potential to support additional indoor or outdoor space needed for adjacent public uses.

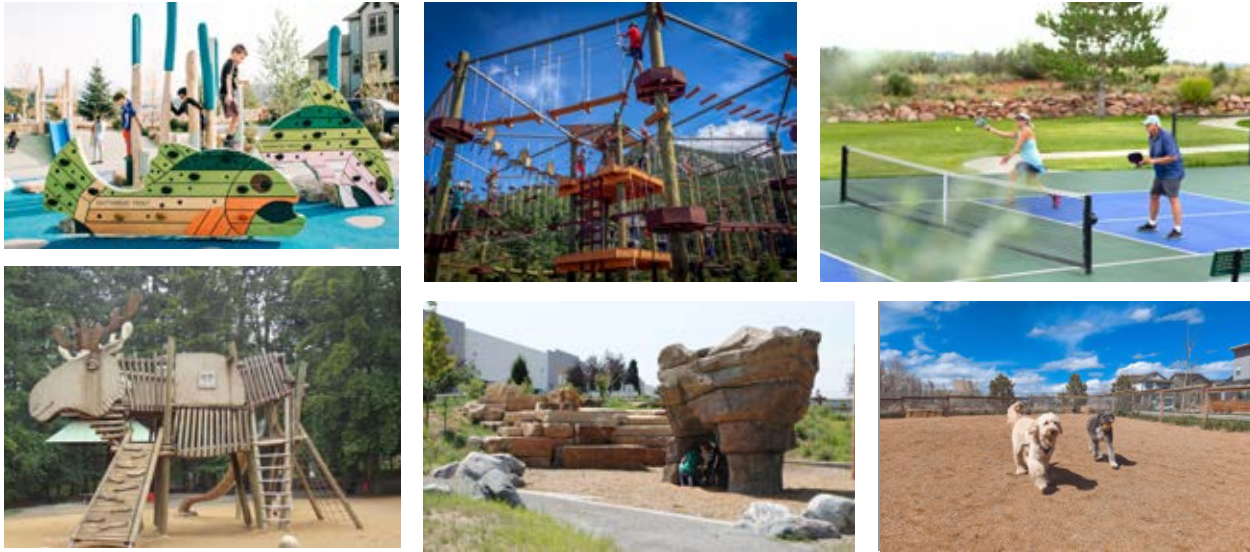


Figure 2. Precedent images

Public Works

Location and Description

Public Works site is located south of Sailboat Drive and north of Winter's Pioneer Park on the west end of Grand Lake. Public Works generally consists of a fenced yard with three pre-engineered metal buildings and an outdoor storage for materials and equipment. The eastern storage building and central workshop structure are utilized by the Town. The western storage building is used for storage by the County.

Workshop

The workshop is a pre-engineered metal building with one large single overhead door on the east side of the building. The structure has been insulated from the interior and continuing efforts to repair and maintain the structure are evident. The structure is generally in poor condition due its age and condition of the building envelope despite best efforts to maintain the structure. Impact damage to the exterior from the outdoor storage yard is apparent on the skin of the building. Based on the age of the structure, it is reaching the functional end of its life without more significant investments to rehabilitate the building.

The yard surface and much of the workshop is not ADA-compliant.

West Storage Building

West Storage Building is a pre-engineered metal building with two large overhead doors on the south side of the building. This structure is un-insulated and includes some movable shelving for interior storage of supplies. The structure is in a poor condition, similar to the workshop with impact damage to the corner of the structure from operations out in the yard. Based on its age this building is reaching the functional end of its life without more significant investments to rehabilitate the building.

The yard surface and much of the Storage Building is not ADA-compliant.

East Storage Building

The East Storage Building interior was not able to be evaluated during the site visit. The structure is of a similar age as the other two structures but appears to be in slightly better but still poor condition despite efforts to maintain the structure. Based on the age of the structure, this storage building is reaching the functional end of its life without more significant investments to rehabilitate the building.

The interior of this structure could not be evaluated for ADA-compliance however the yard surrounding the building is generally not ADA-compliant.



Figure 3. Concept 1: Properties 1, 2, 3 and 4 - Grand Lake Center and Open Space, Winter's Pioneer Park, Center Drive Lots and Public Works

Recommendations

Grand Lake Center and Open Space along with Winter's Pioneer Park and Center Drive Lot are recommended to be combined into one larger open space with a site for affordable housing. This will create a memorable public space with expanded recreational facilities, parking, and improved connections. Grand Lake Center will remain a Health and Wellness community focused center, connected to the outdoors.

It is assumed Public Works will remain as the Town's maintenance and operations center in its current location for the short-term. If it is relocated, additional park uses can be provided including nature play, shelters, parking, and pedestrian corridors.

Improvements will include ADA-compliant accessibility routes and facilities. Facilities will be replaced in-kind when needed.

- 1 Health and Wellness Community Focused Park and Facility at Grand Lake Center
- 2 Nature themed Park at Winter's Pioneer Park and current Public Works site
- 3 Greenway, pedestrian connection across Center Avenue
- 4 Indoor / outdoor physical and program connections with Grand Lake Center building
- 5 Add parking at Winter's Pioneer Park and improve existing parking circulation and layout at Grand Lake Center
- 6 Right-of-way Improvements / Streetscape



Figure 4. Concept 2: Properties 1, 2, 3 and 4 - Grand Lake Center and Open Space, Winter's Pioneer Park, Center Drive Lots and Public Works

7 Landscape and buffer adjacent to residential

8 Affordable / Employee Housing at Center Drive Lots



Figure 5. Existing Condition: Properties 5 & 6 - Chamber of Commerce and 600 Mary Drive.

Properties 5 & 6: Chamber of Commerce and 600 Mary Drive



Figure 6. Precedent images

Chamber of Commerce

Location and Description

Chamber of Commerce site is located on a 0.35-acre parcel at 14700 US Highway 34. Chamber of Commerce site is strategically located at the junction of US Highway 34 and West Portal Road. The site includes a two-story building that houses Visitor Center and Chamber of Commerce. Town staff has determined the building's location, character, and current use as a welcome center and Chamber of Commerce office is the preferred use. No building or site evaluation was desired. There are 10 parking spaces with 1 ADA-compliant space.

600 Mary Drive

Location and Description

600 Mary Drive is a 1.17-acre vacant parcel north of US Highway 34 on the west end of Grand Lake. 600 Mary Drive site is zoned for Planned Development. Directly north of the site is single family residential. The site consists of bare ground and native grasses. It has (14) water taps.

Site

Located along the US 34 highway corridor and proximity to West Portal Road, the site is the gateway into downtown. This parcel has exceptional visibility and access for a mixed-use, multi-family and/or commercial development or for a town facility, e.g., a visitor center or parking/transportation hub (shuttle, rickshaw, bikes, scooter etc.).



Figure 7. Concept 1 Transit Hub



Figure 8. Concept 2 Housing

Recommendations

This site is recommended to be improved to serve as the Town of Grand Lake's gateway. Improvements may include a roundabout to provide better vehicular and pedestrian circulation and development of the 600 Mary Drive property for either a Town use such as a future transportation center or for affordable housing.

