

# TABLE OF CONTENTS

<b>INTRODUCTION</b> .....	1
<b>CHAPTER 1: PLANNING</b> .....	21
§ 1.1 Introduction.....	22
§ 1.2 Statutory Municipalities.....	23
§ 1.2.1—General Planning Provisions.....	23
§ 1.2.2—Regulation Of Public Improvements And Public Utilities.....	26
§ 1.3 Statutory Counties.....	27
§ 1.3.1—General Planning Provisions.....	27
§ 1.3.2—Regulation Of Public Improvements And Public Utilities.....	30
§ 1.4 Intergovernmental Cooperation.....	31
§ 1.4.1—General Statewide Policy.....	31
§ 1.4.2—Regional Planning Commissions.....	32
§ 1.4.3—Regional Service Authorities.....	36
§ 1.4.4—Metropolitan Planning Organizations.....	37
§ 1.4.5—Cooperation With State Government.....	38
§ 1.5 State-Level Planning.....	39
§ 1.5.1—Division Of Planning.....	39
§ 1.5.2—Colorado State Land Board.....	40
§ 1.5.3—Areas And Activities Of Statewide Interest.....	41
§ 1.5.4—Local Governmental Land Use Control.....	44
§ 1.6 Land Planning And The Environment.....	45
<b>CHAPTER 2: ZONING</b> .....	47
§ 2.1 Introduction.....	48
§ 2.2 Historical Development Of Zoning.....	49
§ 2.3 Purpose Of Zoning.....	50
§ 2.4 The Nature Of Zoning.....	51
§ 2.5 The Authority To Zone.....	52
§ 2.5.1—Statutory Municipalities.....	52
§ 2.5.2—Statutory Counties.....	54
§ 2.6 Limitations On Zoning Powers.....	57
§ 2.6.1—Preemption.....	57
§ 2.6.2—Reasonableness And Nexus.....	65
§ 2.6.3—Definiteness Of Standards To Guide Enforcement.....	66
§ 2.6.4—Conformance With Comprehensive Plan/Spot Zoning.....	67
§ 2.6.5—Free Speech And The First Amendment.....	69
§ 2.6.6—Religion And The First Amendment.....	71

*Colorado Land Planning and Development Law*

§ 2.6.7—Land Owned By Governments .....	75
§ 2.6.8—Adopted Local Procedures.....	76
§ 2.6.9—Intergovernmental Agreements .....	76
§ 2.6.10—Development Agreements .....	77
§ 2.6.11—Medicinal And Recreational Marijuana.....	77
§ 2.7 Nonconforming Uses, Structures, And Lots.....	79
§ 2.7.1—Nonconforming Uses .....	79
§ 2.7.2—Nonconforming Structures And Signs.....	82
§ 2.7.3—Nonconforming Lots.....	83
§ 2.8 Solutions To Specific Zoning Problems .....	83
§ 2.8.1—Rezoning/Amendment .....	83
§ 2.8.2—Conditional And Special Uses .....	85
§ 2.8.3—Variances .....	86
§ 2.9 Review Of Zoning Decisions .....	87
§ 2.9.1—Administrative Review .....	87
§ 2.9.2—Judicial Review.....	88
§ 2.10 Initiative/Referendum.....	88
§ 2.11 Enforcement .....	89
§ 2.11.1—Statutory Counties .....	89
§ 2.11.2—Statutory Municipalities .....	90
<b>CHAPTER 3: PLANNED UNIT DEVELOPMENTS.....</b>	<b>91</b>
§ 3.1 Introduction .....	92
§ 3.2 Authority For Planned Unit Developments .....	94
§ 3.2.1—Planned Unit Development Before State Authorization.....	94
§ 3.2.2—State Legislation .....	94
§ 3.3 Statutory Requirements Of A PUD Enabling Ordinance .....	96
§ 3.4 Additional Requirements Permitted In A PUD Enabling Ordinance .....	97
§ 3.4.1—Establishment Of Additional Requirements For PUD Approval.....	97
§ 3.4.2—Relationship Of Additional Requirements With Subdivision Regulations .....	98
§ 3.4.3—Adequacy Of A Local Government’s Additional Requirements.....	98
§ 3.5 Sufficiency Of Local Government’s Ordinance Or Resolution.....	100
§ 3.6 Common Open Space .....	101
§ 3.6.1—Ownership And Maintenance Of Common Open Space .....	101
§ 3.6.2—Failure To Maintain Common Open Space .....	101
§ 3.7 Procedure For Approval Of A PUD Plan .....	102
§ 3.7.1—Application .....	102
§ 3.7.2—Review And Consideration Of Application.....	103
§ 3.8 Recording Of PUD Not Required.....	104

