

# **WAVERLY COMMUNITY GROUP**

## **Waverly Area Plan PREFACE/UPDATE, April 1, 2013**

### **Waverly Community Planning Process 2005 - 2013**

After the City of Fort Collins had conducted a study of the possibility of relocating the City's truck bypass to a route through the Waverly community, many Waverly residents requested the newly formed Waverly Community Group (formerly the Waverly Steering Committee) to come up with a draft of a plan for the Waverly area specifically. The group also had input from County Commissioner Kathay Rennels that a set of guidelines for Waverly would help in future dealings with neighboring municipalities. Over a period of several years and with the input of many different Community Group members and members of the community at large, a conceptual planning document emerged that was shared with neighbors, posted on the website, and was the subject of adoption at the Annual Community Meeting held on September 20, 2008. The draft plan was adopted unanimously by all present and subsequently presented to the Larimer County Commissioners on February 15, 2009. The Commissioners acknowledged receipt of the document, not acceptance.

Because it took a long time to draft the plan, some in the community felt the need had subsided, and some believed the plan was "overkill." After several community and public meetings, the community group through its Advisory Committee decided to suspend action on the plan.

The document has been reviewed (1/1/13) and it is believed to be a good source of information about the Waverly community, its landscape, agricultural and rural past and present, as well as its natural, scenic and wildlife characteristics. For those reasons, it continues to be listed as a document on the website, and is available for future uses, if needed.

February 15, 2009

Board of County Commissioners  
Larimer County Court House  
200 West Oak St.  
Fort Collins, CO 80521

Dear Commissioners Rennels, Johnson, Donnelly

We wanted you to be aware of the Waverly Area Plan that we have been working on with support from County Staff who have reviewed it and whose suggestions have been incorporated. After considerable community involvement, several iterations and review by Waverly residents, the Waverly community adopted the plan at its last Waverly Community Group meeting last Fall. Among other things, we will use this document to guide our recommendations as development proposals and other matters are referred to the Waverly Advisory Committee (elected by the at-large Waverly community) as part of the development review and land use decisions process. Several action items are relevant currently. As you work on the Intergovernmental Agreement with Wellington for example, please be mindful of our Community Influence Area and help us to continue negotiations with the Town of Wellington to achieve a buffer/separator area between the Waverly Community Area and their projected Urban Growth Area.

Although Commissioner Rennels is aware and has supported our work, we wanted all of you to have the most recent version of the plan. We continue to work with County staff to complete some of the tables herein.

We look forward to your comments and working with you during your time in office.

Many Thanks,

Jan Kroeger, At-Large Advisory Ron Splittgerber, Chair, Waverly Advisory Committee

Bob Zimdahl, Vice-Chair, Waverly Advisory Committee

Helen Boggs, Secretary, Waverly Advisory Committee & Quadrant 1 Representative

Sue Foster, Treasurer, Waverly Advisory Committee

Karl Zeller, Quadrant 3 Representative

George Wallace, Quadrant 4 Representative

Jane Clark, At-Large Advisory Committee Member

Kathy Monty, At-Large Advisory Committee Member

John Ostheimer, At-Large Advisory Committee Member

# **Waverly Area Plan**

**Submitted to Larimer County as a working document adopted by the  
Waverly community which will continue to be improved**

**Drafted by the Waverly Advisory Committee on behalf of the Waverly  
Community**

**February 15, 2009**

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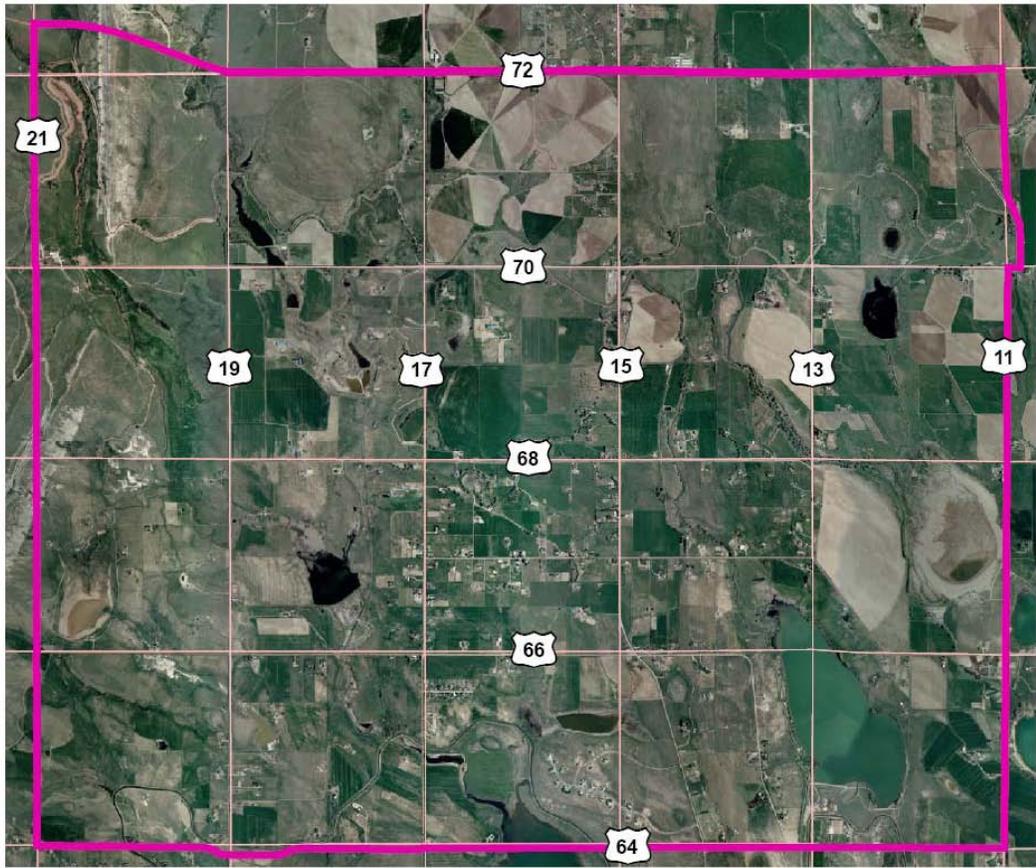


FIGURE 1. AERIAL MAP OF WAVERLY AREA WITH GRID LINES

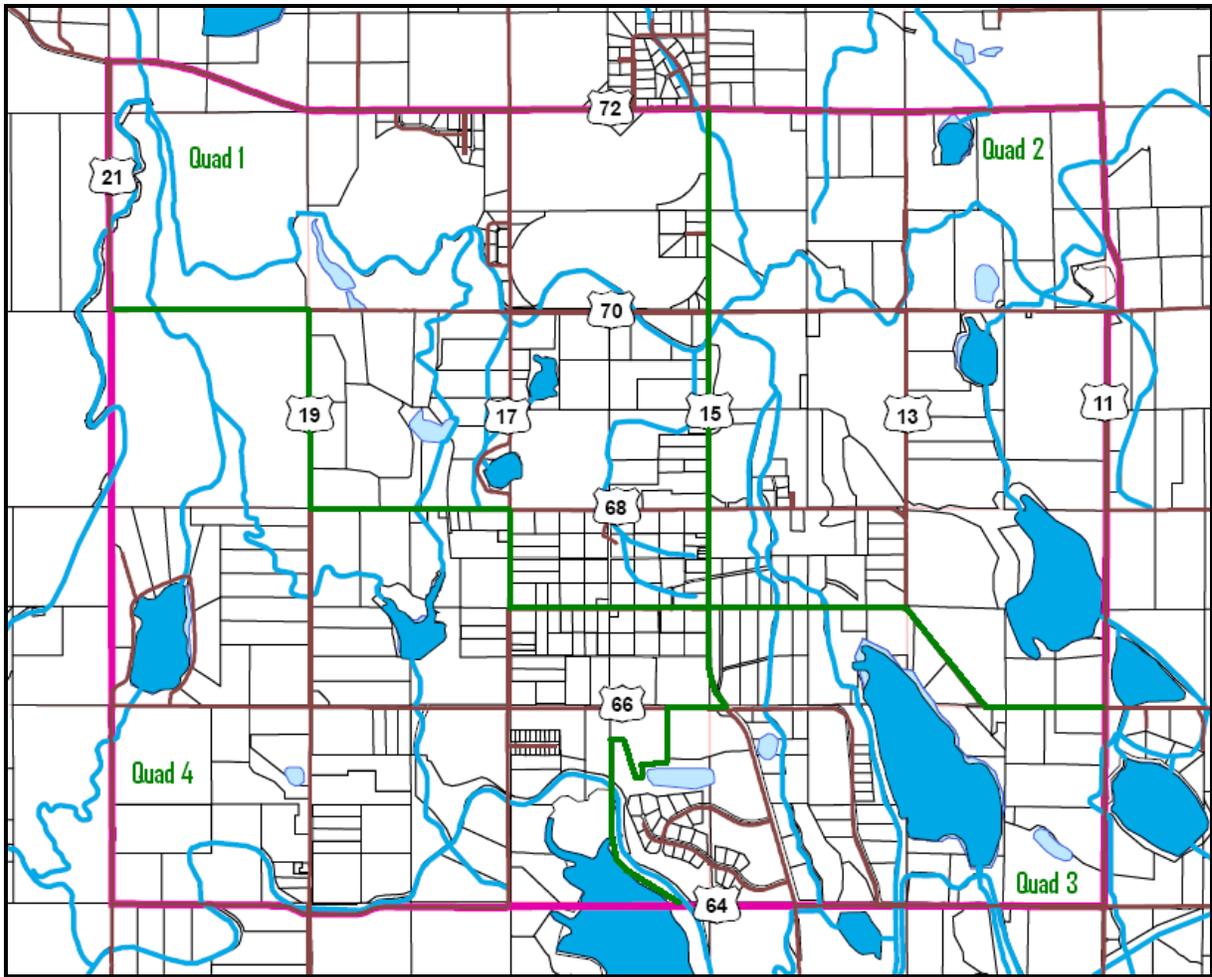


FIGURE 2: Waverly Roads, Hydrology, with Quadrant Lines

## EXECUTIVE SUMMARY

The Waverly Area Plan is citizen-initiated and is intended to serve as a basis for community input to the Larimer County Planning Commission and Board of County Commissioners for development referrals sent to the Waverly Community Group and other land use decisions affecting the Waverly area.

