

# CITY OF BURLINGTON COMPREHENSIVE PLAN

APRIL 2025

# TABLE OF CONTENTS

<b>CHAPTER 1: EXECUTIVE SUMMARY</b>	<b>4</b>
<b>CHAPTER 2: PROJECT BACKGROUND AND COMMUNITY VISION</b>	<b>10</b>
<b>CHAPTER 3: DOWNTOWN BURLINGTON</b>	<b>18</b>
<b>CHAPTER 4: FUTURE LAND USES AND COMMUNITY CHARACTER</b>	<b>32</b>
<b>CHAPTER 5: PARKS AND RECREATION</b>	<b>48</b>
<b>CHAPTER 6: ECONOMIC DEVELOPMENT AND TOURISM</b>	<b>54</b>
<b>CHAPTER 7: HOUSING</b>	<b>60</b>
<b>CHAPTER 8: TRANSPORTATION</b>	<b>66</b>
<b>CHAPTER 9: INFRASTRUCTURE</b>	<b>76</b>
<b>CHAPTER 10: RESILIENCY</b>	<b>84</b>
<b>CHAPTER 11: IMPLEMENTATION</b>	<b>88</b>
<b>APPENDICES</b>	<b>103</b>
<b>A</b> EXISTING CONDITIONS ANALYSIS, HOUSING	<b>G</b> RESULTS FROM SECOND COMMUNITY SURVEY (ENGLISH)
<b>B</b> EXISTING CONDITIONS ANALYSIS, TRANSPORTATION	<b>H</b> RESULTS FROM SECOND COMMUNITY SURVEY (SPANISH)
<b>C</b> RESULTS FROM FIRST COMMUNITY SURVEY (COMBINED ENGLISH & SPANISH VERSIONS)	<b>I</b> RESULTS FROM THIRD COMMUNITY SURVEY (COMBINED ENGLISH & SPANISH VERSIONS)
<b>D</b> RESULTS FROM FIRST COMMUNITY SURVEY (ENGLISH)	<b>J</b> RESULTS FROM THIRD COMMUNITY SURVEY (ENGLISH)
<b>E</b> RESULTS FROM FIRST COMMUNITY SURVEY (SPANISH)	<b>K</b> RESULTS FROM THIRD COMMUNITY SURVEY (SPANISH)
<b>F</b> RESULTS FROM SECOND COMMUNITY SURVEY (COMBINED ENGLISH & SPANISH VERSIONS)	

# ACKNOWLEDGMENTS

## BURLINGTON CITY COUNCIL

Greg Swiatkowski, Mayor  
Paul Velasco, Mayor pro tem  
Hal McNerney  
Troy Hinkhouse  
Adrian Hernandez  
Mark Burghart  
Kamron Weisshaar

## CITY OF BURLINGTON STAFF

Jim Keehne, City Administrator  
Georgia Gilley, City Clerk  
Mike Konecne, Public Works Director  
Tyson Weisshaar, Activities Coordinator  
Nate Hill, Chief of Police  
Rol Hudler, Economic Development Director  
Nick McCarty-Daniels, Library Director

## BUILDING BURLINGTON STEERING COMMITTEE

Jim Keehne, City Administrator  
Georgia Gilley, City Clerk  
Mike Konecne, Public Works Director  
Tyson Weisshaar, Activities Coordinator  
Nate Hill, Chief of Police  
Rol Hudler, Economic Development Director  
Nick McCarty-Daniels, Library Director  
Shane Walkinshaw, Superintendent, Burlington Public Schools  
Christine Fischer, FPM Grants  
Jenna Zimbelman, Owner of Zimbelmans Jewelry and The Dish Room  
Dustin Skarphol, Owner, Skarco Design + Build  
Lisa Shryock, Manager, HHG Real Estate, LLC

## THANK YOU

Thank you to the people of Burlington and surrounding communities for participating in the **Building Burlington** process and helping to create the **Burlington Comprehensive Plan** and **Parks and Recreation Plan**!

## CONSULTANT TEAM

RICK (Project Lead) – Englewood, CO

Britt Palmberg, AICP, Director of Planning, Rocky Mountain Region

Rob Fitch, PE, Principal

Sabrina Sessarego, Associate Planner

Sydney Rankmore, Associate Planner

Grace Dyess, Planning Technician

Kim Nelson, Principal Landscape Architect

Keath Flint, Principal Urban Designer

Project Vision 21 (Bilingual Community Engagement) – Aurora, CO

Francisco Miraval, Owner

Felsburg Holt & Ullevig (Transportation) – Greenwood Village, CO

Carol Sammons, AICP, Transportation Planner

Elizabeth Bigham, Transportation Planner

Drew Howland, Community Engagement Specialist

RRC Associates (Housing Analysis) – Boulder, CO

David Becher, Director of Research

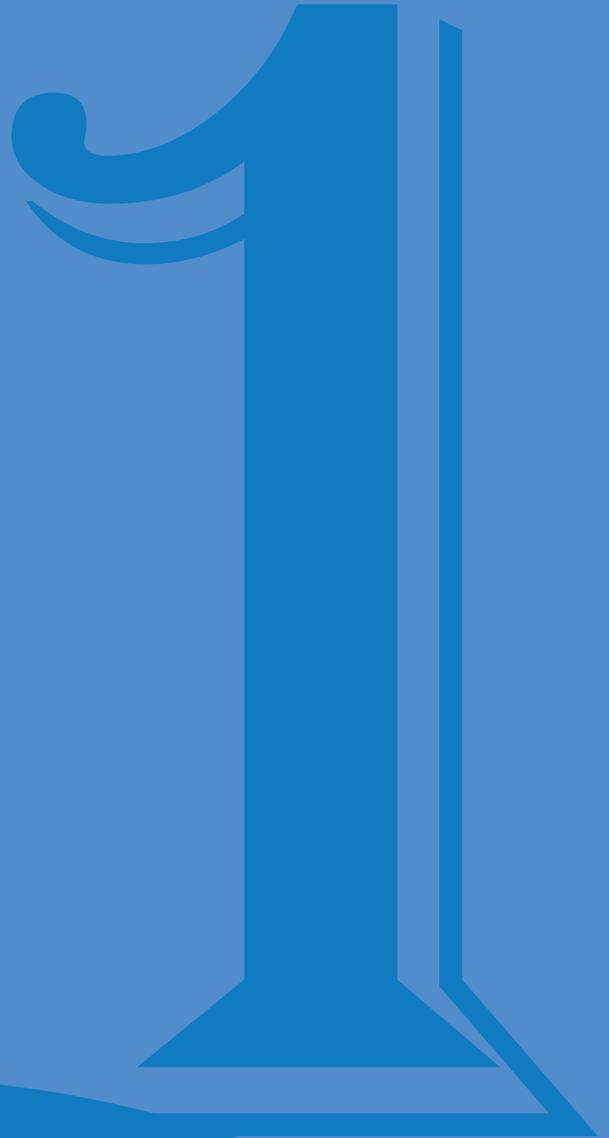
Berry Dunn (Parks and Recreation) – Windsor, CO

Jason Genck, Senior Manager / Practice Lead

Ryan Hegreness, CPRE, Senior Consultant

FPM Grants (Implementation and Grant Funding) – Woodland Park, CO

Christine Fischer, Owner



EXECUTIVE  
SUMMARY

# EXECUTIVE SUMMARY

## 1



*Welcome Sign at the Colorado Welcome Center on I-70 in Burlington  
Credit: RICK*

The Burlington community conducted a very thorough and thoughtful planning process in 2024 and early 2025 to develop a new **Comprehensive Plan** to guide the evolution and desired improvements in the community over the near-term and over the next 10 to 20 years. A bilingual community engagement effort – **Building Burlington** – involved nearly 2,000 people over a nine-month period and gathered input from residents, visitors, business owners, and other stakeholders through three community surveys and numerous stakeholder meetings. This transparent engagement effort resulted in the action items and goals outlined in this **Comprehensive Plan** document. The plan serves as the “blueprint” for the City of Burlington and numerous partner organizations and agencies to work together to achieve the actions in the plan. **Building Burlington** developed the community’s vision for the future and how Burlington can achieve this vision over time.

As the county seat of Kit Carson County, Burlington has established itself as a hub for the agricultural economy of the Eastern Plains and the initial gateway into Colorado along I-70, supporting a reliable hospitality economy. Burlington takes pride in its small town spirit and traditions, including the Kit Carson County Fairgrounds, the Old Town Museum, and events including Celebration of Summer, the Craft Fair, and several gatherings during the Holidays. Burlington has a classic, historic “Main Street” and Downtown along 14th Street and boasts the spacious Burlington Community & Education Center, full-service schools and athletics programs, attractive parks, and other amenities.

Drawing from community and stakeholder input, the **Burlington Comprehensive Plan** outlines the following categories of actions or initiatives as the highest priority for the Burlington community going forward.

## DOWNTOWN BURLINGTON

While Downtown has the foundation and “bones” of a great Main Street-oriented district, input from **Building Burlington** ranked improvements to Downtown as the top priority category for the community. As outlined in Chapter 3, improvements to the Downtown area include the following:

- ★ Streetscape enhancements (new sidewalks, seating areas, landscaping, lighting, crosswalks, and other features) to be completed over time along 14th Street as well as the parallel streets (13th and 15th) and intersecting cross-streets (Senter, Martin, etc.).
- ★ Extension of the Main Street character (including streetscape and potentially new commercial and residential buildings) along 14th Street to the south, past Rose Avenue, to the Old Town Museum. This strategy will help make Downtown more visible to visitors passing through Burlington.
- ★ Creation of a civic plaza or public space along 14th Street to host events (food truck events, outdoor movies, farmers market, etc.) and to provide more places to hang out.
- ★ Creation of additional amenities at the north end of Downtown, including refurbishment and reuse of the railroad depot, a new municipal parking lot, a clock tower or similar beacon, and restoration of the historic Burlington water tower.
- ★ Creation of gateway signage and monumentation to better advertise and “announce” Downtown to visitors and residents.
- ★ Biking and walking lanes running north-south and east-west, connecting Downtown to surrounding and outlying neighborhoods.
- ★ Preservation of historic features and character and improvements to existing buildings and structures.
- ★ Developing more events and programming focused on Downtown Burlington.



*Graphical rendering of potential streetscape improvements and a civic plaza along 14th Street in Downtown Burlington  
Credit: RICK*

## PARKS AND RECREATION

As outlined in greater detail in Burlington’s new **Parks and Recreation Plan** (a companion document to the **Comprehensive Plan**), Burlington will focus on a variety of parks and recreation enhancements in the future. A major outcome of community engagement and input is a focus on improving indoor recreation in the community, including indoor exercise and sports facilities and indoor spaces for residents and visitors to spend their leisure time, including playing games, enjoying hobbies, and meeting with friends. The following outlines some of the highest priority actions resulting from the **Parks and Recreation Plan**:

- ★ Potential conversion or expansion of existing space in Burlington (such as portions of the Burlington Community & Education Center) into an indoor recreation facility.
- ★ Identifying and using vacant space in Burlington to create an indoor gaming or hang-out space for youth in Burlington.
- ★ Continued collaboration between the City of Burlington and partners (such as the Burlington School District) to have more indoor recreation facilities open to the public during off-hours.
- ★ Completion of various improvements to Parmer Park, including a new playground for young children, shade structures over the amphitheater, refurbishment of the pool and basketball and tennis courts, and a new indoor building to hold indoor picnics and smaller events during inclement weather.
- ★ Completion of a putt-putt golf course near Old Town Museum and a bike trail connecting Parmer Park to Old Town Museum.
- ★ Various improvements to Outback Territory Park, including additional walkways and trails, additional picnic shelters, public art, gardens, and refurbishment of the wooden playground.
- ★ Improvements to Merchants Park, including new concession and restroom facilities, reconstruction of parking, and landscaping.
- ★ Additional recreational programming, including more programs and activities for young adults, parents, and older adults, building upon existing recreation activities for youth.