- ① Roundabout with clear access and circulation with gateway feature
- ② Safe pedestrian/bicycle connections and crossings
- ③ Transportation Hub / Mixed Use on 600 Mary Drive (parking / bus service / visitor info)
- ④ Wayfinding / signage

A site specific analysis and planning study - S.H.I.P Pre-Development Assistance - Grand Lake was conducted in Fall 2022, see appendix. This study provides more detailed recommendations for the development of this site and it's future potential uses.



Figure 10. Property 7: Thomasson Park Existing Condition



Figure 9. Concept: Property 7 - Thomasson Park



Figure 11. Precedent images

Property 7: Thomasson Park

Thomasson Park

Location and Description

Thomasson Park is an approximately 8-acre site adjacent to the Rocky Mountain National Park and US Highway 34. Thomasson Park is a sloped open space with prominent views, wildlife habitat and native vegetation. The site consists of lodge pole pines and wetland vegetation along the Columbine Creek. A multi-purpose aggregate trail allows snowmobile travel, connecting town to RMNP and National Forest.

Recommendations

Due to its natural resources and wildlife habitat the site will remain a natural area with year-round passive recreation opportunities. Previous planning documents recommended the wetland area to be restored and enhanced with raised boardwalks, interpretative signage and a nature center. Additionally non-motorized trails and connections for pedestrians were recommended. The northeast corner of the park is reserved for a future cemetery.

Improvements to Thomasson Park will provide a balance of trails and passive recreation for all seasons, and measures to protect it as an important natural area.

- 1 Multi-seasonal trail connection
- 2 Improve trail surfacing for pedestrian / bicycle
- 3 Add boardwalks w/ interpretive signage
- 4 Outdoor gathering space / picnicking
- 5 Add observation/viewing areas to landscape and wildlife
- 6 Restore wetland
- 7 Improve access and trail connections / signage



Figure 13. Property 8, County Road 48 Existing Condition



Figure 12. Concept: Property 8 - County Road 48



Figure 14. Precedent images



Property 8: County Road 48

County Road 48

Location and Description

County Road 48 consists of 8 acres of open space and is located between Sloopy's restaurant to the east, Elk Creek Campground to the west and RMNP to the north. It is an undeveloped site with wildlife habitat and lodge pole trees, meadows, and wetlands. The snowmobile trail connection from National Forest to downtown bisects the site in the winter months.

Recommendations

Due to its rich natural resources, past planning documents have recommended the site to remain in its natural state. Improvements include a multi seasonal, non-motorized trail and improved connection from Columbine Lake Subdivision, Thomasson Park and to downtown district.

- 1 Multi-seasonal trail connection
- 2 Improve surfacing for pedestrian / bicycle
- 3 Add picnicking areas
- 4 14' Wide Engineered Boardwalk to accommodate pedestrians, snowmobiles and spring run-off. Interpretive signage integrated with boardwalk
- 5 Restore wetland
- 6 Add observation / viewing areas to landscape and wildlife
- 7 Trail head with signage



Figure 15. Existing Condition: Property 9 - Matthew's Annexation

Property 9: Matthew's Annexation

Matthew's Annexation

Location and Description

The 21-acre parcel was recently purchased by the Town from a private owner. It is located northwest of the downtown core with access from Foxy Lane and Mad Moose Lane. The 21-acre parcel is a mostly undeveloped property on the northwest side of Grand Lake. The site has varied topography with rock outcroppings, meadows, pine forest, and felled logs with habitat and corridors for wildlife, most notably moose. A highpoint offers 360 views of the surrounding mountains.

The site borders Columbine Lake Country Club residential community and Rocky Mountain National Park to the north. A dirt road accesses three structures on the north side of the property. The structures on the site are clustered on the north side and consist of a single-family home, bunk house, and garage. In addition to the structures, outdoor storage of materials were purchased with the property along with additional Town outdoor storage on the east side of the site near the entry off Mad Moose Lane.

Site

The site is currently used for boat storage for the Town.

Single-Family Home

The exterior of the single-family home is in good condition. Town staff advised that the structure included plumbing facilities that were tied into a septic system that was allowed under a variance. Access to the interior of this structure was not possible during the field reconnaissance. The exterior of the structure was evaluated for signs of distress.

The interior of the structure was not evaluated for ADA-compliance however the site, approach, and deck do not comply with ADA.

Based on the character of the building and its location these structures would be most readily used for residential purposes. Given the challenge of finding affordable local housing the Town may want to consider the use of these properties as workforce housing.

Bunkhouse

The exterior of the bunkhouse is in good condition.

The interior of the structure was not evaluated for ADA compliance however the site, approach, and entry do not comply with ADA.

Based on the character of the building and its location these structures would be most readily used for residential purposes. Similar to the main house, the challenge of finding affordable local housing the Town makes this a contender for use as workforce housing.

Garage

The exterior of the garage is in good condition with the exception of damage to the north side of an addition to the Garage which has significant structural damage.

The interior of the structure was not evaluated for ADA compliance however the site, approach, and deck do not comply with ADA.



Figure 16. Preferred Concept: Property 9 - Matthew's Annexation

Recommendations

Town service buildings such as Public Works and/or storage could be relocated to this site and expanded. The site could also support affordable housing development. Alternatively, the Town could subdivide the property and sell the residential portion to provide additional funding for Town projects. Other improvements could include roads and trail connections. It is also recommended to keep a 100-foot buffer for wildlife.

- 1 Affordable Housing / Employee Housing
- 2 Reuse of existing house and structures
- 3 Private/Public partnerships
- 4 Sale of parcels in order to fund other projects
- 5 Continued use as Storage Area for town-owned boats
- 6 Public Works Relocation
- 7 Ecological Restoration
- 8 Observation/viewing areas to landscape and wildlife
- 9 100' easement for wildlife migration, open space, buffering adjacent properties and trails

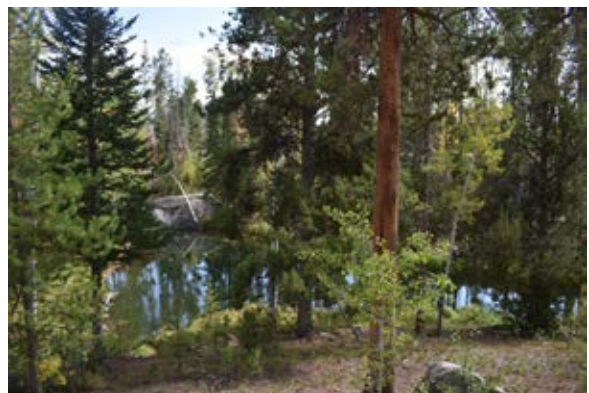


Figure 17. Precedent images



Figure 18. Property 10: Veteran's Memorial Park Existing Condition



Figure 19. Preferred Concept: Property 10 - Veteran's Memorial Park



Figure 20. Precedent images

Property 10: Veteran's Memorial Park

Location and Description

Veteran's Memorial Park is an ½ -acre open space parcel bounded by West Portal Road to the north, Grand Avenue to the south and Haskell Street to the east.