The boundaries of the Waverly Community area of more than 12,900 acres are County road 72 on the north, County Road 11 on the east, County Road 64 on the south, and County Road 21 on the west. The plan's vision for the Waverly area is the result of discussions at community and advisory committee meetings, two community surveys, and from materials that state the purpose of the Waverly Community Group. Achieving the vision requires that residents of the Waverly community address a number of issues and opportunities. Issues that shaped the vision and mission of the Waverly Community Group and that concern Waverly residents follow:

- ◆ Wellington's urban expansion
- ◆ Maintenance of the rural character of the Waverly area
- ◆ Larimer County's road and transportation plans.
- ◆ Maintaining and fostering development of a viable rural economy
- ◆ The density of future housing developments
- ◆ Irrigation water and its role in agricultural viability

The purpose of this plan is to provide guidance toward maintaining Waverly's rural character that residents enjoy, without impacting the rights of property owners. The addressed issues relate to Waverly's agricultural activities, health and safety of families, and the ability to continue to make a living and a life in a rural community. A major objective of the plan is to assure that planning for the Waverly area is conducted with those who live in the area and not presented to or planned for them. A primary goal of the plan is to maintain the mix of agriculture, rural enterprise, residential, and natural areas. After describing the important characteristics of Waverly, the plan lays out in more detail, the issues of importance identified by residents, presents a vision statement, describes goals for the Waverly area and action steps that are necessary to achieve or maintain those goals.

The current draft has been developed during many iterations by Waverly Advisory Committee members and is based on community-wide surveys, annual and regular meetings of the Waverly Community Group, and input from residents. This draft includes placeholders for maps that will be sized for Waverly from the County spatial data base. It also has tables, some of which are incomplete or which can be improved after adoption of the plan by the community.

# Waverly Area Plan

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## I. Context of the Waverly Area Plan

This area plan is citizen-initiated and WAC<sup>1</sup> recognizes that under state statutes:

- Most land use decisions are guided by the County Master Plan and the Land Use Code which contain, among other things, zoning and subdivision regulations.
- Most proposed land use changes are submitted to the County Planning Department and then decided on by the Board of County Commissioners with recommendations from the Planning Commission (PC) – based on the Master Plan and Code;
- The Master Plan can include area plans like those developed for the unincorporated La Porte and Red Feather communities;
- Waverly is an identifiable community having characteristics that most residents would like to enhance or preserve. The plan is designed to maintain and enhance the community characteristics valued by Waverly residents and to address the issues that could undermine them.
- Most residents of the Waverly area agree that planning the community’s future makes sense. Without a plan for Waverly the area’s collective future, changes in the community will be guided by forces outside the community. Although guided by the present Larimer County Master Plan, development proposals and other land use decisions will benefit from understanding the vision that Waverly residents have as well as their knowledge of the area. It is the intention of the Waverly community that this citizen-initiated plan be used to shape recommendations made to the County and

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<sup>1</sup> The Waverly Advisory Committee is comprised of those elected by the community during the Annual Community Meeting to represent the Waverly Community.

other jurisdictions (The Town of Wellington, State Land Board etc.) on matters affecting Waverly.

- The plan has been adopted by the Waverly Community, and is recognized by the Planning Department and Board of County Commissioners as providing a basis for the community's review of development proposals and other items referred to the Waverly Community Group through the Waverly Advisory Committee.

## **A. WAVERLY AREA HISTORY**

A group of farming and ranching families met in March 1886 in an area 12 miles north of Fort Collins to form School District #49. For the new settlement, a postal clerk suggested the name Waverly from a novel by Sir Walter Scott. By December 1886 a school building had been constructed. At first, the school had only nine grades but it expanded as the community grew and the first 12<sup>th</sup> grade class graduated in 1930. School district #49 became part of the Poudre R-1 school district in 1960 when all nearby schools were consolidated into the larger district. The school that served Waverly families helped to shape and unify the community for well over 100 years. The last class in the Waverly school was held in spring 2003. The building is now owned and operated by Turning Point as a school assisting high-risk children between 12 and 18 to prepare for GED or diploma certification.

Around 1900 Waverly began to appear on USGS maps. The town site of Waverly was platted in 1903 by F.C. Grabel, an early land developer. Over the years, Waverly has had a post office, fire department, church(es), and a general store. A 1906 plat of Waverly included a Colorado & Southern railroad right-of-way. In 1903 the Colorado & Southern railroad extended its line from Wellington with a spur that passed just south of the present Waverly school. The spur served passenger trains, a sugar beet dump, and a cattle-loading pen. Some remnants can still be found by careful observers. An additional spur on the Union Pacific

Line (removed in the early 1960s) extended through western Waverly and to the town of Buckeye to the north.

## **B. Area Growth and Emergence of the Waverly Community Group.**

The 20<sup>th</sup> century saw gradual change in the Waverly area as some farms were subdivided and houses were built. In spite of the increased number of residential units, the area retained its rural character and still reflects a predominantly rural lifestyle. Many residents were and still are farmers or ranchers but there has been an increase in the number of people who work in nearby towns and choose to farm part-time or just live in Waverly's rural setting. The community has a significant number of small, home-based and on-farm enterprises in addition to its farm and ranch enterprises. There are also land holdings by the State Land Board, The Colorado Division of Wildlife, Colorado State University, mutual ditch companies, and others. A breakdown of current land uses can be found in Table 1.

Residential development in Waverly has taken a number of forms. A few exemptions created neighborhoods with smaller lots than the current zoning allows. The Waverly town site platted in the 1900s created some medium sized lots near the school; subdivisions under O (Open) zoning prior to 2000 created a number of 10 acre lots; 35 -40 acre parcels have been created by those subdividing under the State 35 acre law; and cluster developments have been created since 2000 via the new Land Use Code's Rural Conservation Development process and the Rural Land Use Center process. Finally, a fair number of larger agricultural parcels ranging from 80 – 640 acres still exist.

The Waverly Community Group and its Waverly Advisory Committee (W.A.C.) grew from a neighborhood group of Waverly residents who were concerned about the future of the area and desired to enhance the quality of life and sense of community among residents of Waverly. The Community Group proposed boundaries for Waverly based primarily on historical school attendance and topographic features.

The boundaries are County Road 72 on the north, the natural geographic ridge of County Road 11 on the east, the former school boundary of County Road 64 on the south, and County Road 21 on the west. See Figure 2. The community boundaries described above were unanimously accepted by the Larimer County Commissioners as a Community Influence Area on February 8, 2006. The area includes 20 sections and more than 12,900 acres. The boundaries represent the historical separation from the Buckeye area to the north, Wellington to the east, the hills on the west and the historical school boundary on the south.

## **II. Existing Conditions in Waverly**

The above description of the history and current conditions in Waverly is an important feature of this plan. By including this information, the plan will be more informative and may help residents form a stronger attachment to the community. Describing existing conditions will also make easier discussion of the future and articulation of issues and opportunities. It is also important to note that, under this plan, all conservation and protection measures by landowners will be voluntary. Incentives for landowners to protect and conserve their land will be described later in the plan. Conserving or enhancing resources found on public land (school sections, etc.) or mutually/cooperatively owned lands (irrigation reservoirs, etc.) will be achieved via collaborative agreements with those entities.

Although the county has aerial photos and a variety of GIS thematic maps for topography, roads, water bodies, soils, and ownership, the information is often incomplete. The Waverly Advisory Committee and residents intend to work with the County to slowly improve the data base for Waverly. Below is a beginning compilation of specific information about the Waverly area taken from two community surveys conducted in 2004 and 2006 as well as a study of rural enterprises in each quadrant. The community data base should be considered a work in progress. It is complemented by several maps

**Table 1: Waverly Area Land Use Categories (to be completed)**

| Land Use                                      | Acres | % of Total |
|---|-------|------------|
| Agriculture                                   |       |            |
| Commercial                                    |       |            |
| Residential Improved                          |       |            |
| Residential Unimproved                        |       |            |
| Civic/Utilities                               |       |            |
| Church  |       |            |
| School Land                                   |       |            |
| Private Open Space                            |       |            |
| Natural Features (unsuitable for development) |       |            |
| National Forest                               |       |            |
| State of Colorado                             |       |            |
| Named Lakes & Reservoirs                      |       |            |
| Roads/Rights of Way                           |       |            |
| Totals  |       |            |

**A. Current Land Uses:** Current land ownership patterns are a product of the geodetic survey and early town site plats for Waverly, followed by a period with few land use regulations, and then by two different versions of the Larimer County Master Plan and Land Use Code. The Code contains subdivision and zoning regulations which have changed twice and now are the principal determiners of parcel size and the type and density of development that is possible in Waverly. Table 1 will provide an overview of current land ownership and use and Table 3 provides a summary of the types of land subdivision that have occurred to date.

**Table 2: Waverly Area Population Characteristics**

| Characteristic                | Waverly Area | Larimer County |
|-------------------------------|--------------|----------------|
| Population under 18 years age |              | 24%            |
| Population 65 and older       |              | 10%            |
| Median Age                    |              | 33.2           |
| In Labor Force                |              | 72%            |
| Average Household Size        |              | 2.52           |
| Owner Occupied Housing        |              | 68%            |

Source: 2000 US Census. Also see data In Appendix A on page 40.

**PLACE HOLDER FIGURE 3: for map showing county land use classifications**

**B. Population:** Waverly has over 350 households. The average resident (Table 2) is over 50, fully-employed and has lived in the Waverly area more than 10 years. Residents say they were attracted to the area because of the small population, rural lifestyle, the opportunity to pursue rural or agricultural activities, and the quiet and privacy. The average resident lives in a home that is more than 15 years old on 2 to 35 acres. More than 50% of survey respondents irrigate a portion of their acreage from one of more than 15 lateral ditches or from a well.

**C. Agricultural Activity:** Agriculture is still a predominant land use in Waverly although the type of agriculture has changed from row crops to more forage crops on smaller parcels. As of 2008, the County Assessors Office calculated that there are XXX acres classified as irrigated land and XXX acres classified as dry-land agriculture including pasture lands. Agriculture in Waverly also includes XXX acres of concentrated livestock operations. The *County Right to Farm Resolution* is of particular importance in Waverly and will be echoed in sections VB2, VB3 and VIB of this plan. People moving to Waverly should expect to live with a variety of agricultural activities, sounds and smells, as well as the periodic movement of stock and agricultural equipment on roadways.