## CHILD CARE

The cost of child care continues to escalate and negatively impact families and communities nationwide, including in Burlington. Providing more options for affordable child care would enhance the quality of life in the community and improve the economic development position of Burlington. Having more options for child care would make Burlington more attractive for individuals, families, and companies considering Burlington for their next move. The following highlights Burlington’s strategy to improve child care services:

- ★ Having the city collaborate with other partners to construct and launch a new child care facility on city-owned property.
- ★ Providing tax incentives to help make the construction of additional child care facilities feasible.
- ★ Increasing the tourism tax in Burlington to help fund economic development initiatives in the community, including providing more affordable and available child care options.

## ECONOMIC DEVELOPMENT

As the agricultural economy in eastern Colorado consolidates and will likely require less employment in the future, Burlington aims to diversify and build its economy to provide a variety of opportunities for residents. The following highlights Burlington’s economic development strategy:

- ★ Increasing the quality and quantity of trades and technical training offered in Burlington to provide options for youth and attract potential employers.
- ★ Developing a business park along or south of I-70 to attract new employers and companies.
- ★ Marketing the availability of employee housing options as part of economic development and recruitment efforts.

## HOUSING

The cost and availability of housing for different types of households remains a challenge nationwide and in Burlington. Communities that develop effective strategies to help solve the housing crisis increase their quality of life and marketability. The **Comprehensive Plan** developed the following as tenets of Burlington's housing strategy:

- ★ Providing grants or incentives for property owners pursuing the rehabilitation of existing homes.
- ★ Providing grants or incentives for property owners developing housing on vacant lots.
- ★ Developing workforce / affordable housing on city-owned properties (as opportunities arise to purchase property)
- ★ Updating the city's codes to guide where and how accessory dwelling units will be allowed
- ★ Updating the city's codes regarding short-term rentals (STRs)
- ★ Developing apprenticeship or training programs in Burlington for skilled trades related to home building
- ★ Pursuing collaborations with Kit Carson County and other agencies and partners to develop or rehabilitate housing in Burlington
- ★ Communicating the housing resources available to Burlington residents

## TRANSPORTATION

In addition to calling for the city to continue routine and ongoing maintenance and repairs to local streets, the **Comprehensive Plan** outlines a bike / walking trail system to serve the community. These routes will include wide lanes for bicyclists and people walking and will connect local destinations, including Downtown, the fairgrounds, the local schools, Old Town Museum, and the local parks. During the engagement process youth in Burlington voiced their support for safer routes to bike across town or to school. Developing the recommended network, as part of street reconstruction projects over time, would help create a safer environment for families and individuals walking and biking around Burlington.

## INFRASTRUCTURE AND RESILIENCY

Having an efficient, high quality, and well-planned infrastructure system to provide the necessary services for residents, visitors, and businesses is crucial for the City of Burlington and is a priority for the community. The **Comprehensive Plan** outlines strategies the community may pursue to thoughtfully plan for current and future infrastructure. It also outlines how Burlington will remain resilient to natural or human-caused shocks or disasters (including natural disasters and economic downturns) that may arise. The following presents the highlights of the guidance in the **Comprehensive Plan** for infrastructure and resiliency.

- ★ Exploring renewable energy sources and installations to help diversify the sources of electricity for the Burlington community.
- ★ Pursuing a variety of water conservation strategies outlined in Chapter 9, including an increased use of water-conserving plantings throughout the community.
- ★ Prioritizing development within city boundaries to minimize the costs of water and sewer infrastructure extensions.
- ★ Identifying and implementing stormwater management projects to reduce flooding issues.
- ★ Continuing to improve emergency management services and communication.
- ★ Completing actions outlined in Chapter 10 to prevent or mitigate natural disasters or hazards.

## ADDITIONAL CONTENT AND IMPLEMENTATION

The chapters that follow contain additional background information and details concerning the action items included in the **Comprehensive Plan**. The Implementation section (Chapter 11) provides details regarding the priority level, anticipated timing, anticipated partners or organizations involved in executing actions, and potential funding sources for specific actions coming out of the plan.

Importantly, successful completion of the actions outlined in the **Comprehensive Plan** will require teamwork and cooperation of multiple organizations and parties in Burlington (in addition to the city) and continued support from residents and businesses in the community. By working together, Burlington can build upon its great foundation to build a true “star” of a community on the Eastern Plains.

## BURLINGTON COMPREHENSIVE PLAN AND PARKS AND RECREATION PLAN SUMMARY OF TOP PRIORITY ACTION ITEMS

The following provides a quick snapshot of the top priorities for the Burlington community resulting from the **Comprehensive Plan** and **Parks and Recreation Plan**. The Implementation matrices within the two documents contain additional details concerning the entities involved in implementation, potential funding sources, and the anticipated timing of specific action items.

### YEARS 1 - 5

- ★ Complete streetscape improvements on 14th St (and intersecting streets) in the heart of Downtown
- ★ Improved signage for Downtown
- ★ Installation of Civic plaza in the Downtown area
- ★ Code updates / zoning changes to expand Downtown to the south
- ★ Updates to the city’s Land Use Codes, tied to the Comprehensive Plan
- ★ Change the name of 14th Street to “Main Street”
- ★ Paint bike lanes around town (to denote temporary bike lanes) and pursue funding for permanent bike

lanes (through Safe Routes to Schools and related funding sources)

- ★ Pursue options to increase indoor recreation facilities
- ★ Complete a new child care facility
- ★ Secure Great Outdoors Colorado (GOCO) funding for Parmer Park improvements
- ★ Lead a community rehab day for the wooden playground at Outback Territory Park
- ★ Work with the Colorado Department of Transportation (CDOT) to complete upgrades to Rose Avenue

### YEARS 6 – 10

- ★ Complete additional streetscape enhancements Downtown (Main Street to the south, and parallel streets in the heart of Downtown)
- ★ Complete streetscape improvements along Rose Avenue and Lincoln Street
- ★ Complete permanent bike lane facilities around town (building from the installation of temporary, painted bike lanes during years 1 – 5)
- ★ Complete improvements at the north end of Downtown (clock tower, water tower refurbishment, etc.)
- ★ Explore the creation of a business park to the south of I-70
- ★ Explore the creation of additional job training or skills training programs at the high school, with Morgan Community College, or with another provider
- ★ Create a stormwater plan and implement drainage improvements at select locations

### YEARS 10 – 20

- ★ Explore the feasibility of a local trolley or shuttle service (connecting Downtown Burlington with local hotels and other destinations)
- ★ Explore the development of housing on city-owned properties over time.



**PROJECT  
BACKGROUND AND  
COMMUNITY VISION**

# PROJECT BACKGROUND AND COMMUNITY VISION

## 2



*Front door and entry signs for the Old Town Museum, October 2023  
Credit: RICK*

The City of Burlington's previous Comprehensive Plan dates to 1979 and the community has experienced significant changes over the last four decades. The city's new **Comprehensive Plan**, created through an extensive community engagement process, sets the foundation for desired changes and improvements in the community over the next 10 to 20 years. The updated **Comprehensive Plan** establishes the priorities for actions to be taken by the city and other partners in the community over the next two decades.

### **2.1: WHAT IS A COMPREHENSIVE PLAN AND WHY COMMUNITIES HAVE THEM**

Communities around the country develop Comprehensive Plans to guide municipal operations and community priorities over the near-term (up to 10 years) and long-term (10 to 20 years). In Colorado, Comprehensive Plans serve as advisory documents guiding future land use and economic development; parks, recreation, and open space; transportation; housing; and infrastructure. Over the last few years, communities across Colorado have placed greater emphasis in their plans on tourism, resiliency, and planning for water supplies and usage.

Communities develop and update Comprehensive Plans for the purpose of proactively managing changes in a city to maintain or improve quality of life and establish priorities for community initiatives and programs. The Burlington City Council, city staff, partners with the city, and various other organizations in the community will use this document to guide and evaluate land use and zoning changes and proposals, develop annual budgets and capital improvement plans, and establish and prioritize the work plans and action items for city officials and employees. Residents, businesses, and partners can use this **Comprehensive Plan** to understand the vision for the community, the notable projects and actions Burlington is pursuing over the near-term and long-term, and how different areas around Burlington may change over the next 20 years.



*Burlington High School Baseball Game at Merchants Park, May 2024  
Credit: RICK*

## 2.2: COMMON MISPERCEPTIONS ABOUT COMPREHENSIVE PLANS

It is a common misperception that Comprehensive Plans outline improvements to every aspect of life in a community (including many site-specific issues such as drainage improvements, fixing specific potholes or stretches of streets, etc.) or that Comprehensive Plans serve as the “law” governing community actions. The **Burlington Comprehensive Plan** is intended to be flexible and serve as the guiding document (but not the law) of the community. The following clarifies common misconceptions regarding the role of a Comprehensive Plan in a community.

- ★ The **Burlington Comprehensive Plan** guides how future development and redevelopment should proceed in Burlington and the surrounding area. It is not a formal proposal for any development on a particular property.
- ★ The **Burlington Comprehensive Plan** is not an “annexation plan”. Instead, it provides guidance for future land uses for properties around the edges of the community, whether property owners request to join the city’s jurisdiction or not. Final authority for land use decisions for unincorporated areas surrounding Burlington remains with Kit Carson County. However, this **Comprehensive Plan** articulates the vision of the Burlington community for how areas around the edges of the city could develop over the next 20 years.
- ★ The **Comprehensive Plan** provides a guide for the future planning of parks, open space areas, and trails in and around Burlington. However, the **Burlington Parks and Recreation Plan** (a separate, companion document) provides more specific guidance regarding the planning for parks and recreation facilities and programs.
- ★ The **Burlington Comprehensive Plan** provides general background information and guidance for Burlington’s infrastructure systems, including a focused water component. However, it does not provide specific, engineering-based designs or studies for utility improvements serving the city.
- ★ As noted, the **Burlington Comprehensive Plan** is advisory in nature. The Burlington City Council and other boards or commissions are not required to follow the guidance provided in this plan.

Colorado statutes empower the governing body (the Burlington City Council) to formally adopt and oversee the execution of the **Comprehensive Plan** document.