Site Summary

Veteran's Memorial Park is a gateway into the downtown district. The site consists of open lawn with areas of gardens, shrubs and a large tree. A perimeter wood fences surrounds the parcel. A few picnic tables and a trash receptacle are provided. Veteran's Memorial Park seems like an island due to being bound by three roads.

Recommendations

Improved access and crosswalk connections, and additional park amenities, including signage and port-o-pilet, could improve the park identity and neighborhood use. A Veteran's Memorial has been proposed for this park.

- 1 Maintain as a memorial-focused park with open lawn space
- 2 Enhance Gateway to Downtown
- 3 Increase seating / picnicking
- 4 Create a bermed landscaped edge along W. Portal Road
- 5 Add shade trees
- 6 Add safe pedestrian crossings
- 7 Extend Grand Avenue Boardwalk to park.

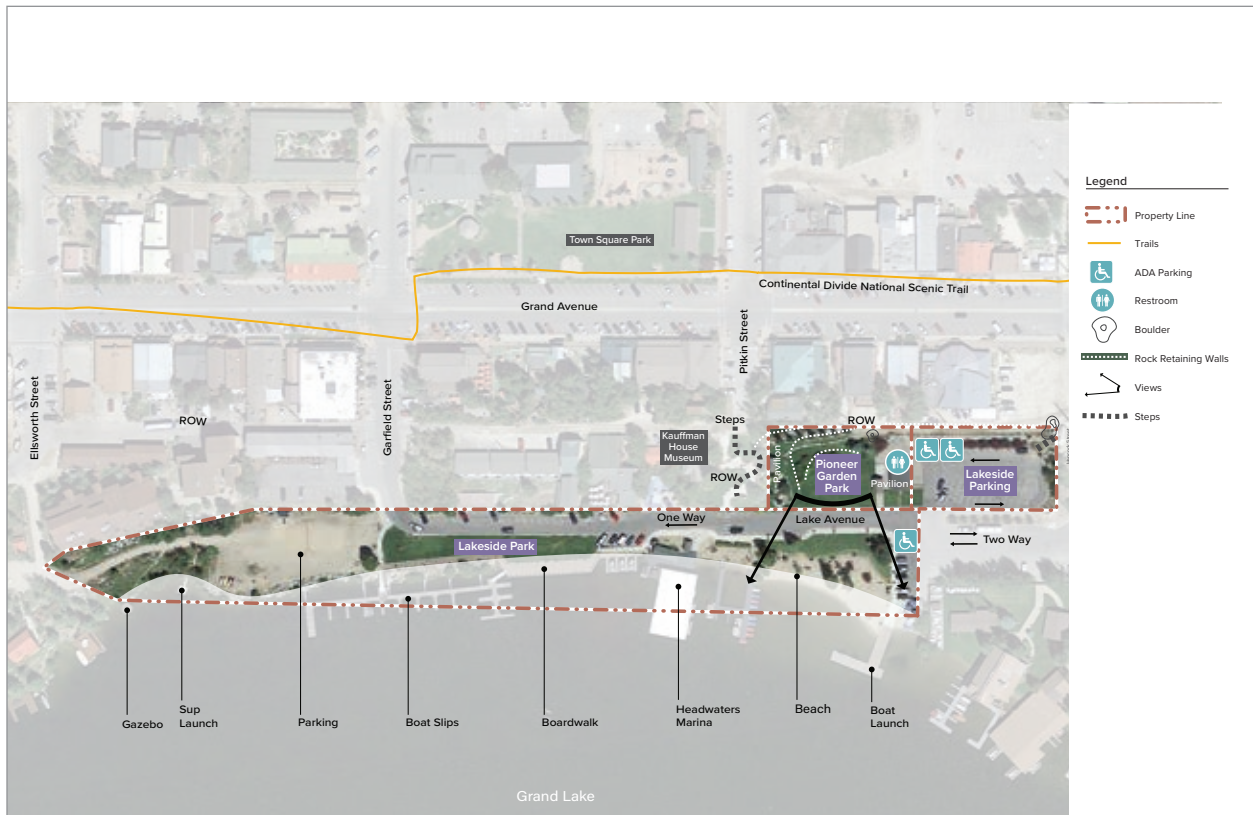


Figure 21. Property 11, 12, and 13 Existing Condition

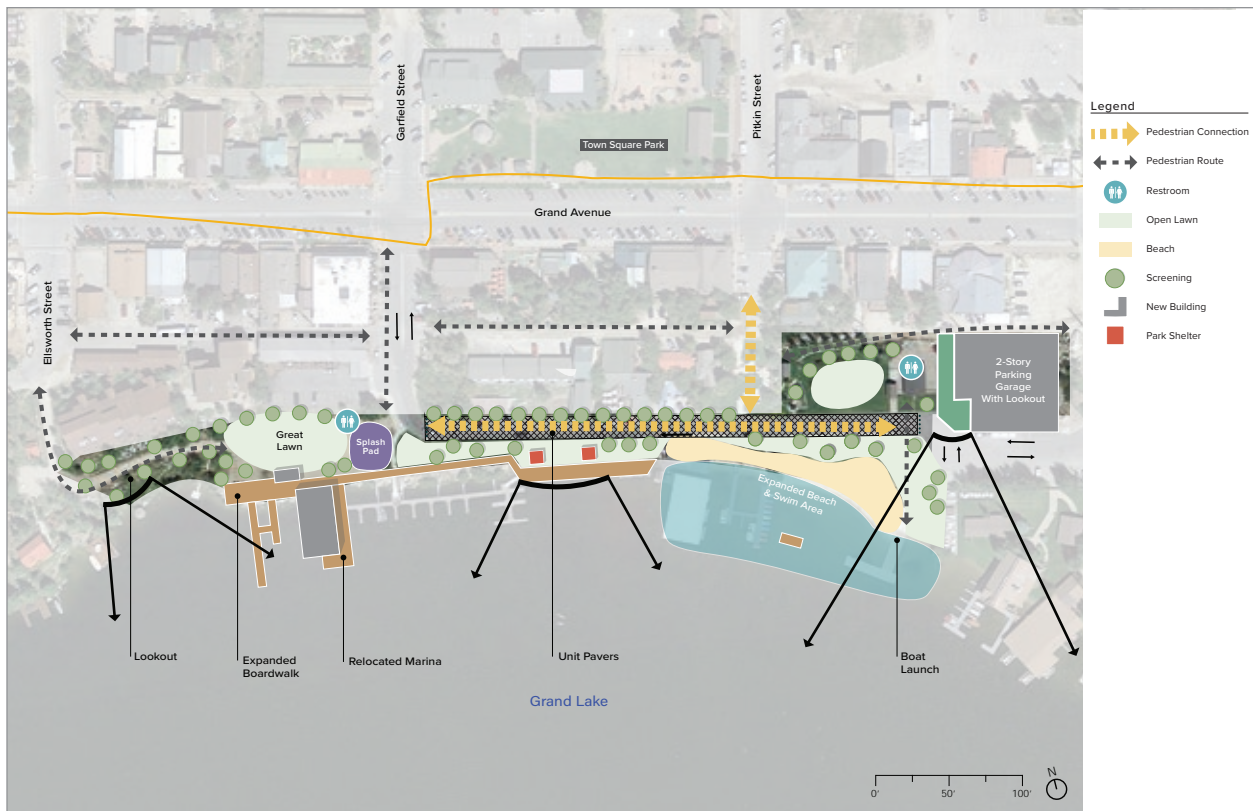


Figure 22. Preferred Concept: Property 11, 12, and 13 - Lakeside Park, Lake Front Parking Lot and Pioneer Garden Park