**Table 3: Waverly Area Subdivisions (to be completed)**

| Subdivision Name | Year Recorded | # Lots Platted | # Current Lots | Residential Lots | Improved Lots | Unimproved Lots |
|------------------|---------------|----------------|----------------|------------------|---------------|-----------------|
|                  |               |                |                |                  |               |                 |
|                  |               |                |                |                  |               |                 |
|                  |               |                |                |                  |               |                 |
|                  |               |                |                |                  |               |                 |
|                  |               |                |                |                  |               |                 |
|                  |               |                |                |                  |               |                 |
|                  |               |                |                |                  |               |                 |
|                  |               |                |                |                  |               |                 |
| Totals           |               |                |                |                  |               |                 |

**D. Agriculture Related Business:** A 2006 survey conducted by quadrant representatives reveals a diversity of home-based and agricultural enterprises (Table 4), including veterinary clinics, farriers, equipment repair, horse boarding, horse training, and custom farming operations. Livestock related activities are a defining characteristic of the area.

**E. Community Businesses and Home Occupations:** A number of rural businesses such as welding shops, artist's studios, small-scale fabrication, kennels, leather shops, bookkeeping or tax services exist in the Waverly area and help define its rural character. County regulations concerning establishment of home-based businesses (home-occupations) and accessory agricultural uses can be found in the Larimer County Land Use Code in sections 4.3.10.B and 4.3.10, respectively and will be one of the items addressed in the plan in Action Step 3. The Waverly Community Group supports activities that promote rural enterprise and character.

**Table 4: Rural Enterprises in Waverly**

| Business Category        | Business Type   | Number |
|--------------------------|---|--------|
| Non-Equine Animal        | Beef production   | 17     |
|                          | Veterinarians   | 4      |
|                          | Llama production  | 3      |
|                          | Sheep production  | 2      |
|                          | Dog breeding/boarding   | 2      |
|                          | Dairy, livestock related  | 3      |
|                          | Buffalo production  | 1      |
| Equine Related           | Training, riding arenas   | 12     |
|                          | Horse boarding, breeding, racing                                    | 7      |
|                          | Farriers  | 3      |
|                          | Equine Rescue   | 1      |
| Veterinarians            |   | 4      |
| Crops                    | Hay production  | 14     |
|                          | General rotated or specialty crops                                  | 12     |
|                          | Nursery stock, trees  | 6      |
|                          | Organic vegetables, pasta   | 3      |
| Water related            | Waste water system design, wells                                    | 2      |
| Artisans                 | Sculpture, painting, crafts, trunks, pottery                        | 8      |
| Construction/Fabrication | Miscellaneous   | 7      |
| Other                    | Car painting, hair care, massage, computer related, radio marketing | 7      |
| Totals                   |   | 118    |

**F. Domestic and Agricultural Water:** Community survey data reveal that only 19% of the respondents have domestic wells. There are several high volume agricultural wells as well as adjudicated surface water, reservoirs, ponds, springs, and underground tile water.

The majority of Waverly residents get their domestic water supply from the Northern Colorado Water Association (NCWA). As of August 2006, NCWA placed a moratorium on new water taps in the north half of its service area pending the evaluation and acceptance of the NCWA well water augmentation plan and construction of a new pipeline to the Nunn wells. (The north service area contains property north of CR 68 and west of NCR 9 as well as property east of NCR 9 and north of CR 64.) In July, 2008, NCWA, with member approval, proceeded with the purchase of an adjacent 530-acre parcel, which contains several additional producing wells that can provide additional water to its service area. Residents south of County Road 68 on the west side of the service area are served by ELCO water.

Irrigation is a defining characteristic in Waverly providing a greener and more productive landscape which is at once more aesthetically pleasing and livable because it enables residents to grow crops, harvest hay, and have gardens, orchards, and windbreaks. It also creates a considerable amount of wildlife habitat. The Waverly area includes 648 surface acres in reservoirs and similar water storage facilities (See Figure 3). Most of these are part of a linked irrigation system through 37.5 miles of primary irrigation channels (78 acres in deeded irrigation ditches) in the Waverly area. The North Poudre Irrigation Company system supplies water through a number of laterals in Waverly and owns several storage reservoirs. The above number does not include secondary irrigation ditches that serve individual fields.

The WAC has, with the help of residents, begun to compile a map of irrigation laterals and associated ponds and other structures belonging to lateral ditch associations. Several other irrigation entities besides North Poudre have canals and reservoirs in Waverly. This data base will provide information about which parts of Waverly are now irrigated, from what sources and how many active irrigators there are. Protecting irrigation infrastructure will be an

important part of the area plan and should be considered as development proposals are reviewed.

PLACEHOLDER: FIGURE 4, Map of Irrigation Infrastructure

**G. Roads**

Public roads are maintained and snow is removed by Larimer County. There are dedicated subdivision roads that are actually public roads even though they are maintained by residents and homeowner associations. Neighbors often help one another with snow removal on private roads and where driveways intersect with county roads. In recent years, traffic has increased (Table 5) on County roads as has its speed, making the area less friendly for agricultural activities, pedestrian and equestrian and other lower speed uses. Additionally, community surveys and meetings have revealed that any high speed connections between I-25 and US 287 within or adjacent to the Waverly area are of great concern to residents.

**Table 5: Waverly Area Maintained Roads**

| County Road |                  | Classification  | Surface Type | Vehicles/Day 1994 | Vehicles/Day 2004 | Speed Limit |
|-------------|------------------|-----------------|--------------|-------------------|-------------------|-------------|
| 72          | E of 287         | Major collector | Gravel       | 275               | 1,700             |             |
| 72          | W of CR 21       | Major collector | Gravel       | 230               | 1,100             |             |
| 70          | Between 17 & 19  | Major collector | Chip seal    | 425               | 1,300             |             |
| 70          | Between 7 & I-25 | Major collector | Chip seal?   | 650               | 2,500             |             |
|             |                  |                 |              |                   |                   |             |

Source: *Coloradoan* - Dec. 10, 2006 and Larimer County Engineering Dept

**H. Other Utilities and Services:** The locations of buried utility lines are sometimes known by property owners. Natural gas and propane provide energy for heating most homes. One solid waste disposal company serves the Waverly area. Emergency Services are provided by

the Wellington Fire Protection District, which has a fire station on the corner of CR 15 and CR 66, as well as by the Larimer County Sheriff's Department. Mail service by the US Postal Service is delivered to boxes along county roads, some of which occur in banks serving individual residential developments.

**I. Historic and Cultural Resources:** Many local historians and area residents with knowledge of Waverly area have died, and books on the history of Larimer County have limited information about Waverly. There are some sources, however, and additional oral history can be gathered from long-time residents. For example, on the school section across from the Weaver Ranch headquarters, the Overland Stage Stop is commemorated by a monument placed nearby by the Daughters of the American Revolution. Old maps show a church on the SE corner of county roads 17 and 66. The landowners have the cornerstone that they are willing to place in that location for others to see. The Waverly School and the old railroad spur are important remnants of the Waverly story as are several old but still visible barns and homesteads. It is the intent of the Waverly Community Group to gather information on historic locations that help tell the Waverly story. The area plan will address ways to encourage the preservation of such resources (VI, 6, Action Step B).

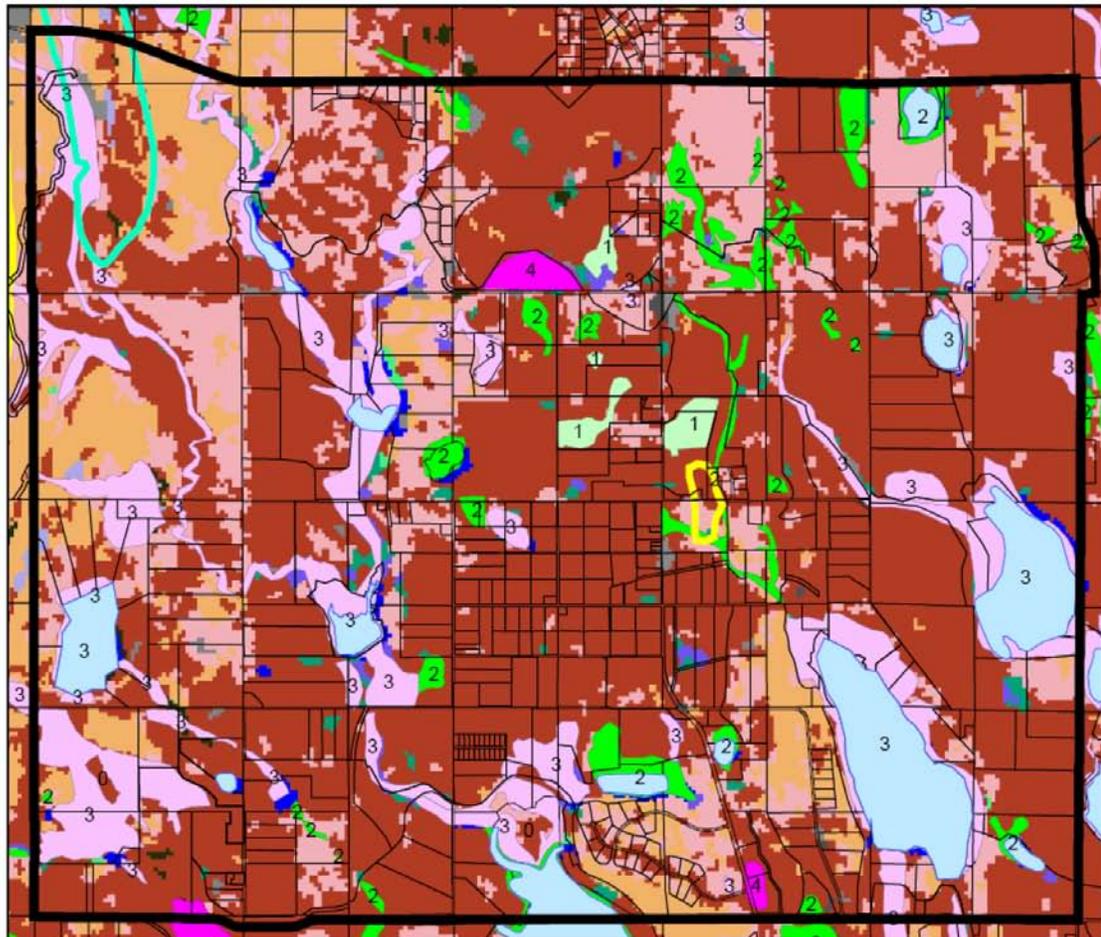
**J. Wildlife Habitat:** Waverly residents value wildlife and want to take measures to allow wildlife to live among us. Waverly's agricultural areas, streams, reservoirs, ditches, wetlands, forest patches, windbreaks and habitat plantings on private land as well as on adjacent publicly held lands (State school sections, CSU property, and Division of Wildlife land) all provide important areas for wildlife – both resident and migratory. The plan will encourage further protection of these areas and echo the Larimer County Master Plan in asking that development make every effort to avoid or mitigate the loss of such areas. The Waverly

Advisory Committee is in the process of identifying programs (Appendix D) that provide incentives or information for landowners who wish to develop or enhance habitat for wildlife.