## 2.3: COMMUNITY CONTEXT

The City of Burlington is located on the Eastern Plains, 12.5 miles from the Colorado-Kansas state line. It is the largest community in Colorado along the I-70 corridor east of Denver and serves as the county seat for Kit Carson County. Burlington provides a commercial, recreational, and cultural hub for a large portion of Colorado’s Eastern Plains. Known as a “gateway” community into Colorado from the east, Burlington provides a welcome stop for

# PROJECT BACKGROUND AND COMMUNITY VISION

2

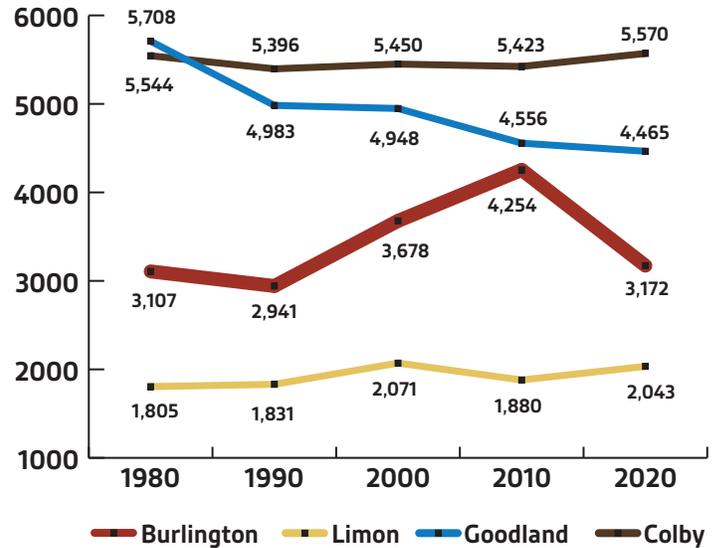
travelers along the I-70 corridor and accommodates thousands of visitors at its parks, commercial and recreational gathering spaces, local hotels, restaurants, and businesses throughout the year. Burlington is self-described by residents as a small, caring, multi-generational, rural agricultural community where roots run deep. This is a place where residents know and greet one another on the street, at the market, or while playing at the park. It is a community proud of its heritage, with more than 100 years of history in the area.

An extensive review of existing conditions in Burlington, and how they may impact the community over the next 20 years, helped guide the engagement and planning efforts for **Building Burlington**. The appendices contain more detailed information concerning the historical, current, and projected conditions in Burlington and the surrounding area. The following provides highlights from the review of existing conditions in Burlington.

★ Burlington’s population steadily grew from around 2,900 residents in 1990 to a peak of over 4,200 residents in 2010. However, following the closure of the Kit Carson County Correctional Center in 2016, the city’s population rapidly decreased to just under 3,200 residents in 2020. The population has remained steady since 2020 and projections by ESRI, a national database of demographic data, suggest that the city’s population will remain essentially unchanged through 2028. Burlington, along with Limon, Goodland, and Colby, represent the largest communities along I-70 in eastern Colorado and northwest Kansas. As illustrated in the following table, while Burlington’s population has fluctuated significantly over the last 40 years, Limon’s population has slowly increased, Goodland’s has slowly but steadily decreased, and Colby’s has remained relatively steady. Colby completed the new Colby Events Center a few years ago and anticipates opening a new regional medical center which should result in population growth. Limon has experienced slow and steady growth, perhaps due to its location closer to the Front Range urban corridor and its role as a crossroads of corridors connecting to Denver and Colorado Springs.

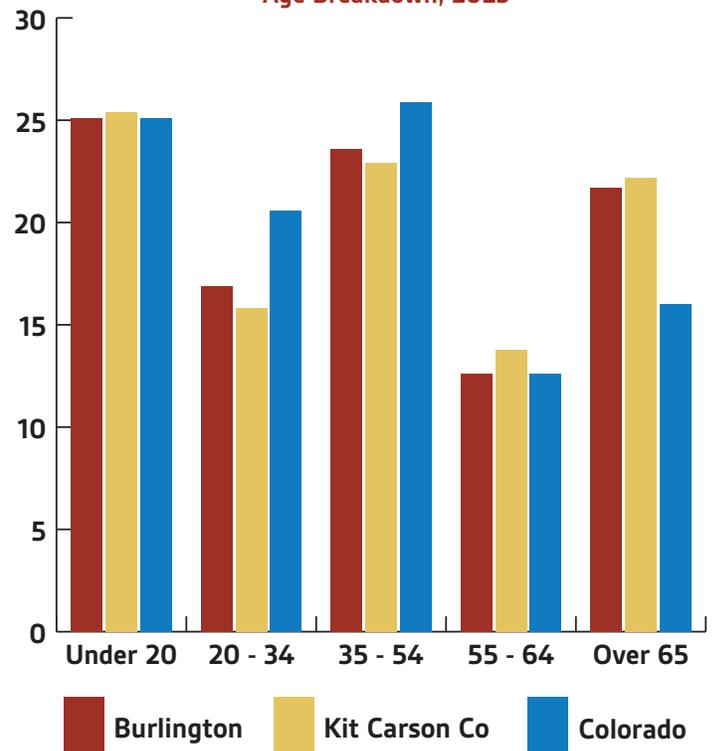
★ Compared to statewide data, Burlington’s population has a larger number of residents over age 65 and a smaller number of residents in their adult prime working years (20 to 54 years of age).

Historical Changes in Population



Credit: RICK

Age Breakdown, 2023



Credit: RICK

- ★ Burlington has greater ethnic diversity than peer communities along the I-70 corridor. Twenty-eight percent of Burlington residents consider themselves of Hispanic or Latino origin, compared to 15% of Limon and Goodland residents and 8% of Colby residents.
- ★ Citing 2023 data, Burlington residents are less affluent than Colorado overall, with a median household income of \$56,000 compared to the statewide median of almost \$86,000.
- ★ A review of demographic data indicates that only 19% of adults in Burlington, over age 25, have completed a college degree, compared to 45% statewide.
- ★ The median price of housing in Burlington increased 70% from 2016 to 2024, consistent with the housing affordability crisis impacting Colorado and the entire nation. One-quarter of Burlington households spend more than 30% of their income on housing (a metric used nationally to indicate households spending an unsustainable level of income on housing). Fourteen percent of housing in Burlington is currently vacant.
- ★ With the exception of the trails and walkways located within Parmer Park and Outback Territory Park and the Longhorn Trail, the majority of the city lacks trails for walking or bicycling. Many areas of the city have sidewalks that are overly narrow, in poor condition, or non-existent.
- ★ As outlined in the Burlington **Parks and Recreation Plan**, areas on the eastern, western, and northern edges of town lack walkable access to the main parks in the community. The plan also highlighted the importance of improving indoor recreation in the community and improving existing parks, as opposed to adding new parks.
- ★ While it is not unusual for communities to offer a roster of recreational programming more focused on youth, Burlington has an opportunity to expand its programming serving adults.
- ★ Burlington’s recreational programs are heavily focused on sports. The community has an opportunity to further diversify the types of programming offered to include non-sports activities, various classes, Science, Technology, Engineering, and Mathematics (STEM) programs, and a range of other program types.
- ★ In terms of infrastructure, Burlington has excess capacity at its wastewater treatment facility but is currently in the planning stages for a new treatment facility. An increase in population of 10% to 20% over the next 20 years (if it occurs) would require bringing an additional water well online. The City of Burlington serves as the electricity provider for the city, obtaining energy from outside sources, and indicates that the trunk line for electricity into Burlington remains an issue. The largest issues facing police and fire services in Burlington concern staffing and attracting enough qualified staff to live in Burlington and serve the community.

Overall, a review of existing data and information, along with initial community input, indicated that housing, safety for people walking and biking, parks and recreation, and the quality of streets remain some of the top issues facing the community. As noted throughout the **Comprehensive Plan**, the Burlington community desires more activities and things to do, particularly for youth, as a focus for the city going forward.

## 2.4: COMMUNITY PLANNING PROCESS – “BUILDING BURLINGTON”

The City of Burlington and the consultant team conducted an extensive community engagement process between April 2024 and January 2025 to gather community input in the development of the city’s new **Comprehensive Plan** and **Parks and Recreation Plan**. This effort, branded as “**Building Burlington**”, provided a very thorough, transparent, and easy-to-understand way for community members to provide input on their vision for Burlington over the next twenty years. Importantly, the engagement effort encouraged wide reaching demographic and geographic input from residents of the city, surrounding towns and counties in Colorado and Kansas, business and property owners, people who work or attend school in Burlington, and others who have an interest.

A Steering Committee of 11 individuals, representing different city departments, the business community, the school district, and the Burlington City Council, met on nine occasions in 2024 and early 2025 to guide **Building Burlington**, including the community engagement effort. The Steering Committee helped the project team to:

- ★ Identify contacts to engage to help spread the word about the plan and community engagement efforts
- ★ Inform the messaging and content for community engagement publicity throughout the process
- ★ Shape the development of alternative ideas and concepts for the **Comprehensive Plan** to share with the community
- ★ Review input from the community throughout the process
- ★ Help formulate the action items and goals included in the **Comprehensive Plan**, organized by topic area

In addition to the Steering Committee meetings held throughout **Building Burlington**, the project team conducted several stakeholder meetings to discuss various aspects of the **Burlington Comprehensive Plan** and **Parks and Recreation Plan**, including meetings with the Burlington School District, the Burlington Rotary Club, and Prairie Cultural Revitalization (a group focused on the revitalization of Downtown Burlington).



*Worksession with Prairie Cultural Revitalization group, October 2024  
Credit: RICK*



*Implementation Workshop with Steering Committee, March 2025  
Credit: RICK*

**Building Burlington** provided a project website, [www.buildingburlington.com](http://www.buildingburlington.com), that included background documents and information concerning alternatives and concepts and the draft components of the **Comprehensive Plan** to gather online input from the community. **Building Burlington** conducted three rounds of community engagement to gather initial input on the community’s overall vision and key topics to be addressed in the **Comprehensive Plan**, to review alternative ideas and concepts, and to review and gather input on the draft elements of the **Comprehensive Plan**. Each of the three rounds included a separate community survey, open to everyone (not just residents of the city) to gather broad-based and diverse input as the plan developed.



*Screen shot of the Building Burlington project website  
Credit: Felsburg, Holt & Ullevig*

Importantly, **Building Burlington** incorporated English and Spanish content and bilingual community surveys throughout the process. In addition to gathering community surveys and comments via the project website, the project team conducted “pop-up” outreach at the following Burlington venues and events in 2024 and early 2025:

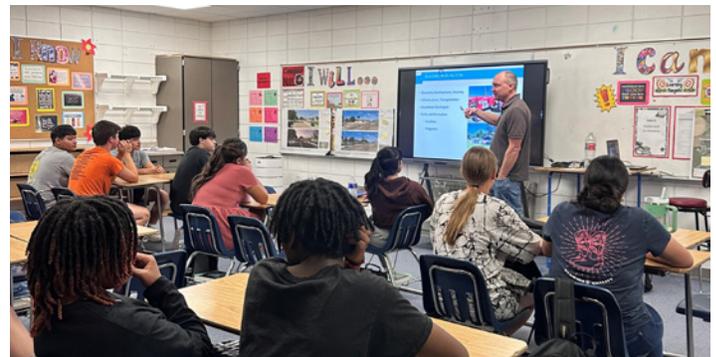
- ★ Coffee with a Cop at Ziggi’s Coffee
- ★ The Post VFW Restaurant (two times)
- ★ Tequila’s Restaurant
- ★ Burlington High School spring baseball games
- ★ Celebration of Summer, June 2024
- ★ Kit Carson County Fair (two full days, in July 2024)

- ★ Burlington Craft Fair, December 2024
- ★ Winter Wonderlights, December 2024
- ★ Breakfast with Santa, December 2024
- ★ Food Bank Distribution at Prairie Family Center Food Pantry (three times)

## OUTREACH WITH YOUTH:

**Building Burlington** included focused engagement with students at Burlington High School (three times) and with classes at Burlington Middle School (two times) to gather input from youth in the community during the three rounds of community engagement. The project team made short presentations of content to each class, allowed students to take the latest community survey, and facilitated discussions and question-and-answer sessions with the students in each class.

The three rounds of community engagement, including in-person and online community input, generated significant and very valuable input that guided the development of the **Burlington Comprehensive Plan**. The three community surveys gathered a total of 1,800 responses from the community. **Building Burlington** succeeded in reaching the various demographic groups in Burlington. Altogether, including visits to the project website, stakeholder meetings, and other “touches”, **Building Burlington** included around 3,000 people for community input through the life of the project.