Property 11, 12 and 13: Lakeside Park, Lake Front Parking Lot and Pioneer Garden Park

Lakeside Park

Location and Description

Lakeside Park is located along 3.5 acres of north shore of Grand Lake, Blocks 12-16, Block 4. The linear park extends from Hancock Street to the east and Ellsworth to the west and borders Lake Avenue to the south. Lakeside Park consists of a series of recreational facilities, waterfront amenities and park spaces. The west side is mostly undeveloped. A wood gazebo is in a secluded location at the park's west end. A gravel path connects the gazebo with a SUP launch area and open gravel parking lot. The center area includes boat slips, a boardwalk with a grassy park and the Headwaters Marina. The east end consists of a boat launch for kayaks and SUPs, a sandy beach and small lawn area. Parking is limited adjacent to the park and consists of two ADA-compliant spaces. The Lakeside parking lot is north of the Lakeside Park.

Lakeside Parking Lot

Location and Description

Lakeside Parking Lot is located on an ½-acre parcel north of Lake Avenue, west of Hancock Street and east of Pioneer Park. The site consists of an asphalt parking lot with (38) spaces, including (2) ADA spaces and (2) EV charging stations. The vehicular circulation is one way with diagonal spaces. Two oversize spaces are in the Lake Avenue right of way. The north side includes a 15-foot height rock retaining wall. A very large granite boulder sits at the northwest corner of the parcel and the adjacent alley.

The topography of the site along with the relationship to an alley on the north side of the property make this site particularly suitable for use as a future parking structure that would allow the top deck to be accessed from the alley and the lower deck to be access off Lake Avenue.

Pioneer Garden Park

Location and Description

Pioneer Garden Park is located on an ½ -acre open space parcel west of the Lakeside parking lot and north of Lakeside Park. Pioneer Garden Park consists of an open lawn with additional terraced lawns and gardens. A series of natural rock retaining walls occupy the perimeter. Pioneer Garden area is planted with a variety of perennials that highlight European and Asia species originally were planted by early settlers in Colorado mountain towns. This area is maintained by the Grand Lake Area Historical Society. Two wood pavilions with picnic tables are available to rent. One is in located in higher elevation terraced area.

Restrooms

The existing restroom is a wood frame structure with bark-skin plank cladding. The exterior of the building is in fair condition. The interior finishes and fixtures are in fair condition. Structure is in fair condition both inside and out.

The ramp on the north side of the structure is not ADA compliant due to the transition at the base of the ramp and the existing drinking fountain against the south side of the building is also not ADA compliant.

Pavilions

The existing pavilions are timber structures and are in good condition. At the lower pavilion a ramp is provided from the restrooms to the pavilion, however circulation through the pavilion is not possible when picnic tables are present.

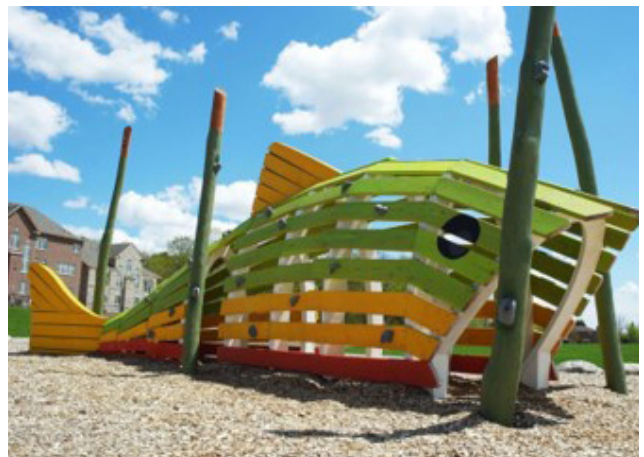


Figure 23. Precedent images



Figure 24. Lake Avenue Shared Street or Pedestrian Only Concepts



Recommendations

Lakeside Park with the adjacent Pioneer Park, Lakeside Parking and Lake Avenue has an opportunity to be a premier waterfront park. Reorganizing vehicular circulation and capitalizing on the Lakeside parking lot area to expand parking needs, the park can be greatly enhanced with improved pedestrian circulation, park spaces and programming. Past planning documents recommend a pedestrian oriented waterfront park – plazas, parks and promenades; limited surface parking along park; ability to close Lake Avenue for special events or peak season, i.e., removable bollards; parking structure at Lakeside Parking Lot; improved connections to Grand Avenue; and event and performance spaces.

The location at the end of Grand Avenue would allow the facility to continue to serve Lakeside Park and provide additional capacity of the businesses and uses along Grand Avenue. From atop the garage, there would be exceptional south-facing views, possibly warranting some second story space be dedicated to a viewing platform.

Pioneer Garden Park can become part of the broader vision of Grand Lake’s waterfront park experience. With its adjacency to the historic Kauffman House museum, Pioneer Garden Park can further showcase pioneer culture and the history of Grand Lake.

Lake Avenue Shared Street or Pedestrian Only

Everyday

- 1 Sidewalk on northside
- 2 Parallel parking
- 3 One way travel lane
- 4 Unit pavers
- 5 Removeable bollards
- 6 Pedestrian lights
- 7 Bioswale / water quality
- 8 Clusters of aspen and evergreen trees
- 9 Expanded boardwalk

Special Events

- 1 Closed street
- 2 Farmer’s market
- 3 Craft shows
- 4 Concerts

Four Season Pedestrian Oriented Waterfront Park

- 1 Increase open lawn / park space for events and community programs
- 2 Transform Lake Avenue into a Pedestrian/Shared Street
- 3 Pedestrian / bicycle connections to Grand Avenue with wayfinding signage
- 4 Safe Street Crossings
- 5 Less Street Parking – parallel only
- 6 Less Vehicular Traffic – one way lane
- 7 Expanded Boardwalk increase areas for
- 8 Improve/expand beach
- 9 Enhance landscaping and gardens with native plants
- 10 Enhance Memorials / Historic Significance at Pioneer Garden Park
- 11 Water feature / splash pad
- 12 Playground
- 13 Improve accessibility

Parking Structure

- 1 Promotes Pedestrian / bicycle use on Lake Avenue
- 2 Street parking moves to new parking structure
- 3 Two-deck levels only so that view of lake are maintained
- 4 Top deck includes sustainable measures including a potential roof top deck for pedestrians