*Table of Contents*

§ 3.9	Modifications And Amendments To PUDs .....	105
§ 3.9.1	—Modification By Local Government .....	105
§ 3.9.2	—Modification By Residents And Owners .....	106
§ 3.10	Enforcement Of PUD Plans .....	106
§ 3.10.1	—Enforcement By County Or Municipality .....	106
§ 3.10.2	—Enforcement By Residents, Occupants, And Owners .....	106
§ 3.10.3	—Enforcement Under Ordinances Not Subject To PUD Act.....	107
§ 3.11	Challenge To PUD Enabling Ordinance .....	107
§ 3.12	Challenges To Individual PUD Rezoning Ordinances.....	107
§ 3.12.1	—Adjacent Property Owners .....	108
§ 3.12.2	—Adjacent Home Rule Municipality .....	108
<b>CHAPTER 4:</b>	<b>SUBDIVISIONS, STREETS, AND ACCESS .....</b>	<b>109</b>
§ 4.1	Introduction.....	110
§ 4.2	Subdivisions In Colorado: Short History, Purposes, And Legal Context .....	112
§ 4.2.1	—Short History Of The Subdivision Plat .....	112
§ 4.2.2	—Purposes .....	112
§ 4.2.3	—Legal Context.....	113
§ 4.3	Subdivision As A Regulatory Tool .....	114
§ 4.3.1	—Subdivision Review Process .....	114
§ 4.3.2	—Substantive Requirements .....	117
§ 4.3.3	—Technical Plat Requirements.....	119
§ 4.4	Subdivision Exemptions .....	119
§ 4.4.1	—Exclusions From The Statute .....	119
§ 4.4.2	—Correction Of Pre-Existing Problems .....	121
§ 4.4.3	—Merger Of Subdivided Lots .....	122
§ 4.5	Power To Regulate Sale Of Subdivision Lots.....	123
§ 4.6	Dedication Requirements .....	123
§ 4.6.1	—In General.....	123
§ 4.6.2	—Forms Of Dedication.....	124
§ 4.6.3	—Intent To Dedicate.....	125
§ 4.6.4	—Acceptance Of Offer To Dedicate.....	126
§ 4.6.5	—Withdrawal Of Offer To Dedicate .....	126
§ 4.6.6	—Interest Conveyed By Dedication .....	127
§ 4.6.7	—Abandonment And Vacation.....	128
§ 4.7	Defective Plats, Notice And Intention .....	128
§ 4.7.1	—Acknowledgments.....	128
§ 4.7.2	—Recording .....	129
§ 4.8	Plat Amendment.....	129
§ 4.9	Designation Of Public Streets And Roads .....	129

§ 4.9.1—Dedication.....	129
§ 4.9.2—Purchase And Eminent Domain .....	130
§ 4.9.3—Prescription.....	130
§ 4.9.4—Deed Reservations And Exceptions.....	131
§ 4.10 Highways Over Public Lands .....	132
§ 4.10.1—R.S. 2477 .....	132
§ 4.10.2—Petition.....	133
§ 4.10.3—Proclamation.....	133
§ 4.11 Vacation And Abandonment .....	133
§ 4.12 Access Controls .....	134
§ 4.12.1—Local Controls .....	134
§ 4.12.2—State Controls .....	134