*Outreach session at Burlington High School, September 2024  
Credit: RICK*

The following illustrates the timeline of steps taken to develop and finalize the **Comprehensive Plan** in 2024 and early 2025.

<b>Project Kickoff with Steering Committee</b>	March 2024
<b>Review of Existing Conditions</b>	March - April 2024
<b>Round 1 Community Engagement</b>	April - May 2024
<b>Creation of Alternatives and Concepts for Review</b>	May - June 2024
<b>Round 2 Community Engagement - Review of Alternatives and Concepts</b>	June - September 2024
<b>Development of Draft Plan Direction</b>	September - November 2024
<b>Round 3 Community Engagement - Review of Draft Plan Components</b>	December 2024 - January 2025
<b>Drafting of Plan Documents</b>	January - March 2025
<b>Finalization / Adoption of Comprehensive Plan</b>	April 2025

## COMMUNITY VISION:

Burlington thrives as a full-service community for Kit Carson County and the surrounding region in Colorado and Kansas. It offers good schools, good parks and recreational opportunities, and growing economic development possibilities. Burlington features a vibrant, historic Downtown, regional attractions, and a diverse range of businesses and services. The community has quality housing for the full range of households and offers everyone, of all backgrounds, great things to do as part of a high quality of life.



*Concert at Kit Carson County Fair, 2024  
Credit: RICK*



*Cornhole Games at Celebration of Summer, 2024  
Credit: RICK*

## 2.5: COMMUNITY VISION

The Burlington community provided significant and transparent input in the creation of the **Burlington Comprehensive Plan**. Drawing from the joint community engagement process, the project team created the following community “Vision Statement”. This community vision helped to inform the topics covered by the **Comprehensive Plan**. Importantly, the intent of the community vision is not to describe the current conditions in Burlington. Instead, the vision illustrates the desired position and qualities of Burlington over the long term (10 to 20 years in the future, and beyond).



**DOWNTOWN  
BURLINGTON**

# DOWNTOWN BURLINGTON

## 3



*View looking north along 14th Street in Downtown Burlington  
Credit: RICK*

Downtown Burlington orients along a traditional “Main Street” along 14th Street and contains many historic commercial buildings. The completion of I-70 and subsequent movement of larger commercial businesses to the Rose Avenue and Lincoln Street corridors diminished some of Downtown’s economic vitality. Today, Downtown Burlington serves as the hub for service-oriented businesses such as medical and dental providers, professional offices, and specialty retailers such as jewelers. It is also home to a few restaurants, the library, and post office.

As opposed to some downtowns on the Great Plains that enjoy more direct and visible connections to the interstate, Downtown Burlington is hidden from the view of those passing by the community. The interstate does not include any signage directing visitors to Downtown, and downtown-related signage is limited within city limits. Downtown Burlington has a central location convenient to City Hall, the fairgrounds,

Outback Territory Park, the Kit Carson County offices, the hospital, and the elementary school. The grid network of streets in Burlington provides relatively direct connections from nearly all the residential areas in town to the downtown district.

As of 2025, there are limited vacancies in Downtown Burlington, in contrast to many downtown districts in small towns on the Great Plains. In essence, the “bones” or foundational aspects of Downtown remain in good condition. Downtown is very quiet outside of the 8AM to 5PM timeframe, except for patronage at restaurants. The area is dark at night and lacks pedestrian lighting, many sidewalks require repairs, landscaping and tree cover is either non-existent or inconsistent, and Downtown streets include minimal benches and seating areas. Therefore, Downtown Burlington requires some updates and additions of amenities to increase its appeal. In addition, strategies to improve visibility would help attract a larger regional audience.

# DOWNTOWN BURLINGTON

3

The first survey for **Building Burlington** in Spring 2024 asked respondents about the improvements they most desired for Downtown Burlington. As noted in the table that follows, respondents most strongly indicated that a civic plaza that could be used for various events, along with streetscape improvements, would improve Downtown. The survey revealed less support for improvements geared toward outdoor dining or adding a playground or a park-like facility to the district.

<b>First Survey, Question 10 - What kinds of amenities or features would you like to see in Downtown Burlington in the future? (Please select all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
A civic plaza (that could be used for a farmers market, skating rink, community events, etc.)	323	62.4%
Improved “streetscape” features (better lighting, seating areas, trees and landscaping, public art, and signage)	314	60.6%
More outdoor dining facilities or areas	195	37.6%
A playground or similar type of park feature	142	27.4%
Other (please specify)	51	9.8%

A follow-up question in the second survey focused on the most desired streetscape features for Downtown Burlington. The community highlighted the need for improved sidewalks; the installation of planters, flowers, and landscaping; seating areas; and decorative street lighting. Respondents indicated support for additional improvements as shown in the table that follows.

<b>Second Survey, Question 5 - Respondents in the first survey strongly supported improvements to the streetscape in Downtown Burlington. Which of the following components of streetscape most interest you? (Please select all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
Sidewalks	382	45.1%
Planters / flowers / landscaping	360	42.5%
Seating areas	350	41.3%
Decorative street lighting	341	40.3%
Improved overhead lighting for vehicles and people walking	307	36.2%
Crosswalk improvements	273	32.2%
Street trees	256	30.2%
Extend the Downtown streetscape design / feel south to the Old Town Museum	256	30.2%
Public art	254	30.0%
Music (provided through speakers)	236	27.9%
Brick streets	157	18.5%
Signage to direct people to destinations in the downtown area	108	12.8%
Bulbouts (curb extensions that shorten the distance pedestrians must walk to cross the street)	118	13.9%
Other (please specify)	60	7.1%

One of the options that could significantly change the orientation of Downtown, “extend the Downtown streetscape design / feel south to the Old Town Museum”, received substantial support. This concept would extend the “Main Street” feel of 14th Street to the south of Rose Avenue and to the area around the Old Town Museum to increase the visibility of the downtown district and provide additional areas for new businesses and residences in the greater downtown district.

As part of the overall community engagement process, the planning team engaged in strategic conversations with Prairie Cultural Revitalization, an association comprised of downtown business and property owners working to bring improvements to the downtown district. Their expertise, dedication to Downtown, and commitment to shepherding Burlington’s downtown businesses toward success proved crucial to the creation of the strategies and action items outlined in this plan. The plan has multiple components to be achieved over the next 20 years, outlined as follows:

## **CREATION OF A LARGER DOWNTOWN DISTRICT**

One of the most important recommendations involves creating a larger downtown district, extending the footprint of Downtown with consistent improvements of streetscape design and a “Main Street feel” from Rose Avenue south to the Old Town Museum. Creation of this larger downtown district would significantly increase the visibility of the area, helping to incentivize new business and residential growth.

Two downtown framework diagrams showcase the vision for expansion of Downtown Burlington. The diagrams highlight suggested improvements including bike lanes, sidewalks, walking paths, trees, planters, and streetscape features. The first, titled “Creation of a Larger Downtown”, shows the recommended extension of the downtown district from Rose Avenue south to the Old Town Museum.

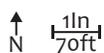
The second, titled “The Heart of Downtown”, highlights the improvements envisioned for the current downtown district.

## Downtown Framework Diagram

City of Burlington Comprehensive Plan



- Bike Lane
- New Sidewalk/ Walking Path
- Improved Sidewalk
- Improved Crosswalk
- Trees/ Planters/ Streetscape Features



Creation of a Larger Downtown District



## Downtown Framework Diagram

City of Burlington Comprehensive Plan

-  Bike Lane
-  New Sidewalk/ Walking Path
-  Improved Sidewalk
-  Improved Crosswalk
-  Trees/ Planters/ Streetscape Features



↑ N  
1in  
70ft

The Heart of Downtown



## STREETSCAPE IMPROVEMENTS

Reflecting the input from the second survey, the potential streetscape design includes an updating or refreshing of the physical condition of the streets and public realm in Downtown Burlington.

As shown in the **Downtown Framework Diagram**, the extension of Downtown character to the south would primarily encompass 14th Street. Within the ‘core’ of Downtown (between Webster Avenue and Lowell Avenue), the streetscape improvements would also include the streets parallel to 14th Street (13th Street and 15th Street) as well as the segments one block to the east and west of 14th Street along the intersecting streets (Webster, Martin, Senter, and Lowell Avenues). The implementation of streetscape improvements would likely be completed in segments as funding becomes available. Chapter 11 discusses the funding and partnership possibilities for the installation of streetscape improvements along Downtown streets.

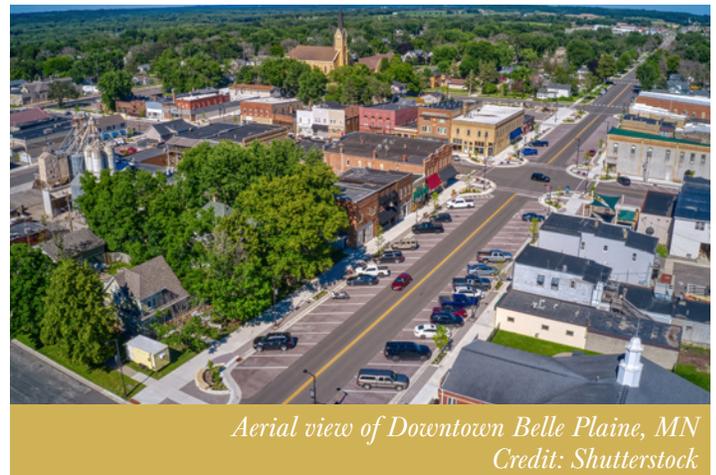
In conjunction with infrastructure upgrades that may be needed (to water and sewer facilities, and drainage improvements in select locations), the City of Burlington can install new sidewalks and features included along with sidewalks. The design of the streets in Downtown Burlington should include the following:

- ★ Shade trees
- ★ Lighting (for both vehicular traffic and for pedestrian safety)
- ★ Decorative lighting across the streets
- ★ Seating areas
- ★ Areas for landscape enhancement
- ★ Public art features, such as sculptures, murals, or lighting
- ★ Additional waste receptacles
- ★ Enhanced crosswalks to enhance safety and improve the appearance of Downtown, including pavers made with brick or another material to distinguish the crosswalk surface from other areas within the roadway

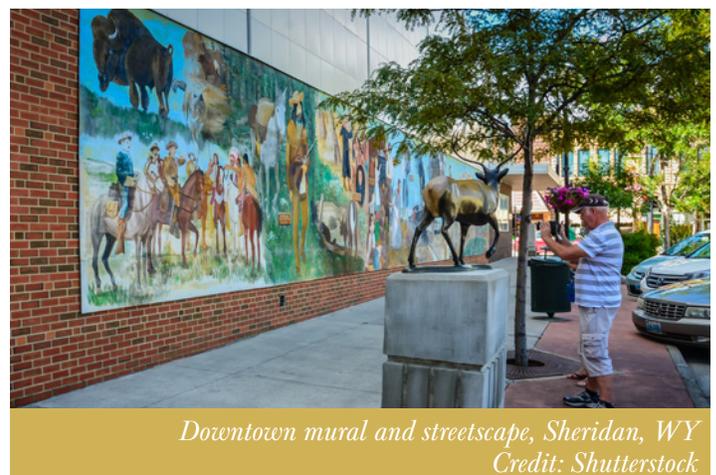
The following images depict examples of streetscape components and streetscape character from similar historic downtowns across the middle of the country.