Figure 25. Parking Structure Precedent Images

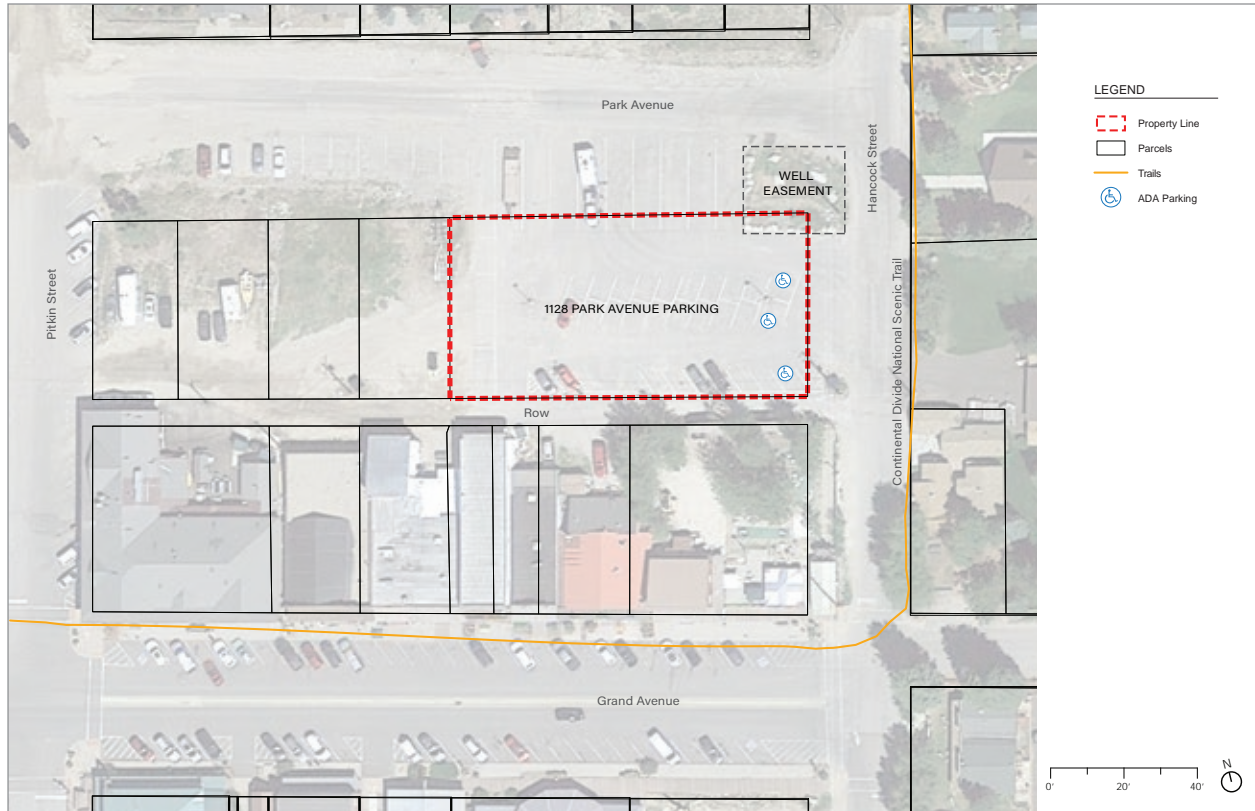


Figure 26. Existing Condition: Property 14 - 1128 Park Avenue Parking Lot-Future Art Space

Property 14: 1128 Park Avenue Parking Lot-Future Art Space

Park Avenue Parking Lot-Future Art Space

Location and Description

1128 Park Avenue is a 1/2-acre parcel located south of Park Avenue and west of Hancock Street. The site consists of an asphalt parking lot. The northeast corner is an existing well and requires a 50-foot easement.

Recommendations

The 1128 Park Avenue parcel is the potential site for Artspace, affordable live and work spaces for the creative community of Grand Lake. The current site plan includes a two-story building for 20-30 units, parking and outdoor plaza. The alley to the south could also be enhanced for a pedestrian connection.



Figure 27. Existing Condition: Property 15 - Town Square Park

Property 15: Town Square Park (Town Hall, Community House, Pitkin Annex)

Location and Description

Town Square Park site consists of 1.8 acres and is in the center of downtown between Grand Avenue and Park Avenue and Garfield Street and Pitkin Street.

The site generally consists of three primary structures and several secondary structures, parking and a town green with trees. Juniper Library and public restrooms are owned separately by the Grand County Library District and were not evaluated. The other two structures include Town Hall and Pitkin Annex.

Town Square Park serves as the heart of downtown for community gathering, play and special events. The site consists of a large expanse of lawn with park structures including a gazebo, information/visitor kiosks, and a large rentable pavilion. A playground and basketball court (also serves as an ice rink during the winter season) are located east of the Town Hall and Community House.



Figure 28. Precedent Images

Town Hall and Community House

The Community House is a historic community hall / theater space with a contemporary addition to the north housing the Town Hall offices and Board Room. The building is generally in fair-good condition for both interior and exterior elements.

Town Hall has a number of ADA limitations related to the approach and push-pull clearances throughout the building. Particular attention should be paid to the ramp at the front entry to ensure compliance with ADA standards.

Town Hall addition includes space on a second floor that was constructed but never fully finished. This area appears to have been temporarily used as dressing rooms for the theater. If this area was to be finished for office use, it would be important to consider building code and ADA limitations related to what uses are placed on the second floor and for the egress from the second floor to be upgraded.

ADA elevators are not required in facilities under three stories or with fewer than 3000 square feet per floor. Any uses on the second floor would be required to not be public-facing and have equal assessable duplicates on the first floor (e.g., office types). All common facilities such as conference rooms, print/copy areas, and other

similar uses would need to remain located on the first floor or be duplicated upstairs. An elevator or LULA (Limited-use Limited-access elevator) could be installed on the eastern façade to provide accessible access. Any such alteration to the exterior of the building should be carefully considered as it relates to the historic community hall.

The current exit door from the large conference room on the east side of the building swings into the required exit corridor for the egress stairs. Prior to finishing and occupancy of the second floor, this life-safety conflict would need to be resolved. In addition to this, further code evaluation will be necessary depending on the occupant load of the proposed uses which may require a second means of egress.

Based on the location of the property, proximity to existing civic facilities, and historic use, this structure appears to be most suitable to continue Town Government and related community functions. The second floor could be either finished as an expansion to town government, or this space could be finished and leased out to a partner agency or other lessee.

Pitkin Annex

The Pitkin Annex is located on the east side of the town hall parcel. At the time of this evaluation the majority of the structure housed a museum for the Troublesome Fire. The building was recently converted into a space for the Arts District.

On the south side of the building, two public restrooms are provided with a ramp leading up to them, accessed from the exterior of the building. The interior and exterior of the building are in good condition.

At the time of the field investigations, the boardwalk along Pitkin Street was being replaced. While non-compliant from an accessible standpoint during the time of the fieldwork, it is anticipated that the boardwalk will be completed to restore access. Since the time of this study, the Pitkin Annex has been converted into a space for the art district.

The existing restrooms on the south side of the building are not accessible. While a ramp is provided required clearances are not provided at the restrooms.