The community will work with the County to continue to improve the existing ecological data base. The environmental maps of the Waverly area (Figure 5) make general references to “neighborhood species richness” but specific information about the places that wildlife need and use, rare or threatened plant and animal communities can be provided by residents working with specialists. This includes the habitat requirements of wildlife that live here or stop over on their way to other places. The information will help the community consider the best ways to retain the wildlife as land use changes or conservation opportunities are proposed.

**K. Conservation Areas:** A number of landowners have placed conservation easements or protective covenants on their land. There are also state lands that are managed for multiple uses and values other than development. Between 850 and 1000 acres of land have some form of protection or conservation status (Figure 6).

# Waverly Area Environmental Map



- |  |   |  |
|--|---|--|
| <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: black; border: 1px solid black; margin-right: 5px;"></span> Waverly CIA</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: cyan; border: 1px solid black; margin-right: 5px;"></span> B2: Very High Biodiversity Significance</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black; margin-right: 5px;"></span> B3: High Biodiversity Significance</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: magenta; border: 1px solid black; margin-right: 5px;"></span> 4</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: lightpink; border: 1px solid black; margin-right: 5px;"></span> 3</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: lightgreen; border: 1px solid black; margin-right: 5px;"></span> 2</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: palegreen; border: 1px solid black; margin-right: 5px;"></span> 1</li> </ul> | <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: brown; border: 1px solid black; margin-right: 5px;"></span> Agriculture</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: grey; border: 1px solid black; margin-right: 5px;"></span> Developed, Medium - High Intensity</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: lightgrey; border: 1px solid black; margin-right: 5px;"></span> Developed, Open Space - Low Intensity</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: blue; border: 1px solid black; margin-right: 5px;"></span> Inter-Mountain Basins Semi-Desert Shrub Steppe</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: pink; border: 1px solid black; margin-right: 5px;"></span> Invasive Perennial Grassland</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: lightblue; border: 1px solid black; margin-right: 5px;"></span> Open Water</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: darkgrey; border: 1px solid black; margin-right: 5px;"></span> Recently Mined or Quarried</li> </ul> | <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: green; border: 1px solid black; margin-right: 5px;"></span> Rocky Mountain Lower Montane-Foothill Shrubland</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: orange; border: 1px solid black; margin-right: 5px;"></span> Rocky Mountain Ponderosa Pine Woodland</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: lightblue; border: 1px solid black; margin-right: 5px;"></span> Western Great Plains Cliff and Outcrop</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: darkblue; border: 1px solid black; margin-right: 5px;"></span> Western Great Plains Floodplain Herbaceous Wetland</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: grey; border: 1px solid black; margin-right: 5px;"></span> Western Great Plains Foothill and Piedmont Grassland</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: darkgreen; border: 1px solid black; margin-right: 5px;"></span> Western Great Plains Riparian Woodland and Shrubland</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: tan; border: 1px solid black; margin-right: 5px;"></span> Western Great Plains Shortgrass Prairie</li> </ul> |
|--|---|--|

FIGURE 5: Waverly Environmental Map



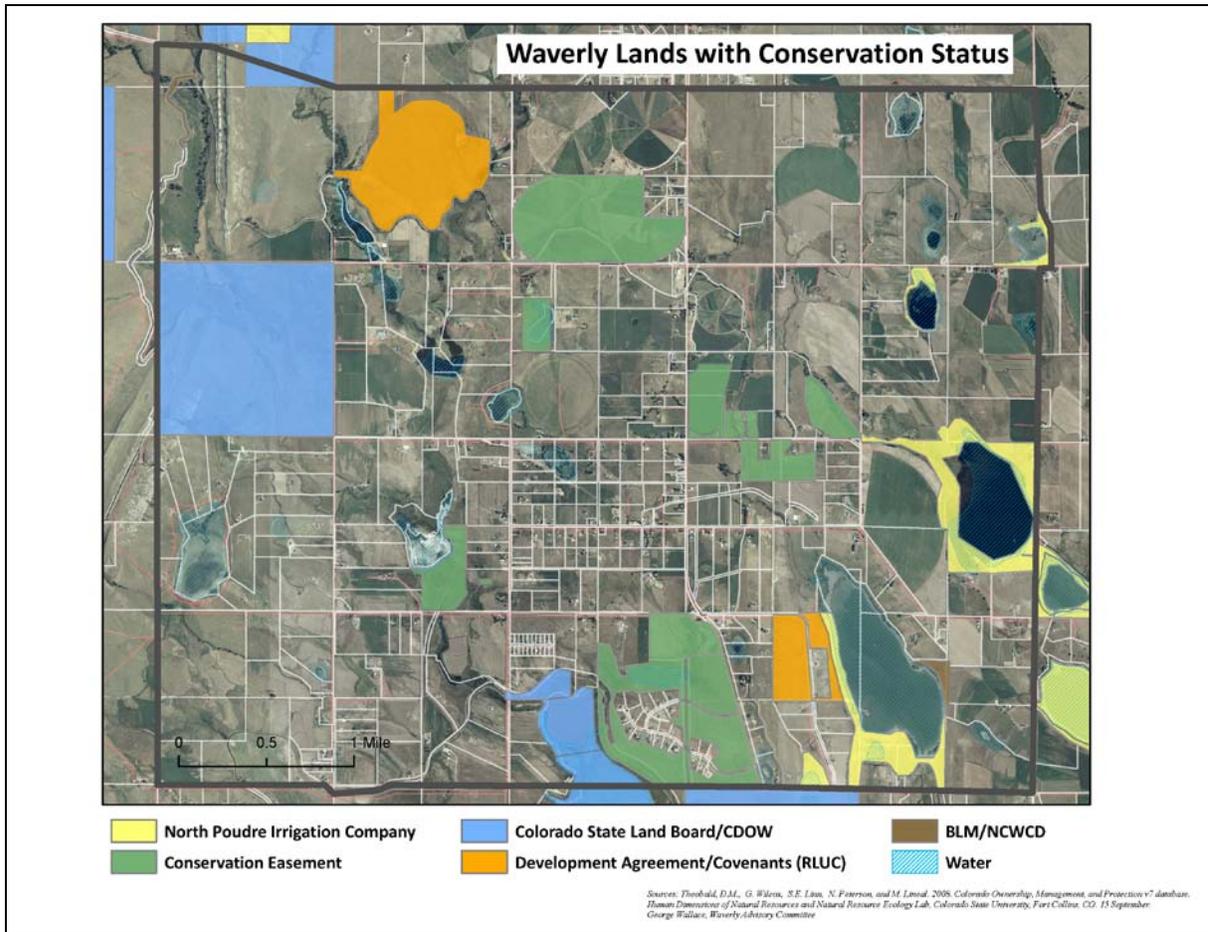


FIGURE 6: Waverly Lands with Protection Status

### **III. THE WAVERLY PLANNING PROCESS.**

#### **Public Involvement**

The Waverly Community Group and its Advisory Committee have actively tried to assure that planning for the area is conducted **with** those who live in the Waverly area and not presented **to** or planned **for** them. It is the group's desire that the Waverly area plan will help County elected and appointed officials and County staff consider and make land use decisions that help the Waverly community achieve the shared vision found herein. An important part of the mission of the Waverly Community Group can be summarized as follows:

*In order to provide an opportunity for residents and property owners to better influence future decisions that affect the community, the Waverly Community Group will develop an area plan (with Larimer County) to guide the decision process. The plan will lead to a decision environment that informs both County regulations and incentives to achieve the vision for Waverly. A primary goal of the plan will be to maintain Waverly's rural character.*

Members of the Waverly Advisory Committee are elected by the Waverly Community Group, according to the Group's by-laws (adopted during the community meeting in July 2005), at the annual meeting held in late summer each year. The advisory body has representatives from each of Waverly's four quadrants as well as at-large representatives. The Waverly Advisory Committee meets on the last Thursday of each month at 7 PM in the Turning Point cafeteria. Interested Waverly community residents are invited to attend all meetings and frequently do so.

An essential function of the Waverly Community Group has been to solicit residents' opinions through two mail surveys, during two annual community meetings, during regular WAC meetings that are open to all, and from ongoing input provided by WCG quadrant representatives. The first survey was conducted in 2001 and the second in the fall of 2006.

The Fall 2006 survey (Appendix A) was sent to 395 Waverly households in the Waverly area. Seventy-two responses (18%) were received. The survey posed a series of specific questions about the area and requested comments from the respondents on their view of the important issues facing the Waverly area. Additionally, the quadrant representatives receive regular input from residents in their respective quadrants which is taken into account and reflected in this draft.