*Historic lighting, street trees, and landscaping, Bedford, OH  
Credit: Shutterstock*



*Aerial view of Downtown Belle Plaine, MN  
Credit: Shutterstock*



*Downtown mural and streetscape, Sheridan, WY  
Credit: Shutterstock*

# DOWNTOWN BURLINGTON

3

The images that follow show “before and after” perspectives, highlighting what the area could look like, following the completion of recommended streetscape elements. These images reflect the view looking north along 14th Street, from just south of Martin Avenue.



*“Before” view, looking north along 14th Street at Martin Avenue  
Credit: RICK*



*“After” view, looking north along 14th St at Martin Avenue, depicting potential streetscape improvements and creation of a civic plaza  
Credit: RICK*

## CONSTRUCTION OF COMMERCIAL AND MIXED USE BUILDINGS (SOUTH OF LOWELL AVENUE) MATCHING THE CHARACTER OF DOWNTOWN

In addition to the continuation of Downtown-oriented streetscape, the southern extension of Downtown along 14th Street may include the construction of mixed-use or commercial buildings along the street, on vacant or underutilized parcels. If property owners elect, they could convert existing residential properties along 14th Street to mixed use or commercial properties. The extension of Downtown to the south with commercial or mixed use development should resemble the form and character of the traditional Downtown core. Ideally, buildings would include two stories, with active uses on the ground floor and less intense uses, such as apartments or offices, on the upper floors. The architecture and design of buildings along 14th Street to the south should incorporate the architecture of the historic downtown, reflecting the design of small towns on the Great Plains from the 1800s.



*Example of newer mixed-use building, Downtown Emporia, KS  
Credit: RICK*

## CIVIC PLAZA ALONG 14TH STREET

Civic plazas in downtowns around the country have served as catalysts for revitalization by bringing more activity and visitation to downtown districts. As depicted on the Downtown Framework Diagram, a civic plaza along 14th Street could include space for food trucks, a small farmers market, seating areas, picnic tables, and general use space for various community events and activities in Downtown. The district currently lacks a central gathering place from which to conduct community events or get-togethers. The framework diagram depicts a potential civic plaza on a currently vacant lot at the southeast corner of 14th and Martin. This location is not fixed, and the city could create a central civic plaza in various locations around the Downtown district (on vacant or underutilized parcels).

The following illustrates some examples of civic plazas from other Downtowns around Colorado.



*The Exchange, Old Town Fort Collins, CO  
Credit: Shutterstock*



*Civic plaza, Old Town Lafayette, CO  
Credit: RICK*

## IMPROVEMENTS AT THE NORTH END OF DOWNTOWN

### VISUAL BEACON / SYMBOL FOR DOWNTOWN BURLINGTON:

The historic water tower at the north end of Downtown could remain and, following refurbishment, serve as a visual beacon or symbol for Downtown Burlington. Another type of iconic feature, such as a clock tower, could also anchor the north end of Downtown, at the intersection of 14th and Webster.



*Clock tower, Downtown Overland Park, KS  
Credit: Shutterstock*

### CREATION OF ADDITIONAL PARKING:

Creation of a municipal parking lot (including lighting and landscaping for beautification) could provide additional parking capacity for Downtown during peak times, particularly after the creation and activation of a civic plaza or other strategies to increase activity in the district. The area between Webster Avenue and the railroad line, and between 14th and 15th Streets, could serve as a location for additional parking. It could also serve parking needs for Outback Territory Park and the Kit Carson County Fairgrounds, to the west and northwest, respectively.

### CREATION OF A CIVIC SPACE:

Creation of a civic space (on the grassy area on the east side of 14th Street, north of Webster Avenue), could provide a location for small events, receptions, meetings, and more, using the old railroad depot building as the anchor. Upon refurbishment, the depot building could house these functions, thus adding to the historical qualities of Downtown Burlington.

### SIGNAGE AND MONUMENTATION

As reflected on the Downtown Framework Diagram, the intersection of 14th Street and Rose Avenue could include gateway monumentation to highlight the presence of Downtown Burlington to visitors or residents traveling along Rose Avenue. Ideally, this gateway monumentation should be visible from I-70 (to the east) and reflect elements of the heritage of Burlington (including agriculture, the county fair, etc.).

The following example, from Downtown Golden, illustrates how a welcome sign to a downtown can take the form of an arch or overhead structure with very visible lettering. The City of Golden has used this sign to advertise its marketing tag line and the sign has increased the visibility of Downtown Golden across the Front Range region.



*Welcome Arch, Downtown Golden, CO  
Credit: Shutterstock*

## BIKE LANES CONNECTING DOWNTOWN TO OTHER PARTS OF BURLINGTON

Connectivity to Downtown is essential for its continued success. As such, the framework for Downtown Burlington highlights the installation of biking and walking lanes to provide safe and attractive routes for bicyclists and people walking (including families pushing strollers). The intent behind the creation of these facilities is to provide enhanced safety for people walking and biking and to provide direct connections for these modes of travel from surrounding neighborhoods to Downtown Burlington. In addition to the bike lanes, the design of streetscape in Downtown should include bike parking facilities to help encourage bicycle riding around the community. The design would encourage bike movement to follow the bike lanes, but bicycles would continue to be allowed on other streets. The design of sidewalks, which are primarily geared to walking, should prohibit the riding of bicycles on sidewalks in Downtown Burlington to provide for pedestrian safety.

As described in greater detail in the Transportation chapter of the **Comprehensive Plan**, the Downtown Framework shows two routes for bike lanes connecting through the downtown district. A north-south bike lane would run down 15th Street from the north, past the fairgrounds and Outback Territory Park, and follow 15th Street along the western edge of Downtown to Lowell Avenue. This route would follow Lowell Avenue from 15th to 14th Street and then continue along 14th Street south to Old Town Museum. At the museum, this bike lane route would connect with the east-west bike trail that would run from Parmer Park to the museum, along the north side of the I-70 frontage. An east-west route would run along the north side of Senter Avenue through the entire downtown, connecting from the western edge of Burlington to the eastern edge of town, near Old US-24.

As outlined in the Transportation chapter, these bike lanes would include a curb or hump separating the two bike lanes (one in each direction) from parking and travel lanes along each street. The width of Senter Avenue is significant and would easily accommodate this bike lane design without materially changing the layout of travel

lanes and parking through the city. The widths of 15th Street and 14th Street (for the north-south bike lane route) are narrower, and installing bike lanes on these streets may result in the narrowing of travel lanes and adjustments to parking.

## HISTORIC PRESERVATION

Downtown Burlington contains several of the oldest commercial buildings in Burlington, including several storefronts on 14th Street and the Burlington State Armory. The old water tower facility and the railroad depot, both prominent features at the north end of Downtown, also have historic value. As Downtown Burlington moves forward with revitalization, the Prairie Cultural Revitalization group, the City of Burlington, property owners, and other partners will continue to honor and preserve the history of the district. The goals and actions included at the end of this chapter provide specific guidance for how Downtown Burlington and community partners will encourage historic preservation and leverage historic preservation to promote the district.

## EVENTS AND TOURISM

The improvements outlined for Downtown Burlington, including a new civic plaza, enhanced streetscape, and other features, will enhance the appeal of Downtown for hosting a variety of events and activities. Downtown will be positioned to add more community events to increase the vitality of the district. Potential events may include:

- ★ A farmers market
- ★ Food truck events
- ★ Arts events
- ★ Bands and other performers
- ★ Festivals (particularly in the fall and spring)
- ★ Holiday events

Downtown Burlington has a classic Main Street vibe and adding events would increase its appeal as a tourist attraction in the community.

## ENHANCED TRANSPORTATION FOR VISITORS

Providing enhanced transportation options for visitors and residents alike can significantly increase the ease of which people access businesses in Burlington and simultaneously increase the time and money spent as well. One example of this is the creation of a trolley or shuttle service that could be added to transport people from various pickup locations, with stops to various parts of the city, including Downtown. Many visitors stay at the hotels in Burlington and do not venture very far from their accommodation. Other visitors may visit other parts of Burlington but find their ability to enjoy activities limited, particularly if they are attending a restaurant or festival and want to partake in consumption of alcoholic beverages. Making transportation options easily available and visible can help catalyze the revitalization of Downtown Burlington.

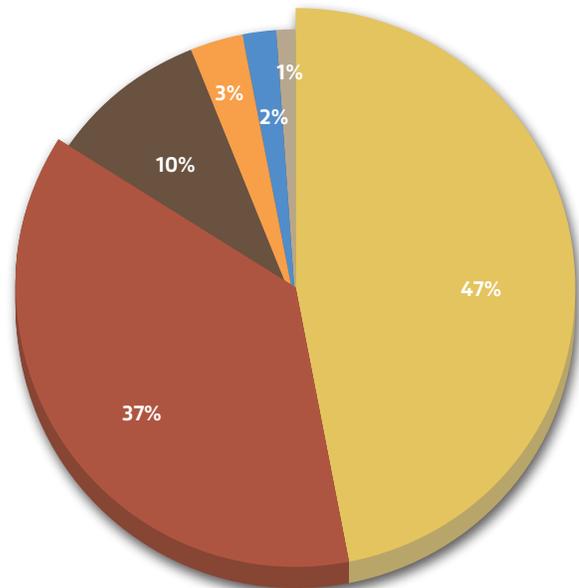


*Tourist Trolley, Sedona, AZ  
Credit: Shutterstock*

## COMMUNITY SUPPORT FOR DOWNTOWN BURLINGTON STRATEGY

The final survey presented the components of the Downtown Burlington draft strategy to the community to determine the overall level of support for the ideas outlined in this chapter. A resounding 84% of respondents to the third and final survey indicated that they “strongly support” or “support” the draft plan for Downtown.

### Third Survey, Question 2: How would you rate this draft plan for Downtown Burlington?



## DOWNTOWN BURLINGTON – GOALS AND ACTION ITEMS

The following specific goals and actions items will help achieve the desired vision for Downtown Burlington. The Implementation chapter articulates the anticipated timeframes for completion of each action item, the level of prioritization for each action item, the entities involved in achieving each action item, and potential funding sources.

### **DT Goal 1 - Improve the public realm and gathering places in Downtown Burlington**

**DT Action 1** - Complete detailed designs and complete construction of streetscape improvements to 14th Street, from Webster Avenue to Lowell Avenue and for the cross streets (Webster, Martin, Senter, and Lowell) from 13th Street to 15th Street.

**DT Action 2** - Complete detailed designs and complete construction of streetscape improvements along 14th Street, from Lowell Avenue south to Old Town Museum.

**DT Action 3** - Complete detailed designs and complete construction of streetscape improvements along the parallel streets in the existing core of Downtown (13th Street and 15th Street).

**DT Action 4** - Explore the feasibility of a civic plaza in the Downtown district, to be used for community events, outdoor seating, and an area for congregating.

**DT Action 5** - Explore the feasibility of new amenities and facilities at the north end of Downtown (refurbish the historic water tower; restore the railroad depot; create a municipal parking lot; and create a new outdoor public space).

**DT Action 6** - Identify a location to construct a clock tower or other iconic symbol in the core of Downtown Burlington.

### **DT Goal 2: Improve public infrastructure serving the Downtown district**

**DT Action 7** - Construct the north-south bike lane route through the Downtown district (ties with Transportation – Chapter 8).

**DT Action 8** - Construct the east-west bike lane route through the Downtown district, as described in this chapter, along Senter Avenue.

### **DT Goal 3 - Increase the visibility of and tourism to Downtown Burlington**

**DT Action 9** - Install gateway monumentation for Downtown Burlington around the intersection of 14th and Rose Avenue.

**DT Action 10** - Explore opportunities to install improved wayfinding signage on the main routes entering Burlington to direct drivers to Downtown.