Figure 29. Precedent Images



Figure 30. Preferred Concept: Property 15 - Town Square Hall

Recommendations

Town Square Park has the potential to improve overall pedestrian circulation and site organization of passive, active uses and community gathering and event uses. Due to the recent Park Avenue improvements, the location of the playground and basketball court (ice rink) could be reevaluated. The playground is in good condition but reaching the 20-year life cycle. Past planning documents recommended other improvements including defining park edges with plantings and an outdoor fireplace near the Heckert Pavilion.

Based on the location of the property, and open floor plan, this structure appears to be most suitable for rotating community elements such as the museum for the Troublesome Fire or as a potential expansion to office space for the Town or partner agency. The lack of restrooms accessible from the interior of the structure limit it's utility as a stand-alone structure.

The site could be a location for a pick up/drop-off spot for regional buses (from Winter Park or Rocky Mountain National Park).

Civic / Downtown Park

- 1 Update Courts/Ice Rink space
- 2 New Playground w/ Grand Lake Character
- 3 Increase outdoor gathering space / Seating / Picnicking Space
- 4 Encourage vendors and special events
- 5 Provide outdoor lawn games
- 6 Consider permanent stage
- 7 Define park edges and circulation with new walk connections and landscaping
- 8 Improve pedestrian/bicycle connections
- 9 Wayfinding / signage

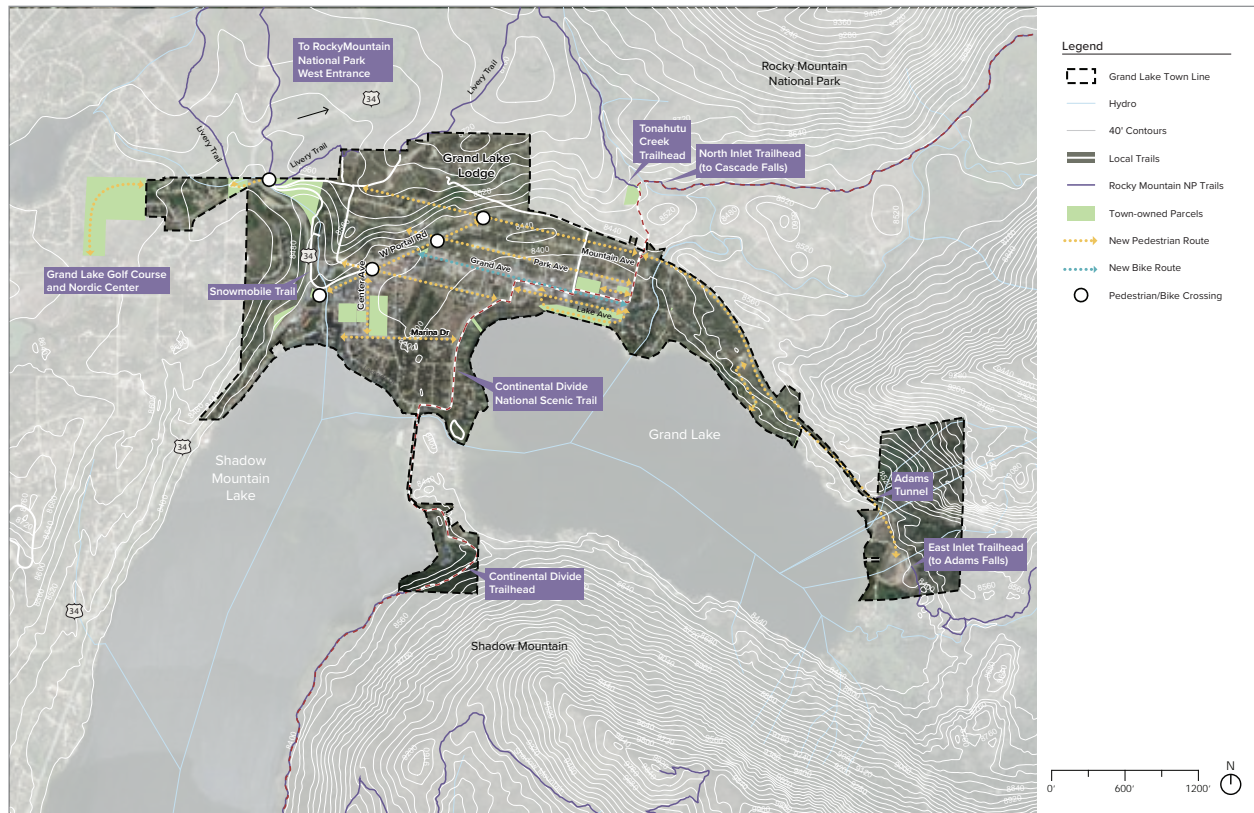


Figure 31. Trails and Connections

Trailheads

Continental Divide National Scenic Trail

Location and Description

The CDT is a 3,100 mile-trail traveling from Mexico and Canada through Montana, Idaho, Wyoming, Colorado, and New Mexico. It travels directly through Grand Lake and is the only incorporated town on the CDT trail, entering the town from the south over the Jericho Bridge, traveling north through town in a zigzag pattern, and then entering Rocky Mountain National Park.

East Inlet Trailhead

Location and Description

East Inlet Trail another Rocky Mountain National Park Trail that runs into Grand Lake. This trail leaves town from the East Inlet Trailhead, which is located at the far eastern end of Portal Road. The East Inlet Trail follows the East Inlet and ends at Spirit Lake and Adam's Falls, inside Rocky Mountain National Park.

Tonahutu Creek Trailhead and East Inlet Trailhead

Location and Description

Trailhead follows the same path as the CDT, north of the Tonahutu Trailhead and into Rocky Mountain National Park.

North Inlet Trailhead

Location and Description

Located directly adjacent to the Tonahutu trailhead is the North Inlet Trailhead. The North Inlet Trail travels northeast from this trailhead into Rocky Mountain National Park where it links with several other trails, including the Tonahutu Creek Trail.