#### **IV. Issues and Opportunities Identified During Public Involvement**

- Part of developing a vision statement and an area plan is the identification of salient issues and opportunities that a plan should address. Survey findings (Appendix A) revealed that more than 90% of those responding thought that maintaining Waverly's rural character was very important. Likewise, 90% felt that minimizing the loss of agricultural land and maintaining a healthy agricultural landscape were very important. Another 90% of respondents expressed the view that discussion of and planning for a Fort Collins truck bypass route was a very important issue. Annexation threats from Wellington and maintenance of open space and natural areas were regarded as important issues by more than 83% of respondents. Three quarters (74%) felt that it was important to maintain funding for open space. An assortment of issues and opportunities included in the surveys revealed that the majority of Waverly residents share similar concerns about the area and its future. A summary of the issues and opportunities seen as important by a majority of residents follows:
  - The desire to be a recognized community with mechanisms to provide on-going input to the County during the review of development proposals and other land use decisions affecting the Waverly area

- Avoidance of Wellington’s aggressive annexations with its proposed urban growth area
- Maintaining the rural character of the Waverly area
- Minimizing the loss of agricultural land and water and irrigation capability
- Maintaining and fostering development of a viable rural economy by removing obstacles and adding incentives for rural enterprise
- Minimizing the impacts of Larimer County’s road and transportation plans, especially the negative effects of any truck bypass or high speed roadway proposals affecting Waverly
- Minimizing the affects on the Waverly area of the proposed Glade reservoir and the relocation of State highway 287, should these projects be approved.
- Helping landowners understand development and conservation options and providing information on ways to improve management of their land

During each of the public involvement activities it became clear that Waverly residents wish to be part of a recognized, geographically defined rural community that has a plan and whose representatives are consulted about land use matters affecting them. Importantly, Waverly residents do not wish to urbanize or be annexed. Residents want to maintain the rural identity that all, including non-residents, now enjoy. This sentiment about unincorporated Larimer County was echoed by all county residents during the Plus Planning Process which was the basis for the revised Larimer County Master Plan. Preserving the rural character of Waverly is a principal theme of this area plan. As the community addresses this

and related issues, it wants to do so in a way that respects the property rights of residents and simultaneously seeks to enhance landowner responsibility and involvement.

## **V. COMMUNITY VISION AND GOALS.**

After extensive interaction with the community over three years via surveys, annual meetings, monthly Advisory group meetings that are open to residents, and feedback from quadrant representatives, the Waverly Advisory Committee with assistance from the County Planning Office, the Planning Commission, and the Board of County Commissioners, developed this draft plan including the following vision statement that reflects the wishes of a majority of the residents.

### **A. Vision Statement**

*This Plan honors and sustains the sense of place and community that began among Waverly residents in the late 19<sup>th</sup> century. It is the desire of community residents to retain and enhance the area's rural character – in particular, the mix of agricultural, rural enterprise and residential uses, as well as the unique natural areas, cultural and historical features. The Plan envisions Waverly as a healthy, safe, sustainable unincorporated community that respects the rights of landowners while fostering an active, informed participation and cooperation among residents and local government to address the diversity of issues and opportunities that arise - now and in the future.*

### **B. Planning Direction and Goals.**

The direction needed to achieve the community's vision, can be expressed as a set of planning goals and proposed actions which are Waverly-specific and designed to complement the principles and guidelines in the County Master Plan (Appendix B). Some of the goals

below will parallel or echo existing Master Plan Themes that are of particular importance to the Waverly area. Six goals are discussed along with their relevance for Waverly and will be linked to the action items in the next section. Several goals overlap and reinforce one another as do the action items.

**1. To identify Waverly as an unincorporated rural community having specific geographical boundaries, a vision for its future and an organizational structure that can help achieve that vision.** A principal purpose of this plan is to clearly recognize and define Waverly as a community in geographical and organizational terms and to formalize the form of representation and the process whereby the community participates in the review of proposed developments and other County land use decisions.

**2. To minimize the loss of agriculture land, water, open space and rural character.** The County has a number of mechanisms in place to help achieve this goal including: the Open Lands Program and sales tax, community separators, creative subdivision regulations (which include two options for clustered housing), the use of transferable development units, the power to enter into intergovernmental agreements with municipalities, a Right to Farm Resolution, etc. We support these mechanisms and propose several action items (see page 29) which detail how they might be applied more specifically to Waverly. We also wish to retain and encourage a mixture of housing that is accessible to differing income levels.

An issue of special importance is irrigation infrastructure. State law protects rights-of-way and provides other legal protections for ditches, reservoirs, and other irrigation structures. The review of development proposals for Waverly should incorporate a requirement that pays particular attention to potential effects of proposed development on irrigation and agricultural infrastructure and provide incentives for the active management and maintenance of irrigation infrastructure.

**3. To stimulate and support rural enterprise.** This goal is important for achieving goal # 2. Although the area plan does not advocate upzoning or downzoning t changes to the present O (open) zoning for the Waverly area, the rural enterprise goal points towards a review of the Land Use Code and the O-Open zoning description to see if there are modifications that would better support rural enterprise or merit the possible creation of an Agricultural Overlay District that would help achieve Waverly’s vision. There may be changes that make it easier for producers to find needed support services, pursue value-added endeavors, provide housing for workers or enhance marketing outlets within the Waverly area. The intent is to support those who wish to pursue home occupations.

**4. To assure that subsequent development in Waverly will be compatible with a small, rural, unincorporated community environment.** Several things are important if this goal is to be achieved. Being included in the referral process during the review of development proposals is the most important. Additionally, as the county considers diverse options for appropriate rural development and given the fact that there are limited development or non-development conservation options that enable landowners to realize part of the equity in their land, it will be important to help Waverly residents understand all the options available to them should they decide to develop their land. This goal can be accomplished in part by including complete descriptions of these options in this plan (Appendix C) as well as maintaining a current version of the options on the WAC community website at [www.waverlycommunity.org](http://www.waverlycommunity.org).

**5. To promote transportation planning, road standards and road maintenance compatible with a rural community.** In Waverly, people use roads for moving farm equipment and livestock, for horseback riding, walking, jogging and other uses that are not compatible with high speed vehicular traffic. Safety along county roads is a high priority for Waverly residents, their children and animals. Related to both compatibility and safety, any new roadways should be evaluated for their effects on the multiple uses now occurring on the

Waverly roads. The County should retain a mix of paved and multi-use gravel roads and signage and speed limits should be implemented that will allow the community to maintain this important aspect of Waverly's rural character and quality of life on both low volume county roads and arterials.

**6. Maintain Waverly's unique natural and cultural features including: wildlife habitat, plant and animal communities, and cultural and historic resources.** Wildlife and people coexist in Waverly and should be allowed to do so in the future. Maintaining and enhancing wildlife habitat will require a more complete identification of sensitive natural areas before and during the review of proposed developments. Of particular importance are land use decisions that affect riparian areas (streams and ditches), ponds and reservoirs, wetlands, forest patches, and the agricultural operations and other natural and man-made features that support unique flora and fauna.

Reaching this goal will require that landowners understand the array of incentives and programs available for voluntarily protecting or enhancing natural or cultural resources and the proactive involvement of many residents. Options exist including assistance from the Colorado Natural Heritage Program, the County Open Lands Program, Colorado Division of Wildlife and USDA programs (like the wetland reserve etc.). Additionally, there is a need to create better partnerships with the State of Colorado, North Poudre Irrigation Company and other entities that manage land and water in Waverly. The most notable of these Programs and resources are listed in Appendix D.

The Colorado Historical Society offers programs that help communities identify the sites and structures that have historical and archeological significance. The Historical Society maintains a register of historic properties that imposes no restriction on the property owner but enables landowners to apply for tax credits for restoration or rehabilitation or preservation

as well as grants from the Colorado Historical Fund that may be used for acquisition, development, education or planning.

## **VI. ACTION STEPS TO MEET VISION AND GOALS**

For each of the goals described above, a set of action items is identified. In some cases action items ask for a commitment from Larimer County, in some cases they are best addressed by residents themselves; in most cases, both will be required. Some of the proposed actions may be acted on as soon as possible while others are best described as future action steps because they will require more information and analysis.

### **Action Steps**

**Goal 1: Identify Waverly as an unincorporated rural community with specific geographical boundaries, a vision for its future and an organizational structure that can help achieve that vision.**

**A.** Larimer County will recognize Waverly boundaries as identified in Figure 1. Larimer County will take action to preclude the land inside those boundaries from being included in the Urban Growth Areas of Wellington or Ft. Collins as Intergovernmental Agreements are developed or modified.

**B.** This plan outlines the organizational structure for communication with the County about proposed development projects and other issues that involve both the community and the county as well as facilitating decisions that are internal to the Waverly Community. The Board of County Commissioners has agreed to recognize the Waverly Advisory Committee as the organization they will use for the referral and review of items affecting the Waverly community. To assure community-wide representation and a transparent process, WAC by-laws will be followed for nominating and electing quadrant and at-large representatives to the WAC as well as the scheduling of regular and special community-wide meetings. The County

will be kept apprised of any changes to the by-laws. While the WAC will function in a fashion similar to the La Porte Area Planning Advisory Committee (LAPAC) or the Red Feather Advisory Committee, *it will retain a more autonomous process for selecting its representatives and for the adoption and refinement of this plan for the near future.* At some point, it may be advantageous for the Waverly Community to consider the formal adoption of the Waverly Area Plan as part of the County Master Plan and a Waverly Advisory Committee that is appointed by the Board of County Commissioners.

**Goal 2: Minimize the loss of agriculture land, water, open space, wildlife habitat and rural character**

**A.** The County should recognize the need for and assist in creating a rural buffer or community separator between Wellington and Waverly to alleviate annexation pressure. This could be done using a combination of:

**1.** Open Lands funds for fee simple acquisition, easements or land banking until a conservation buyer can be found; **2.** Cluster developments with attention to spatial arrangements that includes buffering using contiguous open space; **3.** Designation as a sending area for transferable development units – particularly in any community separator area - , and by including this concept and discussing potential receiving areas in Wellington’s Growth Management Area during the development of an intergovernmental agreement (IGA) with Wellington; **4.** The County should encourage land trusts and other private land conservation entities to work with landowners on voluntary conservation strategies, to inform them of Waverly’s wishes to create a buffer zone and do so by assisting with transaction costs.

**B.** The County should pay particular attention to the design of cluster development in the Waverly area (see ag district concept below, item C). Both rural conservation developments handled by the planning department and rural land use plans being taken through the Rural

Land Use Center should utilize review criteria for both project approval and the awarding of any density bonuses in the Waverly sub-area. Review criteria will: **1.** Protect existing irrigation and other agricultural infrastructure; **2.** Avoid placing structures on irrigated, sub-irrigated fields, over tile water lines, aquifer recharge areas or on other productive agricultural soils; **3.** Maximize the contiguity between the open-space portions of multiple cluster developments and/or with adjacent lands having agricultural, natural habitat or amenity resources to facilitate the movement of livestock, farm equipment, wildlife and reduce impacts from fragmentation; **4.** Minimize encroachment by structures and infrastructure on wetlands, streams, ditches, lakes and important wildlife habitat; **5.** Minimize negative impacts from fencing to wildlife, reduce upward directed night lighting, and restrict landscaping with non-native species that could escape and be detrimental to land health; **6.** Reward (with density bonuses, streamlining etc.) good management plans that incorporate these and other measures that help to maintain agricultural activities, environmental values and rural character; **7.** Reward proposals that agree to leave shares of irrigation water for use on the property where the cluster development is being proposed; **8.** Assure that developments where horses and other livestock will be kept have concentrated use/confinement areas where animals can be given supplemental feed so that pastures can be properly managed (to reduce overgrazing, invasive species, nutrient runoff etc).