**CHAPTER 5: EXACTIONS, DEDICATIONS, IMPACT FEES, AND REGULATORY TAKINGS .....**

<b>REGULATORY TAKINGS .....</b>	<b>137</b>
§ 5.1 Introduction .....	138
§ 5.2 The Basic Exaction Tools.....	139
§ 5.3 Authority For Exactions And Impact Fees .....	140
§ 5.3.1—Legislative Adoption Required.....	142
§ 5.3.2—Relation Between Impact Fees And The Proposed Development.....	142
§ 5.3.3—Capital Facilities Defined .....	142
§ 5.3.4—Use For Existing And Future Capital Improvements .....	142
§ 5.3.5—The “No Double Dipping” Clause.....	143
§ 5.3.6—Pre-Existing Impact Fee Programs .....	143
§ 5.3.7—New Impact Fees Apply Prospectively.....	143
§ 5.3.8—Challenging The Imposition Of An Impact Fee .....	144
§ 5.3.9—Accounting For Impact Fee Revenues.....	144
§ 5.3.10—Waiver Of Impact Fees For Affordable/Employee Housing .....	144
§ 5.4 Calculation Of Land Dedications And Impact Fees .....	144
§ 5.4.1—Exactions .....	145
§ 5.4.2—Impact Fees.....	145
§ 5.5 Management Of Collected Impact Fees .....	146
§ 5.6 Case Law On Exactions And Impact Fees .....	147
§ 5.6.1—The Police Power And The Nexus Requirement For Exactions.....	147
§ 5.6.2—The Police Power And The Reasonably Related Standard For Impact Fees .....	149
§ 5.6.3—The Police Power And The Requirement Of Adequate Standards.....	150
§ 5.6.4—The “Tax” Challenge .....	152
§ 5.7 Regulatory Takings .....	154
§ 5.7.1—A Final Determination .....	156

*Table of Contents*

§ 5.7.2—Test Elements .....	158
§ 5.7.3—Type Of Challenge .....	163
§ 5.7.4—Definition Of Property .....	164
§ 5.7.5—Relief.....	164
§ 5.7.6—Remedies .....	165
<b>CHAPTER 6: VESTED RIGHTS .....</b>	<b>167</b>
§ 6.1 Introduction.....	167
§ 6.2 Types Of Vested Rights .....	168
§ 6.3 Common Law Vested Rights .....	169
§ 6.3.1—Legal Theories.....	169
§ 6.3.2—Who Has Common Law Vested Rights? .....	172
§ 6.3.3—When Do Common Law Vested Rights Vest?.....	172
§ 6.3.4—Actions That May Trigger Common Law Vested Rights Claims .....	175
§ 6.3.5—Actions That May Defeat Vested Rights .....	176
§ 6.4 Statutory Vested Rights .....	177
§ 6.4.1—Site Specific Development Plan.....	178
§ 6.4.2—Establishing A Vested Right .....	178
§ 6.4.3—Effect Of Creation Of A Statutory Vested Right .....	179
§ 6.4.4—Term.....	179
§ 6.4.5—Exceptions To Statutory Vested Rights .....	180
§ 6.4.6—Annexation .....	180
§ 6.4.7—Local Initiative And Referendum.....	180
§ 6.4.8—Available Remedies When Vested Rights Are Infringed.....	181
§ 6.4.9—Relationship To Common Law Vested Rights.....	181
§ 6.4.10—Pending Ordinance Doctrine .....	181
<b>CHAPTER 7: ANNEXATION.....</b>	<b>183</b>
§ 7.1 Introduction.....	184
§ 7.2 Sources Of Colorado Annexation Law .....	185
§ 7.2.1—Municipal Annexation Act Of 1965.....	185
§ 7.2.2—Poundstone I.....	185
§ 7.2.3—Poundstone II .....	186
§ 7.3 Municipal Annexation Act Of 1965.....	186
§ 7.3.1—Legislative Declaration .....	186
§ 7.3.2—Definitions.....	187
§ 7.3.3—Eligibility For Annexation: Contiguity .....	187
§ 7.3.4—Limitations .....	190
§ 7.3.5—Series/Simultaneous Annexations .....	193