Opportunities

- Wayfinding and signage
- Missing Links

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Implementation

Implementation Strategies and Priorities Matrix

*assume \$600,000 per acre for park development

Actions by Property	Project Type	Size	Capital Improvement Project	Other Revenue Sources	Budget / ROM Cost *	Short-term (1 - 5 yrs)	Mid-term (5 to 10 yrs)	Long-term (10+ years)	Notes
Properties 1, 2, 3 & 4: Grand Lake Center and Open Space, Winter's Pioneer Park, Center Drive Lots and Public Works									
	Open Space / Natural Area								
Grand Lake Center	Parks and Recreation								
	Public Building		X	Partners/Leases	TBD				
	Parks and Recreation	4.48-acre (191,664 SF)			\$ 1,800,000.00	Improve park facilities			Assumes approximately 3-acres of improvements for multi-purpose field, dog park, shelter, courts, play
Modular Buildings / Site	Public Building					Demolition		future housing	Housing
	Parks and Recreation	add SF					re-use as park site		Nature Play, open meadow
Winter's Pioneer Park	Further Investigations		X		TBD	Hazard Materials Investigations			
	Parks and Recreation	2.1-acre (91,476 SF)			\$ 1,260,000.00			Park	Picnicking, trails, day-use, nature themed play, parking, toilets
Center Drive Lots	Further Investigations		X		TBD	Rezoning to Park Use			
	Parks and Recreation	.5-acre (21,780 SF)	X		\$ 300,000.00			Park	Combined with Winter's Pioneer Park and Grand Lake Center
	Public Works	Public Building	X					Longer than 10 years	
Properties 5 & 6: Chamber of Commerce and 600 Mary Drive									
Chamber of Commerce site	Gateway	.35-acre (15,246 SF)	X						
	Transportation Hub	.35-acre (15,246 SF)	X	Public / Private Partnerships	\$6,893,835	----- Refer to CHFA Study -----			Housing Potential, Refer to CHFA Study
Property 7: Thomasson Park	Natural Area Restoration	8-acre (348,480 SF)							
	Open Space / Natural Area		X		\$ 1,500,000.00	X	X	X	boardwalk, trail surfacing upgrades, signage
Property 8: County Road 48	Natural Area Restoration	8-acre (348,480 SF)							Wetland Restoration
	Improvements		X		\$ 1,500,000.00	X	X	X	trail surfacing upgrades, signage, picnicking, observation areas, trailhead
Property 9: Matthew's Annexation	Existing Buildings	21-acre (914,760 SF)			TBD	Building and system evaluations			
Single Family Home	Building		X	Public / Private Partnerships	TBD			X	Residential / workforce housing
Bunkhouse	Building		X	Public / Private Partnerships	TBD			X	Residential / workforce housing
Bunkhouse	Structure		X	Public / Private Partnerships	TBD	X		X	Storage
Site	Public Lands		X	Public / Private Partnerships	TBD	X	X	X	Trail surfacing upgrades, signage, picnicking, observation areas, trailhead
Housing	Further Investigations		X	Public / Private Partnerships	TBD	Rezoning and Proforma	Construction	X	
Structure	Public Works Campus	4,500 SF / 3,000 SF 1.3 Acres (56,000 SF)	X	Public	\$3,300,000	Linked to development of properties 1, 2, 3, and 4.			4,500 SF Conditioned Pre-Engineered Structure, 3,000 SF Covered Storage. Does not include landscape perimeter buffer. Cost will vary significantly based on program and site requirements.
Structure	Boat Storage	5,000 SF	X	Public / Private Partnerships	\$1,900,000	Programming Assessment	Construction	X	5,000 Conditioned Pre-Engineered Structure. Building to be verified by programming assessment, Cost will vary significantly based on program and site requirements.
Property 10: Veteran's Memorial Park									
Park	Parks and Recreation	.5-acre (21,780 SF)	X	Public / Private Partnerships	\$ 1,500,000.00	X	X	X	Seating, trees, gateway, ped crossing, boardwalk extension
Property 11, 12 and 13: Lakeside Park, Lake Front Parking Lot and Pioneer Garden Park									
Lakeside Park	Parks and Recreation	3.5-acre (152,460 SF)	X	Public / Private Partnerships	\$ 2,100,000.00			X	
Lakeside Park Parking Lot	Parks and Recreation	.5-acre (21,780 SF)	X	Partners/Paid Parking	\$ 4,900,000.00	X	X	X	+/- 20,000 per level, Two-level structure.
Pioneer Garden Park Restroom	Parks and Recreation	.5-acre (21,780 SF)	X	Public / Private Partnerships	\$ 1,000,000.00		X		
Pavilions	Structure		X						Existing timber structures in good condition
Lake Avenue Shared Street	Urban Park / Waterfront Park / Further Study	Define Extents	X	Public / Private Partnerships	TBD	Further Study / Define Extents		X	
Property 14: 1128 Park Ave									
Art Space	Building			Public / Private Partnerships		In progress			
Property 15: Town Square Park									
Community House	Building / Further Investigations					Building and system evaluations			
Civic/Downtown Park	Parks and Recreation	1.8-acre (78,408 SF)	X	Public / Private Partnerships	TBD	Programming Assessment	X	X	Costs could range from \$600,000/acre for upgrades to more for special facilities such as ice rink, permanent stage and signage
Trailheads									
Wayfinding and Signage	Parks and Recreation		X		TBD	Wayfinding Plan and Signage Design			
Trail Improvements	Parks and Recreation		X		TBD	Define extent of needed improvements			

*

ROM costing is based general square foot quantities and general unit costs for budgeting. These are not bid numbers. Some costs are likely to be lower if completed by partners, staff or volunteers.

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Appendices

S.H.I.P. PRE-DEVELOPMENT ASSISTANCE

Grand Lake



FEBRUARY 2023

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INTRODUCTION

PROJECT BACKGROUND

The Town of Grand Lake owns a parcel of land at the junction of State Highway 34 and Mary Drive, just outside of Rocky Mountain National Park. As a site identified in the Grand Lake Municipal Lands Master Plan, the Town is exploring the feasibility of developing housing on this parcel that would be affordable to a range of workforce price points.

This development would conform with Town plans and is also supported by the feedback received through recent community outreach efforts. Grand Lake conducted a survey to get community and stakeholder input on what to do with the site, and a majority of the respondents indicated a preference for housing on this site over a potential transportation center, citing the need for affordable housing as the major reason.



The site is a triangular parcel, approximately 1 acre, and is located at 600 Mary Drive, adjacent to Shadow Mountain Lake.

The Town of Grand Lake applied for technical assistance through the Colorado Housing and Finance Authority's (CHFA's) Small Housing Innovation Program (SHIP) to help develop a concept for the site, to better understand the costs associated with a future development, and identify the next steps to create more affordable housing for the community.

CURRENT HOUSING MARKET - GRAND COUNTY

Household	Annual Income	Affordable Purchase ¹	Affordable Rent
Two people 120% AMI	\$84,600	\$292,300	\$2,115
Two people 100% AMI	\$70,500	\$243,600	\$1,763
Two people 80% AMI	\$56,400	\$194,900	\$1,410
Two people 60% AMI	\$42,300	\$146,200	\$1,058

Based on the affordability standard of households paying no more than 30% of their household income on housing costs, a two person household earning the median income could afford a monthly rent of \$1,763/month. However the 2018 Grand County Housing Needs Assessment identified that about 66% of renter households had incomes below 100% of the area median income.

PROJECT GOALS

During the site visit described below the project sponsor team identified the following goals and priorities for the project:

- 15-20 units of rental housing
- Most units should serve 80% AMI and below, with some housing available for up to 120% AMI
- Incorporate units that can serve some seasonal workers
- Style compatible with mountain setting and heavy snow load
- Incorporate view into site design, with a common area or other community amenity space
- Could accommodate future transit passthrough or roundabout
- Mixed use development

¹ Assumes a 6.15% interest rate

PROCESS

SCOPE



- Kickoff meeting/ Site visit
- Concept designs
- Design Feasibility
- Financial Feasibility
- Client Next Steps for Success

SITE VISIT

The CHFA SHIP team and project stakeholders conducted a site visit and design workshop on October 6th, 2022. The discussion covered site constraints, planning and zoning, desired outcomes, and discussion of a series of preliminary design ideas. Participants included:

- Kim White, Community Development Director
- John Murray, Planning Commission
- Steve Kudron, Mayor
- Tim Reinen, Consultant
- Jonathan Cappelli, Consultant
- Augustina Remedios, Consultant



SITE ANALYSIS

Description	Existing
Zoning	Planned Development District (PD)
Allowed Uses	TBD in PD Plan
Minimum Lot Area	No minimum lot size
Setbacks	No minimum; dependent on adequate access and fire protection
District Perimeter	Permanent open space at least 20' in width along the the Route 34 right of way
Parking	1 space/ 1 bd unit; 1.5 spaces/ 2 bd unit; 1 space/350 sf commercial

SURVEY & INFRASTRUCTURE

The Town has an As-Built Plat for the site showing the utility information, site coordinates, and elevations. The site is already equipped with 16 sewer taps, 14 water taps, as well as hydrants.