**C. *In the future***, consider the creation of a **Waverly Agricultural District** (or Rural Conservation District). An Agricultural District would emphasize all of the criteria listed above and would enable the goal to be realized more effectively. Within such an overlay district, the criteria above and other community-specific criteria and the incentives necessary to stimulate the achievement of this goal (over and above the incentives in the current County Master Plan) can be more easily applied. This includes criteria and incentives to allow and to promote rural enterprise as described in the Action Steps for Goal 3 below. Additionally, several of the ideas presented in this plan (design of conservation developments to support

agricultural uses, community separator with Wellington, supporting rural enterprise etc.) create the foundation for using Waverly as a pilot study area for innovative rural conservation under the existing or modified Land Use Code. We ask that the BCC consider this concept and assist with resources.

**Goal 3: Stimulate and support rural enterprise.**

**A.** The County should task the WAC (and others like the Ag Advisory Board) with reviewing the land use code to see if it could be amended to better support rural enterprise. The amendments could be piloted in a potential Waverly Agricultural/Rural Conservation District. In the past, several repair shops and agricultural support businesses and value-added farm enterprises have been hampered by provisions regarding accessory buildings, signage, storage and other limitations in the current code that might be modified to some degree to help meet this objective.

**B.** As wind and solar projects and other alternative energy or water efficiency projects become more important to community sustainability, the County should continue to analyze which land use code modifications are necessary to support the location of on-farm/homestead infrastructure needed for such projects. This includes criteria for wind turbines, larger solar panel arrays, residential grey water systems, aqua culture and other projects not now addressed in the land use code but which might be encouraged and accommodated in rural areas in the future.

**Goal 4: Assure that subsequent development within or near Waverly is compatible with a small rural unincorporated community.**

**A.** Many current and future development proposals will have the potential to affect the community's vision. During development review or location and extent reviews the County

should consider Waverly's vision and the potential effect that a given project will have on Waverly. This action item is merely to state that the Waverly plan, once adopted, should be routinely included along with input from the Waverly Advisory Committee during the review of these and future development proposals. The action steps for Goal 5 will provide added emphasis.

**B.** A mixture of housing that is accessible to different economic levels should be encouraged. There are several small lots which have exemptions granted before the last Master Plan update that presently provide some lower- cost housing and which should be maintained. Additionally, the review of Rural Land Use Plans or Conservation Developments, could use the provision of some affordable housing as an additional criteria for evaluating proposals or for awarding density bonuses.

**Goal 5: Transportation planning, road standards and road maintenance should be compatible with the vision of a rural community.**

The County should retain a mix of paved and gravel roads in Waverly. Speed limits and improvements that invite higher vehicle speeds should be limited on the Waverly road system. This is consistent with the community's rural vision which wishes to allow pedestrians, equestrian users, agricultural equipment, livestock and bicycles to move safely along the road system in Waverly. Country roads with fewer cuts and fills and which follow the contour of the land, and that are not slowly widened during maintenance are another defining characteristic of rural character. The County Transportation Plan should pay particular attention to this for the Waverly area. That said, it is recognized that County roads, 15, 19 and 70 will retain the classification of minor arterials.

**Goal 6: Maintain Waverly's unique natural and cultural features including: wildlife habitat, plant and animal communities, and cultural and historical resources.**

**A.** There are two school sections owned by the State Land Board and other lands near Douglas Reservoir owned by the Division of Wildlife in the Waverly Area. One is included in the Waverly area and the other adjacent to it. The County should assist the community in requesting that the State consider classifying these sections as Stewardship Trust lands that would not be sold or traded, and would remain as leased working landscapes that support local agricultural operations and be managed for the multiple values that they provide. Benefits provided to the community by these lands include: open space, wildlife habitat (Burrowing Owls and one of the eastern most occurrences of the Alderleaf Mountain Mahogany (*cercocarpus montanus*) vegetative community in Section 36, T9N, R69W), cultural sites (Overland Stage route and stop in Section 16, T9N, R69W) buffers to development, and as grass banks for livestock producers. These lands provide important range lands that support three local ranching operations and in turn support other goals herein. Future consideration should be given to moving the southern boundary of the Waverly area to include section 36 and state lands given their importance as buffers between Waverly and development to the south.

**B.** Waverly wishes to more completely implement the “Special Places” concept found in the County Master Plan. A first action step is to develop a better data base for such places. The data base regarding unique natural areas (Figure 5) is incomplete and in some cases not accurate. There does not appear to be a data base for cultural or historic sites. The County, working with willing residents who know the area and their own properties, should improve the data base regarding natural and cultural features. It will then be possible to better use this information during development review. It will also be possible to provide incentives for and recognize landowners who take voluntary steps to enhance or protect these resources. Appendix D lists programs providing support for such conservation measures on the part of landowners.

C. The County Open Lands Program should recognize the potential that several riparian areas in Waverly, such as Dry Creek, have to provide movement corridors and areas of species richness. (Dry Creek runs through the western part of the Waverly area, from north to south in sections 9, 10, and 15 of Quadrant 1 and sections 22 and possibly 26 and 27 of Quadrant 4 of Range 69, Township 9.) Using the small grants program and other resources, voluntary landowner efforts to enhance these and other natural areas in Waverly should be supported.

## **VII. LAND USE**

**Zoning.** This plan does not propose a change in the O Open zoning which currently underlies all of the area inside Waverly's current boundaries.

## APPENDIX A: 2006 Waverly Community Group Survey Results

Responses were received from 72 households out of nearly 400 surveys sent. The 18% response rate is a good rate of return for a mailed survey. Not everyone answered all questions. One survey was received after the 2nd return deadline extension and was ruled to be too late to be tabulated. (Appendix not included)

**Question #1:** *The following issues have been raised both during past meetings and from a previous survey that was used with a smaller sample of 175 Waverly residents in 2001. Using a scale of 1=not important, 2=somewhat important, 3=important, and 4= very important, indicate what level of importance you would assign to each issue.*

| Issue  | Mean score | Standard Deviation | Median/ mode Scores | % noting important or very important |
|--|------------|--------------------|---------------------|--------------------------------------|
| Maintaining Waverly's Rural Character. <i>Very Important</i>   | 3.56       | .687               | 4 / 4               | 92 %                                 |
| Truck Bypass through Waverly. <i>Very Important</i>  | 3.56       | .810               | 4 / 4               | 89 %                                 |
| Minimizing the loss of ag land and water, maintain healthy irrigation and well systems. <i>Important</i>                                       | 3.40       | .813               | 4 / 4               | 88 %                                 |
| Annexation threats from Wellington, Ft. Collins and Laporte. <i>Important</i>  | 3.37       | .989               | 4 / 4               | 83 %                                 |
| Maintaining open space, natural areas, funding for same. <i>Important</i>  | 3.16       | .942               | 3 / 4               | 74 %                                 |
| Glade reservoir and Hwy 287 relocation. <i>Important</i>   | 3.05       | .983               | 3 / 4               | 70 %                                 |
| Road and transportation planning. <i>Important</i>   | 2.99       | .886               | 3 / 3               | 72 %                                 |
| Constraints and incentives for rural enterprise in County Land Use Code. <i>Important</i>  | 2.96       | .885               | 3 / 3               | 68 %                                 |
| Helping Waverly landowners understand development options. <i>Somewhat Important</i>   | 2.69       | .851               | 3 / 2               | 56 %                                 |
| Information about wildlife, noxious weeds, native vegetation, minimizing water consumption, irrigation ditch rights. <i>Somewhat Important</i> | 2.54       | .833               | 3 / 3               | 52 %                                 |
| Measures to slow traffic on County roads. <i>Somewhat Important</i>  | 2.46       | 1.006              | 2 / 2               | 47%                                  |
| Need for a public place or community center in Waverly. <i>Somewhat Important</i>  | 2.00       | .845               | 2 / 2               | 24%                                  |
| Getting high speed internet connections. <i>Somewhat Important</i>   | 1.89       | .971               | 2/1                 | 21 %                                 |

Results are summarized in tabular form. Mean scores reflect the scale of importance. Thus a score of 3.4 for example, falls almost half way between important and very important. Issues are listed in order of priority.

All issues were seen as at least somewhat important. There were no issues on which the community was polarized although several items had higher standard deviations indicating a wider range of opinion for those items. The bar graphs in **Appendix A** provide a visual representation of this. See **Appendix L** for definitions of the statistical terms used.

**Question #2:** *Are there other issues or opportunities that are important to you?* The following categories emerged: A) Some (9) expanded on the concern about traffic, the bypass, driving speed, paving, cycling lanes, and road maintenance encroachment on property lines; B) Some (4) were concerned about lot sizes, lot/ housing costs, and subdividing of parcels; C) a fair number of respondents (9) were concerned with how the land use code or a sub-area plan would address the following: criteria to keep land rural, control growth, deal with impacts to irrigation infrastructure, influence business/ ag enterprises, animal uses, noise, light, and visual pollution sources. Others (4) pointed out the importance of having a variety of Waverly community resources and activities such as a rural school, a community festival, a cottage industry or ag related enterprise. Still others (8) highlighted, in general, the importance of farming, agriculture, open space, the qualities of rural life, and the freedom of open country living without having to conform to city laws and regulations. A complete list of the identified issues and opportunities appears in **Appendix B**.

**Question #3:** When asked about what *rural enterprises* respondents *were involved in or were interested in pursuing*, most comments (18) described traditional farm/ ranch business activities such as raising and selling various types of livestock, crops/ produce, and ag-related products (beef, hay, goats, eggs, etc). A fair number of respondents (5) identified specialty ag-related products and services such as bees, lavender, grapes, and tack repair. Ag-related tourism, farm/ ranch tours, consulting, horse training, bed & breakfast, farm education/ demonstrations, as well as general community services (computer, office services, hair salon, bicycle/ other repair shops) were mentioned (13). Artwork and craft-related businesses were repeatedly mentioned as current or future pursuits by 8 respondents. A complete list of the current rural activities or future pursuits from question 3 is found in **Appendix C**.