**DT Action 11** - Explore the feasibility of a shuttle or trolley service to provide rides to Downtown during peak periods.

**DT Action 12** - Develop additional, new community events for Downtown Burlington (to be held annually).

**DT Action 13** - Integrate marketing for Downtown in Burlington’s overall marketing efforts for tourism across the region and online.

**DT Goal 4 - Preserve and enhance the historic character and economic vitality of the Downtown district**

**DT Action 14** - Establish the Downtown district as an official historic district at the state and / or federal levels.

**DT Action 15** - Develop a façade improvement incentive program (tax breaks or grants) to encourage property owners to rehabilitate existing building facades, as needed.

**DT Action 16** - Implement mixed-use zoning throughout the Downtown district, including the extension south to Old Town Museum, to encourage the development of projects in keeping with a traditional Downtown orientation.

**DT Action 17** - Develop a recruitment program to encourage small businesses or niche businesses to open in Downtown Burlington.



**FUTURE LAND USES AND  
COMMUNITY CHARACTER**

# FUTURE LAND USES AND COMMUNITY CHARACTER

## 4



*Existing amphitheater structure in Parmer Park, October 2023  
Credit: RICK*

The **Burlington Comprehensive Plan**, through the **Future Land Use Plan** presented in this chapter and associated guiding principles for community character, helps shape the development and use of lands and properties within the city limits. The **Three Mile Plan**, required by state statutes, provides the land use guidance of the City of Burlington for areas within three miles of the city limits, currently located within unincorporated Kit Carson County. The **Future Land Use Plan** and the **Three Mile Plan** provide guidance for the use of properties, but do not serve as legal requirements for the use of land. The underlying zoning classification of properties (current zoning, and future zoning based upon rezoning) legally governs the use of land. The Burlington City Council evaluates project proposals, site plans, rezoning requests, and other land use-related actions within the city limits.

The degree to which a project's proposed land use and development aligns with the **Future Land Use Plan** and **Three Mile Plan** represents one of the criteria the City Council uses to approve or deny project requests. The **Future Land Use Plan** does not require any property owner to develop or redevelop their property. Instead, the plan provides the guidance and vision of the City of Burlington concerning the desired land uses for different areas within and near the city limits of Burlington.

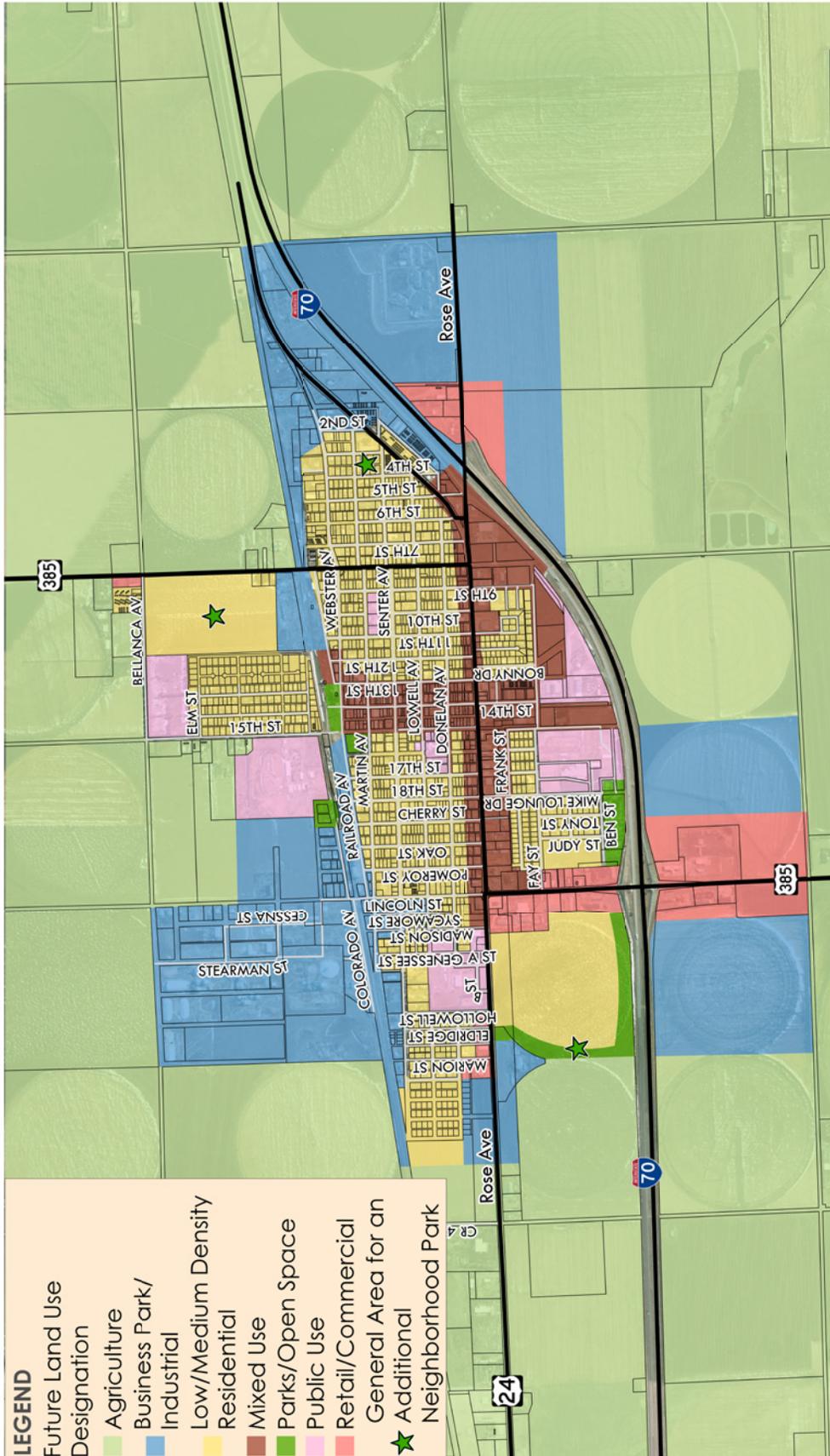
The **Future Land Use Plan** and the **Three Mile Plan** presented in this chapter have a 20-year planning horizon of 2045. Input from the Burlington community, the Steering Committee, the City Council, and other stakeholders from throughout the **Building Burlington** community engagement process informed the development of the **Future Land Use Plan** and **Three Mile Plan**. The timing of development or land use changes in the different areas shown on the **Future Land Use Plan** and **Three Mile Plan** will depend on market forces, the desires of property owners, ongoing community and stakeholder input, and decisions made by elected leaders in Burlington. The city should revisit and make amendments to the land use plans on a periodic basis as conditions and preferences change. Maintaining and updating the **Comprehensive Plan** on a regular basis will ensure that the plan remains a strong and viable tool to guide community change, development, and redevelopment.

This chapter provides overall goals and guiding principles for community character, a term depicting how commercial, residential, and other areas of Burlington should look or feel in the future. While this chapter provides a vision for the desired community character, the development standards located within the city’s municipal code legally govern many aspects of project design and implementation, such as parking requirements, lot dimensions and setbacks, and related standards. Thus, the full implementation of the vision for community character outlined in this chapter would require an update to the city’s codes as a follow-up effort to the **Burlington Comprehensive Plan**.

## THE FUTURE LAND USE PLAN, THREE MILE PLAN AND LAND USE CATEGORIES

The following graphics depict the **Future Land Use Plan** for the City of Burlington resulting from the **Building Burlington** effort, along with the **Three Mile Plan** depicting the desired land uses for areas within three miles of the city limits. The Burlington community provided input on the development of the **Future Land Use Plan** during the second and third rounds of community engagement.

# FUTURE LAND USE AND COMMUNITY CHARACTER



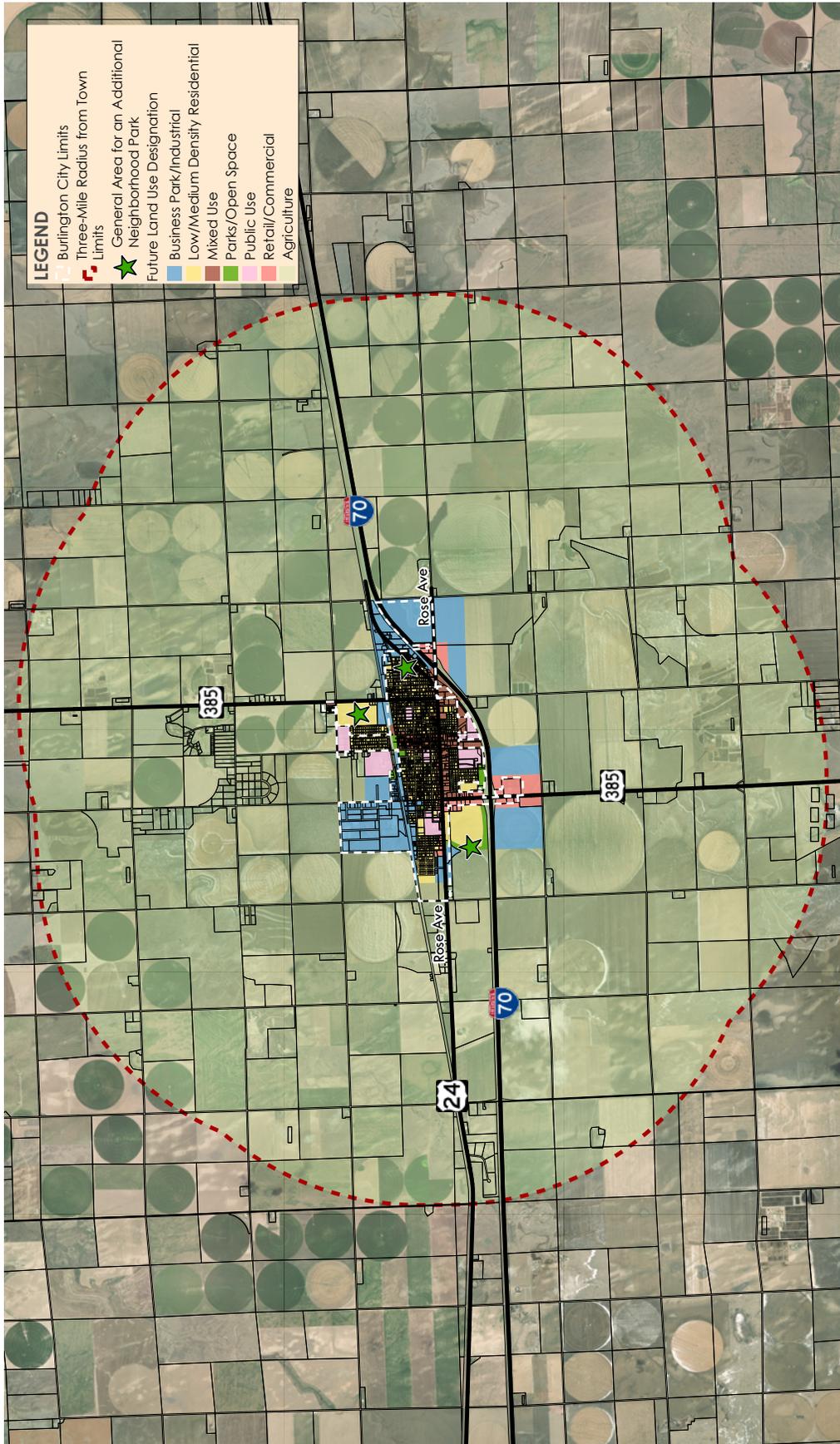
- LEGEND**
- Future Land Use Designation
  - Agriculture
  - Business Park/Industrial
  - Low/Medium Density Residential
  - Mixed Use
  - Parks/Open Space
  - Public Use
  - Retail/Commercial
  - General Area for an Additional Neighborhood Park

**Future Land Use Map - Preferred Version**  
 CITY OF BURLINGTON COMPREHENSIVE PLAN  
 Date Exported: 2/26/2025

**RICK**  
**Burlington**  
 COLORADO

0 0.5 1 Miles  
 North

# FUTURE LAND USE AND COMMUNITY CHARACTER



**LEGEND**

- Burlington City Limits
- Three-Mile Radius from Town Limits
- General Area for an Additional Neighborhood Park
- Future Land Use Designation
- Business Park/Industrial
- Low/Medium Density Residential
- Mixed Use
- Parks/Open Space
- Public Use
- Retail/Commercial
- Agriculture

**Future Three Mile Plan**  
 CITY OF BURLINGTON COMPREHENSIVE PLAN & THREE MILE PLAN  
 Date Exported: 11/27/2024

The following provide descriptions of the land use categories included on both plans.