SITE CONSTRAINTS

The site has easements on two sides, one being for the Rocky Mountain National Park sewer, and the other is owned by the Colorado Department of Transportation (CDOT). Additionally, the site proximity to Route 34 may require working with CDOT to determine the need for a dedicated turn lane or other strategies to mitigate traffic turning on and off of the highway. The Town is undertaking a traffic study to better inform what may be needed to address the traffic impacts of the development.

PROPOSED PROJECT SUMMARY

Unit Type	Units	Size	Proposed Rent	Income Level
1 bed; 1 bath	4	475sf	\$908/mo	55% AMI
1 bed; 1 bath	12	475sf	\$1,322/mo	80% AMI
2 bed; 1 bath	6	950sf	\$1,586/mo	80% AMI
Commercial	N/A	1,900sf	TBD	
Total	22	15,200sf	Ann. \$348,144	

CONCEPT DESIGN

*Note: These images are for conceptual design only, and should not be used for construction purposes





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PROJECT FINANCING

PROFORMA

A proforma is an analysis used to determine the financial feasibility of a development project.

The first component of this analysis is an estimation of development costs. This is done by researching the current costs for development including ‘hard costs’ that include the physical materials that go into the building and the construction labor, and ‘soft costs’ which include permitting costs and the fees of professionals such as architects and engineers who are needed to ensure a structurally sound project.

The second component of the proforma is a forecast of the revenue that can be generated by the development and the operating expenses that will be incurred annually once the project is up and running. There are several ways to approach this, but knowing the goal of this development is to create housing that is affordable to local residents, the anticipated rent amounts for the residential units are set based on the Colorado Housing and Finance Authority’s 2022 Maximum Rent Tables based on the area median income for Grand County. Operating expenses are forecasted based on other projects with similar characteristics.

Together, these inputs illustrate how much of the project can be financed through a conventional loan and how much of a gap remains between the development costs and the identified sources of funding. Once it is clear how much additional money is needed, the project developer can begin looking for other funding sources in the form of grants, loans, or tax credits.

600 MARY DRIVE ASSUMPTIONS

USES AND SOURCES OF FUNDS		
Uses of funds		
Acquisition Costs	-	Purchase price for the land and existing units
Site Improvements	\$330,00	Grading, parking, & drainage
Construction	\$4,180,000	\$275/sf
Professional Fees	\$313,500	Estimated @7.5% of hard costs
Construction Finance	\$195,920	6% @ 60% accrual over 1 year; 65% LTC
Permanent Finance Loan Orig.	\$29,400	Estimated @ 1% of loan amount
Soft Costs	\$1,522,400	\$100/sf
Developer Fee/Profit	\$171,072	3% of hard and soft costs
Reserves	\$157,720	6 mo. of expenses and debt; 350/unit in replacement reserves
Total Development Expenses	\$6,893,835	
Sources of Funds		
First Mortgage	\$2,940,000	4%; 40 year Amortization; DSCR 1.16
Second Mortgage	-	
DOH Grant	\$2,200,000	\$100,000/unit
Town Affordable Housing Fund	\$143,000	Covering water taps
Total Sources	\$5,283,000	Gap - \$1,610,835 Per Unit Gap - \$73,220

Operations		
Annual Rental Income	\$348,144	75% AMI; not inclusive of commercial rent
Vacancy Rate	7%	Per CHFA guidelines for multifamily; if fewer than 10 units this increases to 10%
Other income	\$100	Anticipated application fees
PUPA OpEx	\$6,936	Annual operating expenses/unit

FINANCING

Because the planned development is modeled with rents affordable to the local workforce, the project can finance approximately 40% of the overall development costs, the balance of project costs will need to be funded through grants and philanthropy.

POTENTIAL SOURCES

There are several options to fill the gap between the development costs and the available financing. Items with asterisks are currently modeled in the proforma:

- Colorado Division of Housing grants - \$100,000/unit; for a total of \$2,200,000*
- Grant Funds from HB22-1304 Transformational Affordable Housing, Homeownership, and Workforce Housing Grant Program
- Funding through Proposition 123
- Philanthropic funds through local, regional or state fundraising
- The development site is in an area eligible for USDA Multi-Family Housing Direct Loans which can be used as an alternative to conventional financing
- Colorado Housing and Finance Authority also provides competitive loans for housing in small rural communities

A more detailed description of each funding source and application steps are listed in the Grand Lake Funding Map.

ACTION ITEMS/ NEXT STEPS

OVER THE NEXT YEAR, THE FOLLOWING ACTION STEPS ARE RECOMMENDED:

- Host a community meeting to gather feedback on the preliminary design concept.
- Determine project roles:
 - a. Who will be the applicant and guarantor for funding?
 - b. Who will lead development work and oversight of a general contractor?
 - c. Who will lead tenant/buyer eligibility, selection, and contacting?
 - d. Who will manage the rentals for the long term?
 - e. Assign a project manager/owner's representative to coordinate the project and keep momentum.
- Further explore and confirm funding sources, including CHFA, Colorado Division of Housing, Colorado Health Foundation, ARPA, Colorado Trust, and Rural Philanthropy.
- Create a tenant selection plan in coordination with local government entities and the Colorado Division of Housing. Examples from peer communities such as Gunnison and Basalt can help to inform this process.
- Research prefabrication, in-kind donations of labor and materials, and other cost-saving measures to address high construction costs.
- Continue to refine the financial projections.
- Apply to the Colorado Division of Housing for grant funding.
- Apply to lenders for construction and permanent loans.
- Select a contractor through a competitive process

YEAR 2

- Construct the project.
- Coordinate lease-up to eligible households.

ACKNOWLEDGMENTS

- Kim White, Community Development Director
- John Murray, Planning Commission
- Steve Kudron, Mayor
- Margie Joy, Community Relationship Manager, Colorado Housing and Finance Authority
- Mary Coddington, Principal, Cappelli Consulting
- Augustina Remedios, Associate, Cappelli Consulting
- Jonathan Cappelli, Principal, Cappelli Consulting
- Tim Reinen, Principal, Reinen Consulting
- Willa Williford, Principal, Williford LLC
- James Roy II, Principal, Urbanity Advisors
- Briana Roy, Office Manager, Urbanity Advisors
- Cheney McConnell, Associate, Urbanity Advisors

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Town of Grand Lake
Municipal Lands

Master Plan

December 2023