**Question #4:** When asked *how might such activities be encouraged or obstacles removed while maintaining rural character*, a number of respondents (11) identified the need to A) study successful models from other areas of the US, B) either clarify, modify, and develop zoning / building rules OR keep them the same in order to maintain the rural character of the area, and C) design tax incentives and regulation parameters to better define the scope of additional commercial an/ or ag-related activities. Several respondents (3) stated they did not want expanded commercial activity, either because other nearby communities have or could have those commercial activities, or because they believed such activities would significantly alter the rural nature of the area which attracted them to live here. Others responding (3) stated they had concerns about how new businesses might increase visitation and traffic (gravel and paved roadway limitations, as well as computer internet and water resource limitations). A complete list of responses to questions 4 is found in **Appendix D**.

**Question #5:** When asked what places or structures respondents considered to have *historical or cultural importance*, a large majority (36) answering this question placed historic school sites and buildings such as the Waverly and Moesner Schools at the top of the list. Early or unique ranch and farm houses, gas stations, stage stops, church, and railroad features rounded out the list of structures of historical or cultural importance (9). More

natural areas of significance included Miner's Lake, the area near WCR 72 & NCR 21, and older stands of trees, irrigation ditches, waterways, and natural wetland/ riparian habitats in general (7). A complete list of valued historical or cultural locations mentioned can be found in **Appendix E**.

**Question #6:** When asked *are there areas of Waverly that you believe contain significant natural resource values*, most respondents (19) identified watercourses, streams, riparian areas, and wetlands. Specifically mentioned were the stream and upper #10 ditch arroyo crossing ECR 68 and ECR 66E behind Zanders and through Lanhams to Demmel Lake, the pond behind McMillan's off of NCR 17, the slough that feeds NPIC Reservoir #3 containing a Blue Heron Rookery (Section 13), and the Dry Creek Reservoir, corridor and wetlands. All wildlife areas, nesting sites, tree groves, and wooded areas were also of importance such as the Hagan, Zimdahl and Heckendorf properties and the Owl Canyon area. Open land tracts mentioned were the two school sections and the state lands around Douglas Reservoir (3). One respondent believed that these natural areas should be surveyed and identified on topo maps while another thought these areas should be maintained by individual landowners and not involve the community. The complete list of valued natural resources can be found in **Appendix F**.

**Question #7:** When asked to identify areas in Waverly with *high scenic value*, a number (14) of respondents highlighted unobstructed scenic views of the mountains and the foothills, as well as farms and the general rural scenery and pastoral qualities such as where farmed fields meet pastured land and unfarmed areas, or more natural prairies. Others (4) referred to water features such as lakes, reservoirs, and wildlife and waterfowl areas as having high scenic value. Seven specific locations were mentioned and can be found in **Appendix G**.

**Question # 8a:** The first part of this question asked respondents whether they would *like to see Waverly have a community center*. The 62 residents who responded to this question were somewhat divided on the value of having a community core with 27 (44%) answering no, 32 (52%) saying yes, and 3 respondents saying maybe or suggesting that the school be used somehow.

The second half of question 8a was more specific and *asked how important would it be to have the following: 1) community center, 2) store and/ or 3) restaurant*. These would all require a change in zoning. Results are summarized in the following bar charts which show that a community center, while not wholeheartedly supported, is seen as more important (72% thought it was somewhat, important or very important) than either a store or restaurant (where 67% thought neither the store nor 76% thought the restaurant were important). The complete list of comments regarding the core area amenities (community center, store, or restaurant) can be found in **Appendix H**.

**Question #8b:** When asked what *other types of commercial development you might like to see in Waverly*, most answering (38) stated that they saw little or no need for commercial development and some (4) stated directly that they wished to preserve the Waverly area as it is. A few others (3) wanted to see the sale of farm and ranch products, home based businesses, and an ice cream/ hot dog place within easy reach by walking or riding a bike. The complete list of desired commercial development can be found in **Appendix H**.

**Question #9:** When asked *what kind of community events would you be interested in attending if offered*, a large proportion of those responding (26) identified celebration events and gatherings such as picnics, fairs, rodeos, equestrian events, barbecues, and holiday parties. Other respondents (11) mentioned community volunteer meetings and projects, educational tours, programs, and exercise classes. Finally (11) others mentioned a desire for creative and recreational pursuits involving the arts, music, crafts, or sports. The complete list of desirable community events can be found in **Appendix I**.

**Questions # 10 - 12:** Community residents were asked three questions regarding the use of open space funds.

**10)** *How important to you is it to see Open Space funds used to create **community open space** area with public access in Waverly?*

**11)** *How important is it to you to see Open Space funds used to create open space in Waverly even if it doesn't have public access (example: maintaining working family farms and ranches, wildlife habitat, or scenic & natural areas,*

**12)** *How important are community separator[s] areas that would keep Waverly from growing together with Wellington, Ft. Collins or Laporte?*

Response statistics to questions 10-12 are listed below: (Scale: 1 = not important, 2 = somewhat important, 3 = important, 4 = very important)

| <b>Open Space Questions</b>  | Mean | Standard deviation |
|--|------|--------------------|
| Community open space with public access<br><i>Somewhat Important</i>                         | 2.44 | 1.03               |
| Community open space to protect ag & natural areas without public access<br><i>Important</i> | 2.97 | .99                |
| Community separators <i>Important</i>  | 3.14 | 1.01               |

Respondents were generally in favor of maintaining open space in Waverly. They assigned the most importance to maintaining areas that provided community separation from Wellington, Ft. Collins, or Laporte (73% responded that this was an Important or Very Important use of open space). Respondents were a little less enthusiastic with regard to using *open space funding* to maintain other open space. They viewed open space purchases that protected agricultural uses or natural areas but which did not have public access as less important (68% responded this was an Important or Very Important use of *open space funding*), but more important than in acquiring open space that would have public access (only 47% responded that this was an Important or Very Important use of *open space funding*). To summarize opinion on *open space funding*, community residents are more supportive of private land conservation (easements etc.) than land conservation offering public access. The bar graphs below and the standard deviation scores in the chart above indicate the range of opinion on these issues.

**Question # 13:** Respondents were asked A. *is the **current zoning** (0 Open or 1 residential unit/10 acres) satisfactory?* And then B. *If not, what change would you like to see?*

For the first part of this item, 53 (or 87%) responded that they supported the current O-Open zoning while 8 (13%) said that they did not. Many respondents added comments in the open-ended portion indicating high interest in the issue of zoning and lot size (13). Comments ranged from favoring clustered lots (3), reducing clustered lot size (3), reiterating support for the current zoning (3), opposition to clustered lots (2), to suggested down zoning that would standardize lot size with the 35 acre state law (3). Some thought that more knowledge on options or a more creative approach to zoning that would preserve larger amounts of ag land relative to residential planning was needed (3). In general, comments favored larger rather than lower minimum lot sizes. The complete list of comments regarding current zoning can be found in **Appendix J**.

**Question # 14:** After the Rural Conservation District concept was briefly described (as generating revenue for community improvements, land conservation, land banking, small grants to individuals etc.), respondents were asked *if they would be willing to support such a concept ... which would likely require a very small increase in the mill levy... or other funding mechanism?* Responses found 18 people (25%) who would support the concept, 16 who would not (23%), and 37 (52%) said possibly, but that they needed more information. This seems to leave this option open for discussion, and denotes the importance of providing information about the concept during a planning process.

**Socio-Demographic Information** The last portion of the survey asked residents to provide information about themselves and their activities.

**Profile of the Waverly Resident.** The average respondent tended to be over 50 years of age, fully employed, has lived in Waverly more than 10 years, was attracted by Waverly’s small population and rural lifestyle, the ability to pursue rural or agricultural activities, and the quiet and privacy it affords. This “average resident” lives in a house that is more than 15 years old on between 10-35 acres. Over 50% of respondents irrigate a portion of that acreage from one of more than 15 lateral ditches named or from one of 15 wells. This general profile can be broken down into more specific information listed below. The complete list of comments regarding what drew residents to the Waverly area can be found in **Appendix K**.

**Age of Respondents:**

20 – 35 years of age = 1  
 36 – 50 years of age = 21  
 51 – 65 years of age = 29  
 > 65 years of age = 19

**Length of residence**

01 – 10 years = 27  
 11 – 20 years = 20  
 21 – 30 years = 10  
 > 31 years = 6 (longest residency being 74 yrs)

**Age of Home Owned by Respondents:**

01 – 05 years = 11  
 06 – 10 years = 4  
 11 – 20 years = 15  
 21 – 30 years = 21  
 > 30 years = 11

**Domestic Wells:** 14 respondents had domestic wells while 50 said they did not

**Attendance at Waverly School:**

In a separate item, only 10 said that a family member had attended Waverly School while 59 said that they had not.

**Engaged in a home occupation:**

Yes = 19

No = 28

Sometimes = 20

**Frequencies for Employment/Retirement Status**

Fully employed = 64

Employed Part Time =7

Retired = 22

Seeking employment =2

The total number for individual employment status exceeds the number of households responding because respondents were asked to note totals for all adults in the household.

**Agricultural Activities of Waverly Residents:**

**Active Irrigators.** More than half of those responding (26) indicated that they irrigated a portion of their land from one of the ditches/laterals listed below. 19 irrigators used existing irrigation wells.

Ditches mentioned by respondents include: Markham, Softwater, Grey, Lower # 1, Upper #1, Railroad, N. Poudre Main, #3 South, Boxelder, Miners Lake Lateral, Waverly Lateral, Dry Creek (Gilmore Ditch).