## AGRICULTURE

**Housing Types Allowed:** Single Family Detached

The **Burlington Comprehensive Plan** assumes that all of the areas surrounding Burlington, within unincorporated Kit Carson County, will be preserved as areas with agricultural operations over the next 20 years, with the exception of selected areas (shown on the map), adjacent to the current city limits, to the east of the fairgrounds, behind Safeway, and on the south side of I-70, at the two Burlington interchanges. To prevent haphazard development on the outskirts of Burlington and beyond, the **Future Land Use Plan** and **Three Mile Plan** assume that areas with the Agriculture land use designation could not be subdivided into parcels smaller than 20 acres. The plans assume that areas shown as Agriculture would continue to operate as agricultural lands and would not be developed into residential developments or commercial uses through 2045. The only tangible difference between the **Future Land Use Plan** and the larger **Three Mile Plan** is that the **Three Mile Plan** includes a larger area of unincorporated Kit Carson County. Again, both plans assume that outlying areas of the unincorporated county will remain as Agriculture. While Kit Carson County has final authority over land uses and zoning in the unincorporated county, the City of Burlington, as an agency that provides comments on project approvals within three miles of its boundaries, will use the **Three Mile Plan** to articulate its viewpoints regarding the desired land uses in areas surrounding the city limits.



*Credit: Shutterstock*



*Credit: RICK*



*Credit: RICK*

## LOW TO MEDIUM DENSITY RESIDENTIAL

**Housing Types:** Single Family Detached, Townhomes and Duplexes, Senior Living

**Allowed Residential Density:** 2 – 20 dwelling units per acre

This land use category includes various housing styles and types of various densities, including traditional single family detached homes along with senior housing units and single family attached units such as townhomes and duplexes. A wide variety of lot sizes, house sizes, and architectural styles may be included within the Low to Medium Density Residential land use category.

This designation on the maps includes the existing residential neighborhoods in Burlington, as well as a few locations that would be well suited for potential development as new neighborhoods, including the area to the west of Safeway and an area along the west side of US 385, to the north of the railroad tracks. In addition to residential uses, areas shown as Low to Medium Density Residential may include various parks and open spaces, faith-based institutions, school properties and facilities, and other community facilities and amenities. This land use classification may include small areas of retail or commercial uses located adjacent to neighborhoods, mainly along the main streets within Burlington.



## MIXED-USE

**Housing Types Allowed:** Townhomes, Rowhomes, Condominiums and Apartments (including Senior Living)

**Non-Residential Uses Allowed:** Commercial, retail, office, entertainment

**Allowed Residential Density:** 12 – 28 dwelling units per acre

The Mixed-Use category provides flexibility for property owners to integrate more than one land use within a particular building or property. Projects may integrate different land uses (including residential and commercial uses) vertically (within the same building). Alternatively, projects may horizontally mix uses by connecting the various land uses through sidewalks, trails, the street network, and other community design strategies. The overall goal of Mixed-Use is to better tie different land uses together. An example of Mixed-Use development is the traditional pattern of buildings along Main Streets in America, where retail or commercial uses are located on the first floor and less active uses, including residential units or offices, are located on second or third floors.

As shown on the **Future Land Use Plan**, the precedent images of Mixed-Use development (below) and the images (before and after) of Rose Avenue, the Mixed-Use category may include areas along Rose Avenue in Burlington, as well as areas in Downtown, along 14th Street, and areas around the Burlington Community & Education Center and the I-70 interchange at Rose Avenue. The Mixed-Use form of development along Rose Avenue would emphasize the re-use of vacant properties, or locations where property owners choose to redevelop, along and close to Rose Avenue. As discussed further in the following pages, Mixed-Use development along Rose Avenue would emphasize having future buildings located closer to the street, as well as the installation of street trees, landscaping, sidewalks, and other features to make the corridor more attractive for residents and visitors in Burlington.



*Credit: RICK*



*Credit: Shutterstock*



*Credit: RICK*



*Credit: RICK*



*Credit: Shutterstock*



*Credit: RICK*



*“Before” – View looking east along Rose Avenue, just west of 18th Street, in 2024  
Credit: RICK*

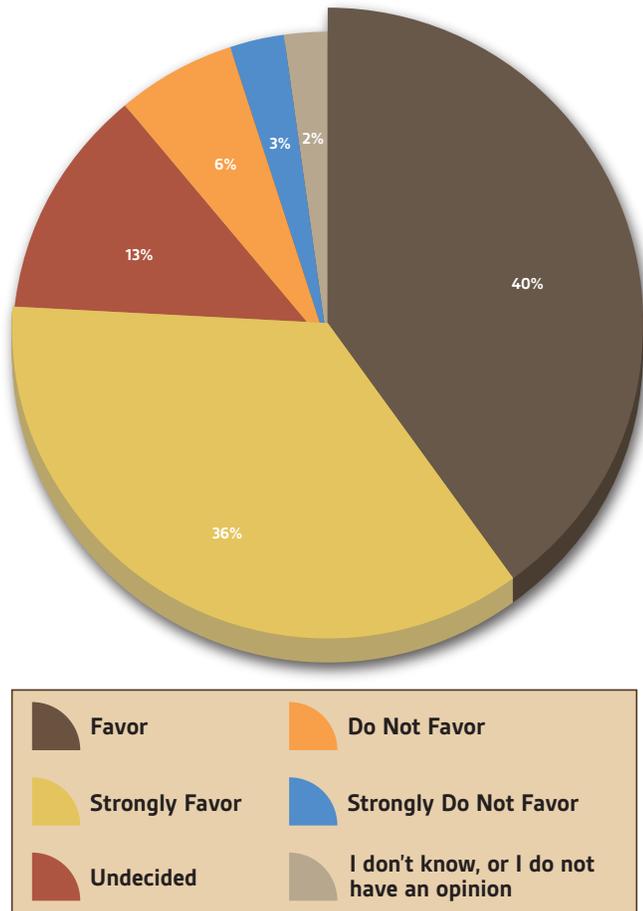


*“After” – View looking east along Rose Avenue, just west of 18th Street, following redevelopment and the completion of streetscape improvements  
Credit: RICK*

The images above depict “before and after” perspectives, looking east along Rose Avenue in front of the old Safeway building on the north side of the street. The perspective shows how this vacant property could redevelop as Mixed-Use. The ground floor of the buildings depicted could include retail, commercial, or more active uses, and the upper floors could include residential units or offices. As discussed in this chapter, improvements to the streetscape along Rose Avenue could help complement redevelopment along the corridor.

The second community survey revealed that the Burlington community generally supported the Mixed-Use development strategy along Rose Avenue. As noted in the following figure, 75% of respondents to the second survey either “strongly favor” or “favor” this strategy. Therefore, the final version of the **Future Land Use Plan** included the Mixed-Use designation along and near Rose Avenue.

**2nd Community Survey, Question 8: I am interested in redeveloping the Rose Avenue corridor as a ‘Mixed-Use’ corridor, including a mixture of businesses, along with space for additional housing units, as illustrated in the images that follow (Please select one)**



## RETAIL / COMMERCIAL

Retail / Commercial areas include a wide range of businesses that provide goods and services. They may include neighborhood-oriented retail centers that include uses geared to daily needs (such as a pharmacy, dry cleaner, bank, or restaurant) as well as grocery stores and larger box stores (such as Family Dollar, Bomgaars, etc.). In Burlington, the Retail / Commercial category includes various existing and potential future highway-oriented commercial areas (including truck stops, gas stations, and related uses) along the Lincoln Street corridor from US 24 to the south, past I-70. It also includes areas for potential expansions of these types of uses, along and to the east of the interchange at I-70 and Rose Avenue (US 24).



*Credit: RICK*



*Credit: RICK*



*Credit: RICK*

## BUSINESS PARK / INDUSTRIAL

The Business Park / Industrial category primarily includes employment-related uses either arranged in formal “Business Park” settings, or in smaller concentrations located in various areas around Burlington. This category includes grain elevators and related agricultural processing operations on the edges of Burlington, as well as smaller areas of business operations along the railroad. These areas tend to have proximity and access to the more significant roads in the area to serve the needs of companies. The **Future Land Use Plan** includes the Business Park / Industrial category on lands to the south of I-70 and US 385, and to the east and south of the Rose Avenue interchange with I-70. These areas to the south of the interstate enjoy good access to I-70 and would provide larger acreages of land that could accommodate a larger facility, such as a manufacturing operation, distribution center, or similar types of developments not currently found in Burlington. The Business Park / Industrial area to the south of the interstate is intended to help the city’s efforts to diversify the local economy and build the commercial tax base, including the attraction of outside companies and investment.



*Credit: Shutterstock*



*Credit: RICK*



*Credit: Shutterstock*

## PARKS AND OPEN SPACE

This category captures the parks and open spaces within and near Burlington including the existing parks (Parmer, Outback Territory, Merchants, and Tower). As shown on the Future Land Use Map, a park or trail corridor could be developed along the edges of a future residential neighborhood, to the west of Safeway on the southwest edge of town.



*Credit: RICK*



*Credit: RICK*



*Credit: RICK*

## PUBLIC USE

This land use category includes publicly owned or institutional properties in Burlington, including the Old Town Museum, the Colorado Welcome Center on I-70, Burlington School District properties, the Kit Carson County offices and adjacent hospital properties, the Kit Carson County Fairgrounds, and the cemetery to the north of the fairgrounds.