§ 7.3.6—Annexation Of Enclaves, Partly Surrounded Land, And Municipally Owned Land.....	194
§ 7.3.7—Petitions For Annexation And Annexation Elections.....	195
§ 7.3.8—Setting A Hearing Date — Notice Given .....	197
§ 7.3.9—Annexation Impact Report.....	198
§ 7.3.10—Hearing .....	199
§ 7.3.11—Findings .....	199
§ 7.3.12—Annexation Without Election .....	199
§ 7.3.13—Annexation Pursuant To Election.....	200
§ 7.3.14—Effective Date Of Annexation — Required Filings .....	200
§ 7.3.15—Conflicting Annexation Claims Of Two Or More Municipalities.....	201
§ 7.3.16—Zoning Of Land While Annexation Is Under Way; Zoning Of Newly Annexed Land; Subdivision Of Land While Annexation Is Under Way.....	203
§ 7.3.17—Review .....	206
§ 7.3.18—Effect Of Review And Voiding Of Annexation Ordinance By Court Order .....	207
§ 7.3.19—Priority Of Annexation Proceedings.....	207
§ 7.3.20—Disconnection Of Territory Because Of Failure To Serve .....	207
§ 7.3.21—Court Approval Required For Certain Annexations .....	208
§ 7.4 Other Statutory Procedures.....	208
§ 7.5 Special Annexation Considerations.....	209
§ 7.5.1—Annexation Agreements .....	209
§ 7.5.2—Extraterritorial Service Agreements .....	211
§ 7.5.3—Intergovernmental Agreements .....	211

**CHAPTER 8: SPECIAL DISTRICTS, IMPROVEMENT DISTRICTS, INTERGOVERNMENTAL AUTHORITIES, AND PUBLIC IMPROVEMENT CORPORATIONS .....**

§ 8.1 Introduction .....	215
§ 8.2 Common Types Of Districts And Their Features.....	217
§ 8.2.1—Operating Districts And Funding Districts .....	221
§ 8.2.2—Formation Of Districts.....	222
§ 8.2.3—Governance Of Districts .....	226
§ 8.2.4—Taxes And Mill Levy.....	227
§ 8.2.5—Financial Obligations, Types And Characteristics .....	228
§ 8.2.6—Financial Issues.....	229
§ 8.2.7—Land Use Control.....	230
§ 8.2.8—Elections .....	231
§ 8.2.9—State And Local Controls On Special Districts .....	231
§ 8.2.10—The Division Of Local Government .....	233

*Table of Contents*

§ 8.3	Specific Characteristics Of Certain Districts .....	233
§ 8.4	Intergovernmental Authorities .....	238
§ 8.5	Public Improvement Corporations Or Public Building Authorities .....	240
§ 8.6	Case Law .....	241
<b>CHAPTER 9: URBAN REDEVELOPMENT AND PUBLIC HOUSING .....</b>		<b>243</b>
§ 9.1	Urban Renewal Authorities .....	244
§ 9.1.1	—Organization .....	244
§ 9.1.2	—Nature .....	245
§ 9.1.3	—Blight .....	246
§ 9.1.4	—Agricultural Lands .....	247
§ 9.1.5	—Purposes And Powers .....	248
§ 9.1.6	—Urban Renewal Plans; Urban Renewal Areas; Eminent Domain Provisions .....	248
§ 9.1.7	—Project Financing; Tax Increment Financing .....	254
§ 9.1.8	—Disposition Of Property .....	259
§ 9.1.9	—Cooperation With Other Public Bodies .....	260
§ 9.1.10	—Relocation .....	261
§ 9.1.11	—Significant Cases .....	261
§ 9.1.12	—Standing .....	263
§ 9.2	Downtown Development Authorities .....	263
§ 9.2.1	—Organization .....	263
§ 9.2.2	—Powers And Purposes .....	264
§ 9.2.3	—Mill Levy; Tax Increment Financing .....	265
§ 9.2.4	—Colorado Constitution, Article X, § 20 (Tabor) .....	268
§ 9.2.5	—Cases .....	268
§ 9.3	Rehabilitation Act Of 1945 .....	268
§ 9.4	Relocation Assistance And Land Acquisition Policies .....	269
§ 9.5	Public Mall Act Of 1970 .....	270
§ 9.6	Housing Authorities .....	271
§ 9.6.1	—Municipal Housing Authorities .....	271
§ 9.6.2	—County Housing Authorities .....	274
§ 9.6.3	—Multi-Jurisdictional Housing Authorities .....	275
§ 9.6.4	—Public Housing Election .....	276
§ 9.7	Colorado Housing Act Of 1970 .....	276
§ 9.8	Colorado Housing And Finance Authority .....	277
<b>CHAPTER 10: HISTORIC PRESERVATION .....</b>		<b>279</b>
§ 10.1	Introduction .....	280
§ 10.2	National Legislation .....	280