**Acreage Irrigated:**

02 – 5 acres = 10

11 – 35 acres = 11

06 – 10 acres = 8

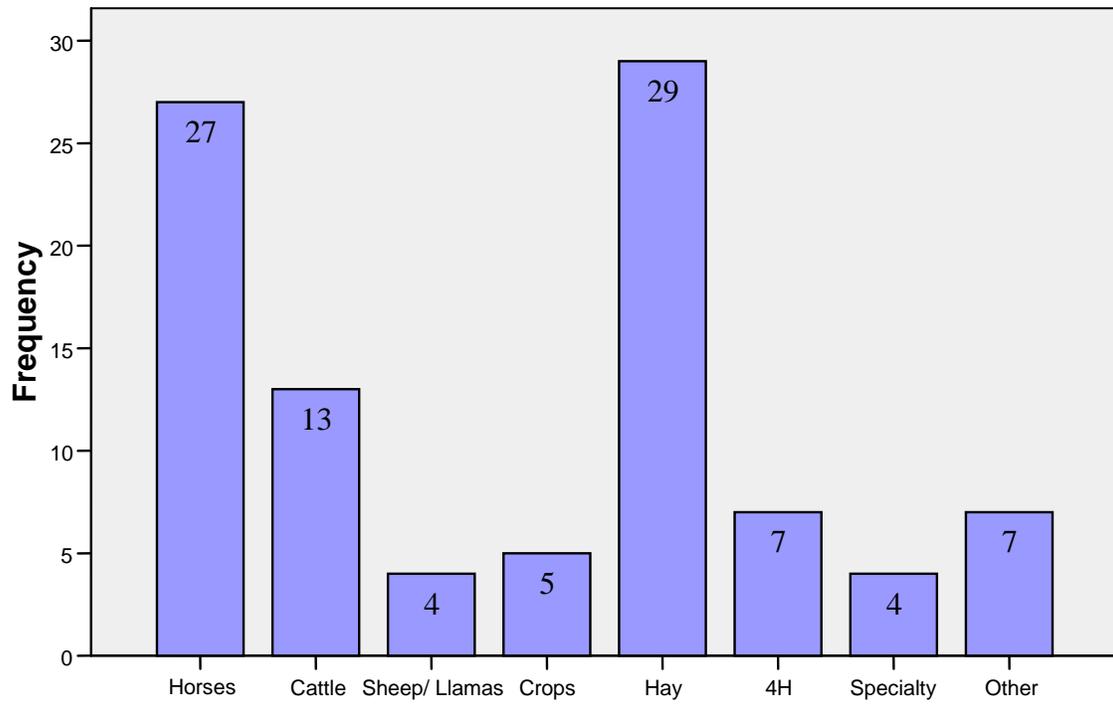
> 35 acres = 7

Respondents irrigate from 2 – 210 acre parcels and collectively irrigate a total of over 1600 acres among the 38 irrigators.

**Waverly Agricultural Products**

When asked to indicate the type of agricultural activities they were engaged in, hay production and the raising of horses and cattle were most frequently selected. A complete list of the current rural activities or future pursuits from question 3 is found in the **Appendix B.**

## AGRICULTURAL PRODUCTS



## **Questions added by Larimer County**

**Question # 1** *If it were allowed by county regulations, would you consider starting a business in your home or on your property?*

|                                 | Frequency | Valid % |
|---------------------------------|-----------|---------|
| Yes, absolutely                 | 8         | 12      |
| Yes, depending on other factors | 12        | 18      |
| Maybe                           | 18        | 26      |
| Not now, maybe later            | 8         | 12      |
| No                              | 23        | 33      |

It appears that two thirds of respondents are open to pursuing new rural enterprises but many need more information.

**Question # 2** *Are you aware of what businesses you can have today under the county's home occupation regulations?*

Yes = 14

No = 50

This appears to be an area where education and information by both the County and the WCG are needed – as indicated by the table showing frequency responses for question #3.

**Question # 3** *What role do you think the county should play in the area of any rural enterprise development that might take place in Waverly? The County should:*

|   |    |
|---|----|
| Provide active support and assistance on an on-going basis including training and education on options for rural enterprises    | 9  |
| Provide active support and assistance just to help us get started   | 8  |
| Not actively get involved, but provide information and help us connect to others who provide assistance, training and resources | 29 |
| Revisit the regulations that would affect rural enterprise  | 20 |
| Nothing, this is not an appropriate role for the County   | 12 |
| I don't know yet  | 16 |

The complete list of comments regarding the county's role in supporting rural enterprise can be found in **Appendix K**.

**Appendices A-L can be furnished upon request.**

An earlier oral survey was conducted in 2001 by a group of area residents using a subset of the Waverly Community Group residents. The purpose of this survey seemed to be to determine if there was enough popular support to attempt to establish a formalization of the community. Results of this survey were not formally summarized and additional information is unknown.

**APPENDIX B: LARIMER COUNTY MASTER PLAN THEMES SUPPORTIVE OF THE WAVERLY AREA PLAN.**

Related to several of the above items, the Larimer County Master Plan has themes that support development of a Waverly Community Plan. The relevant themes are:

TH-2. Natural and cultural resources shall be identified, conserved and protected.

TH-3. Agriculture will remain a viable long-term segment of Larimer County's economic, cultural and social fabric.

TH-4. The Master Plan shall support logical settlement patterns that reflect the character of the Open West, i.e. the existing character of Larimer County, and protect existing neighborhoods.

TH- 5. Urban land use shall ultimately be in cities and towns.

Of most importance to the Waverly Area Plan is item TH-6:

TH-6. Open lands shall continue to be a defining feature of the landscape of Larimer County.

## **APPENDIX C: DEVELOPMENT/CONSERVATION OPTIONS FOR WAVERLY LAND OWNERS.**

Part of any planning process is the necessity of informing the residents of the area what options are available to them as they consider the future of their land. Maintaining Waverly's special character will require planning and collaboration but will in large measure be dependent on the decisions of individual land owners. Below are some of the options available to Waverly residents. In mid-2007 with present County zoning ordinances and consequent building restrictions, if the Waverly area were to continue to grow to its maximum with one home on 10 acres, 750 new homes could be built. This possible but undesirable future can be affected by decisions of present landowners. Several options are noted below and are available on the Waverly Community Group website ([waverlycommunity.org](http://waverlycommunity.org)).

### **A. Options for those who wish to limit future development.**

**1. Conservation Easements.** One may receive tax deductions or direct credits (which can be sold) for restricting or limiting development of land with a perpetual conservation easement. One still owns and can sell the land for use as it has been used. It is possible to do both limited development and have an easement on remaining property. Temporary easements are also possible but are not eligible for tax benefits. Easements stay with the land and are held, monitored and enforced by a grantee such as a land trust. Easements can also be sold entirely or in part to a conservation entity such as the County Open Lands program if the land is in an area they wish to preserve. For further information contact Mr. Jeff Jones of the Legacy Land Trust (970-266-1711), or K-Lynn Cameron, Larimer County Open Lands Program (970-679-4570). Currently 886 acres in Waverly have been set aside in perpetuity by developments or individuals (627 through the Legacy land Trust) and another 216 acres are in process for perpetual conservation easements (to preserve the land in its present state and prevent future change). While this is good it represents only 8.5% of Waverly's total land area

**2. Deed Restrictions.** It is possible to restrict what can be done in the future on your land. Deed restrictions also stay with the land and are legally binding, but the oversight is often not as secure and there are no associated tax benefits.

**3. Protective Covenants.** These covenants are developed for or among a group of landowners who live in a particular development. Both deed restrictions and covenants may address future land subdivision, setbacks, design standards, shared facilities, livestock, pets, night lighting, fencing and other related land uses and activities. They rely on a strong home owners association for enforcement and can be amended. They are not eligible for tax benefits.

**4. Sale or Transfer of Development Rights.** In the future Waverly may be a "sending area" for those wishing to purchase development rights so that they can develop at higher density in a "receiving area" where it has been decided that more density is desirable. This was done successfully to protect areas near Fossil Creek Reservoir and in the area between Fort Collins and Loveland (sending areas) while permitting urban level development to occur in the county adjacent to the Fort Collins city limits (receiving area).

## **B. Options for Sale or Limited Development.**

**1. Sale to a Conservation Buyer.** One can sell to a buyer who wishes to retain rural, agricultural or natural values. Among such buyers are conservation-minded individuals or the City Open Space or County Open Lands programs. The Nature Conservancy and Great Outdoors Colorado (GOCO) are possible options.

**2. Larimer County Rural Land Use Center (RLUC).** If one has 70 acres or more, it is possible to subdivide through the agency of the Rural Land Use Center. The RLUC offers expedited, low-cost procedures and possible density bonuses for clustering new residences on a portion of the property and putting the rest into a minimum 40-year conservation easement. The process is based on the 35-acre minimum lot size zoning and designs that minimize environmental and other negative effects. It can yield significant density bonuses (For

example, 1 housing unit for each 20 acres). For further information contact the Larimer County Rural Land Use Center (970-498-7686)

**3. Rural Conservation Development (RCD's).** Most subdivision proposals that wish to develop at the maximum density permitted by the present O (Open) zoning in the Waverly area (1 unit per 10 acres) now go through Larimer County Planning Dept. as RCD's under the County Land Use Code. Residences must be clustered on 20% of the parcel with a conservation easement placed on the "residual land". This 80 -20% split may be altered if fewer and larger lots are created. For example, a 100-acre parcel could have 7 five-acre lots instead of 10 two-acre lots. This process is generally more expensive and takes longer than the RLUC process but yields more saleable units. For further information contact: Mr. Larry Timm, Larimer County Planning Department (970-498- 7698).

### **C. Community Options.**

**1. Formation of a Rural Conservation District.** Some neighborhoods have formed conservation districts (CDs) that act as a land or water bank or create conservation areas. Districts have elected boards and tax themselves, adding to the mill levy of property owners to raise funds for land acquisition, the purchase of easements or other community conservation actions. Land can be purchased from landowners and resold to conservation buyers after an easement has been placed on it. Purchases can be developed as community natural areas or cultural sites. Conservation districts function like any other improvement district (fire, storm drainage, soil conservation, etc.) and the money raised can be used to leverage partnerships with other conservation entities such as the County or City Open Lands Programs, GOCO, or the American Farmland Trust. It creates options for land that might otherwise be developed too quickly or in less desirable ways.

**2. Conservation Areas.** There is some public land in Waverly. It is mostly state land but several Waverly residents have conserved land using easements or clustering homes with development agreements or protective covenants.

All the above options help to keep land in open space, agriculture or wildlife habitat, and will contribute to maintenance of Waverly's rural character.

**PLACEHOLDER FOR APPENDIX D: PROGRAMS FOR LAND OWNERS  
WISHING TO ENHANCE WILDLIFE HABITAT**