*Colorado Land Planning and Development Law*

§ 10.3	Colorado Legislation .....	281
§ 10.3.1	—Historical Societies .....	281
§ 10.3.2	—Tax Credits .....	281
§ 10.4	Local Activities .....	283
§ 10.5	Constitutional Challenges To Historic Preservation Ordinances .....	284
§ 10.5.1	—Challenges As A Taking.....	284
§ 10.5.2	—Challenges As Being Void For Vagueness Or As Unlawful Delegation Of Power.....	287
§ 10.5.3	—Challenges As Interfering With The Free Exercise Of Religion .....	288
§ 10.5.4	—Interim Controls.....	292
§ 10.5.5	—Other Relevant Cases.....	292
§ 10.6	Transferable Development Rights As An Aid To Historic Preservation.....	293
§ 10.7	Methods For Creating Facially Valid Historic Preservation Regulations .....	294
§ 10.8	Other Related Laws And Issues.....	295
§ 10.8.1	—Access Laws .....	295
§ 10.8.2	—Conflicts Between Historic Preservation And Other Development Law .....	295
<b>CHAPTER 11: OVERVIEW OF ENVIRONMENTAL PROTECTION ISSUES</b>	.....	<b>297</b>
§ 11.1	Introduction .....	298
§ 11.2	Air Quality.....	298
§ 11.2.1	—Clean Air Act (Federal) .....	298
§ 11.2.2	—Regulation Of Greenhouse Gases .....	299
§ 11.2.3	—Colorado Air Pollution Prevention And Control Act .....	300
§ 11.2.4	—Colorado’s Climate Action Plan.....	301
§ 11.3	Water Quality .....	301
§ 11.3.1	—Clean Water Act (“Federal Water Quality Control Act”).....	301
§ 11.3.2	—Water Pollution Control.....	302
§ 11.3.3	—Epa Regulations For Stormwater.....	303
§ 11.3.4	—Wastewater And Stormwater Discharges .....	304
§ 11.3.5	—Wetlands .....	305
§ 11.4	Endangered Species Act (Federal).....	307
§ 11.5	National Environmental Policy Act.....	308
§ 11.5.1	—Individual Sewage Disposal Systems .....	309
§ 11.5.2	—Hazardous Waste Sites .....	309
§ 11.5.3	—Voluntary Clean-up And Redevelopment Act.....	311
§ 11.5.4	—Biosolids .....	311
§ 11.5.5	—Water Supply And Runoff Considerations .....	312
§ 11.5.6	—Floodplain Regulation .....	316
§ 11.5.7	—Small Community Environmental Flexibility Act.....	318



*Table of Contents*

§ 11.5.8—Environmental Self-evaluations .....	318
§ 11.5.9—Conservation And Preservation Of Species And Open Space .....	319
<b>SUBJECT INDEX</b> .....	<b>321</b>