*Colorado Welcome Center on I-70  
Credit: RICK*



*Burlington Middle School  
Credit: RICK*



*Kit Carson County Fairgrounds  
Credit: RICK*

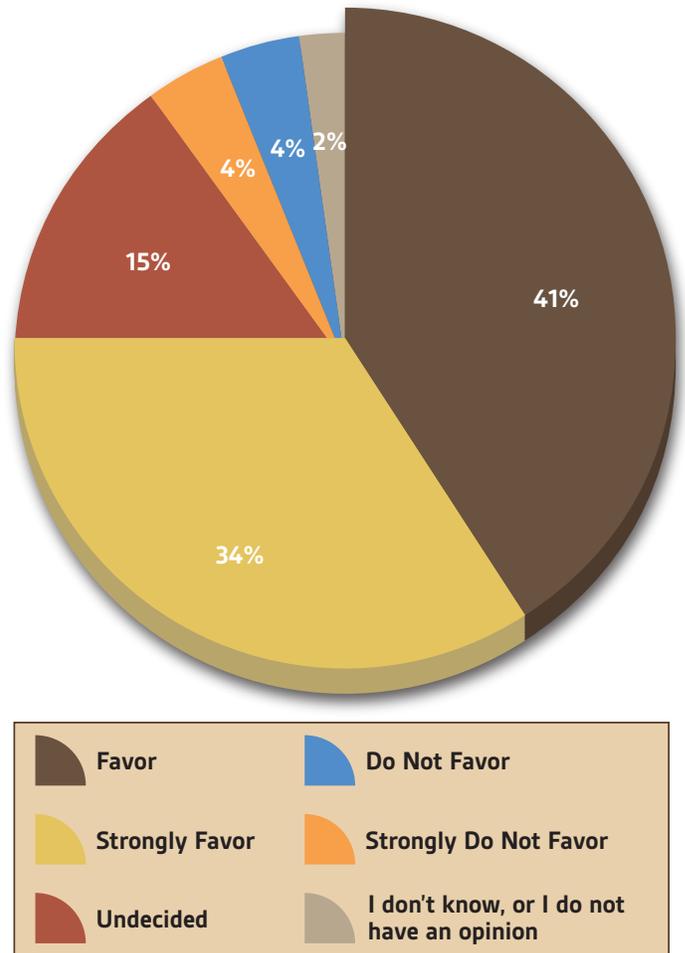
The second round of community engagement provided two options for future land use planning in the Burlington area. Option 1 reflected very little outward residential development, except for the vacant land to the west of Safeway and a vacant field on the west side of US 385, north of the railroad. Option 2 depicted a greater expansion of residential development and new neighborhoods on “greenfield” (undeveloped) properties on the edges of the city, on properties not currently included in the city’s boundaries. This option included additional areas for commercial, retail, or industrial development along and to the south of I-70.

Input from the second community survey and discussions with the Steering Committee and elected leaders revealed much less support for outward expansion of the city, particularly for residential development. The general sentiment of the community is that it should focus on improving or adding to housing and quality of life in existing areas of Burlington as opposed to expanding out into agricultural areas on the edges of town. However, the second community survey did reveal support for the idea of developing a business park along I-70 to enhance Burlington’s economic development.

Based upon this input from the second round of community engagement, the **Future Land Use Plan** retains the focus on Mixed-Use development in areas including the Rose Avenue corridor and Downtown and limits outward future residential development to smaller areas to the north of I-70. The **Burlington Comprehensive Plan** emphasizes that housing development should occur in existing areas within the city limits first, before expanding to any areas outside of Burlington’s current boundaries. Given the interest in developing business park uses along I-70, the **Future Land Use Plan** includes larger areas for business and industrial expansion along and to the south of the interstate, near the two interchanges. The overall theme of the **Future Land Use Plan** emphasizes improving and adding to development within the city’s current boundaries but also provides additional areas for commercial and business expansion to the south of I-70 to build the local economy.

As noted in the figure that follows, 74% of respondents to the third community survey indicated that they either “strongly favor” or “favor” the draft land use plan. Only 8% indicated that they didn’t like the land use plan, with around 15% undecided. Based upon community input during **Building Burlington**, the community provided significant support for the **Future Land Use Plan** to guide development and land use in the Burlington area over the long term.

**3rd Community Survey, Question 3: How would you rate this draft Future Land Use Plan? (Please select one option)**



# FUTURE LAND USE AND COMMUNITY CHARACTER

4

The following table provides the calculations of acreages for each land use category shown on the **Future Land Use Plan**, along with the associated projections for residential population and commercial, Mixed-Use, or industrial space in Burlington. While this data represents a long-term projection of how the community could grow over the next 20 years, the **Future Land Use Plan** does not mandate that development follow the assumptions in this calculation or maximize the number of residential units or commercial space on different pieces of land. However, the data does inform Burlington’s economic development and infrastructure planning strategies, as discussed in subsequent chapters.

Land Use Category	Total Acres	Total Population	Total Square Feet (Retail or Commercial)
Low / Medium Density Residential	641	4,085	N/A
Mixed Use	211	921	3,085,563
Public Use	146	0	N/A
Retail / Commercial	172	0	1,047,678
Business Park / Industrial	972	0	4,445,486
Parks / Public	43	N/A	N/A
Agriculture	4,894	N/A	N/A
<b>TOTALS --&gt;</b>			
	7,079	5,006	8,578,727

**Credit: RICK**

## COMMUNITY CHARACTER PRINCIPLES

The design of features in existing neighborhoods, new neighborhoods, and commercial areas helps the community achieve its desired vision as a high-quality place to live, work, and play. Burlington can help improve the visual and aesthetic character of the community through good planning and design principles and practices. The following highlight the design principles that will guide the character of residential, Mixed-Use, and commercial areas in Burlington. These principles provide the foundation for the city to update its land use codes and associated regulations based upon the guidance of the **Comprehensive Plan**, as a follow up to the **Building Burlington** effort.

- ★ The city will discourage the inclusion of cul-de-sacs or dead-ends within new residential areas and will promote the extension of the existing grid network of streets, to ensure that Burlington remains well connected internally between different parts of town.
- ★ To enhance connectivity between different neighborhoods and commercial areas, new developments and redevelopments of existing properties in Burlington will include sidewalks along streets to provide safe routes for people walking and biking. Properties that develop or redevelop along streets denoted as bike lane routes in Burlington will provide sufficient space for bike lanes along designated routes.
- ★ Mixed-Use developments along Rose Avenue, as well as new developments along Lincoln Street, should coordinate with the city to install plazas and seating areas along these streets, and walking or sidewalk connections to nearby residential areas, to provide for an enhanced sense of place.
- ★ Mixed-Use development along Rose Avenue will integrate with potential streetscape improvements made by the city and/or CDOT along this route, including new lighting, landscaping, signage, seating areas, crosswalks, and other features.
- ★ Mixed-Use developments along Rose Avenue should orient the fronts of buildings to Rose Avenue and include very minimal setbacks from the street, to help provide for a more active public realm along sidewalks on the street and create more of a “Main Street” feel to the corridor.
- ★ Development in Downtown (including the 14th

Street corridor south to Old Town Museum) will prohibit the installation of parking lots in front of buildings and will require buildings to orient to the street, with very minimal setbacks from the street, to further enhance the quality of the streetscape along Downtown streets.

- ★ New or redeveloped areas should include small plazas or parks, seating areas, and connections (by sidewalk or trail) from residences to nearby parks and amenities, to enhance quality of life.
- ★ Developments should include appropriate transitions between land uses (such as between retail and single-family residential areas) and should transition from higher intensity (or higher density) uses along arterial streets or primary streets (such as Rose and Lincoln) to lower intensity uses farther from primary streets.
- ★ Parking areas for commercial and Mixed-Use projects should be located to the rear or to the side of buildings to enhance the appearance of street corridors. Developments should minimize the quantity of parking provided for commercial uses as much as possible to avoid developing larger parking lots that remain vacant frequently and thus detract from the visual quality of local streets and corridors.
- ★ The architecture of commercial areas should avoid the construction of retail buildings identical to other communities in Colorado. The architecture should introduce stone and brick features and variations, where feasible, in building facades to avoid a “cookie cutter” look to commercial buildings.
- ★ Commercial and Mixed-Use developments should plan for shared parking areas between different buildings to reduce the footprint of parking areas in the community and to improve connections between different developments.
- ★ Streets in Burlington (for residential, Mixed-Use, and commercial developments) should include the following features to enhance the aesthetics and comfort of streets for all users (including vehicular traffic, walking, and bicycling).
  - ☆ Improved landscaping and sufficient street trees
  - ☆ Improved street lighting (for vehicular traffic) and lighting along sidewalks and walking areas (for people walking)
  - ☆ Public art installations
  - ☆ Signage, monumentation and improved gateways

- ☆ Installation of public seating areas and related street furnishings
- ☆ Minimizing the width of streets to encourage slower speeds and enhance aesthetic appeal.
- ★ The city should explore the development of a signage and wayfinding program for Burlington to help market the community, welcome visitors to the area, and help guide people to key community destinations. The signage and wayfinding program should include the following:
  - ☆ Development of larger community gateway signage at the major entrances into Burlington from the outside (such as the two interchanges on I-70, or along US 24 and US 385 as they enter Burlington)
  - ☆ Development of a wayfinding program to direct people to the schools, the parks, Downtown, the fairgrounds, and other destinations.
  - ☆ Signage standards for commercial and residential uses.
- ★ The signage and wayfinding program may incorporate a new slogan and tag line for Burlington along with a designed logo to promote Burlington.
  - ☆ The city can work with residents to identify historic properties and, if desired by property owners, assist with the process of obtaining historic designations at the state or federal levels. These types of historic designations help property owners obtain grants for rehabilitation or preservation of historic structures.

## GOALS, POLICIES, AND ACTIONS:

Goals and actions provide the direction to implement this portion of the **Burlington Comprehensive Plan**. The following goals and actions are not listed in order of priority but are intended to cover a variety of land use and community character-related topics (abbreviated by “LUC” below, and in Chapter 11 – Implementation).

### **LUC Goal 1 – Implement the overall framework outlined in the Future Land Use Plan**

**LUC Action 1** – Adopt an Intergovernmental Agreement (IGA) with Kit Carson County concerning the plan for future land uses within three miles of the city limits.

**LUC Action 2** – Evaluate future rezoning and site plan applications for alignment with the **Future Land Use Plan** and the **Three Mile Plan**.

**LUC Action 3** – Update the zoning map and zoning classifications to be in alignment with the **Future Land Use Plan**, following completion of a Land Use Code update.

**LUC Action 4** – The City Council will update or reaffirm the **Future Land Use Plan** and the **Three Mile Plan** on an annual basis, to ensure that the plans remain relevant and useful in reflecting community sentiment and market conditions in the local area.

### **LUC Goal 2 – Implement the community design and character principles outlined in the Comprehensive Plan**

**LUC Action 5** – Complete an update to the city’s Land Use Code, based upon the principles provided in this section.

**LUC Action 6** – Complete or update design guidelines for the Rose Avenue corridor, building upon the guidance in the **Comprehensive Plan**.

**LUC Action 7** – Complete or update design guidelines for Downtown Burlington, building upon the guidance in the **Comprehensive Plan**.

**LUC Action 8** – Develop and implement a signage and wayfinding program for Burlington (to include community entries and a wayfinding system).

**LUC Action 9** – Complete a historic properties and resources survey, to officially identify historic properties and resources in Burlington.



PARKS AND  
RECREATION

# PARKS AND RECREATION

## 5



*Existing playground facility in Parmer Park, October 2023  
Credit: RICK*

The **Building Burlington** planning process encompassed both the city's **Comprehensive Plan** and the **Parks and Recreation Plan**. This chapter provides a high-level overview of recommendations and improvements for parks, recreation facilities, and programming in Burlington.

The **Parks and Recreation Plan** is a separate document that provides greater detail concerning the existing facilities and programs available in Burlington and the community-driven desired improvements for high quality parks and recreation for residents.



*Wooden playground at Outback Park  
Credit: RICK*

## BURLINGTON'S MISSION FOR PARKS AND RECREATION:

Based upon input through the **Building Burlington** community engagement process, the following serves as the mission statement for Burlington's parks and recreation programs for the next 10 to 20 years:

**The mission of the City of Burlington and its various partners is to collaboratively provide high quality and appealing parks and recreational facilities, programs, and related amenities that serve all residents and visitors, of all ages, incomes, backgrounds, and abilities. Burlington works together to creatively provide indoor and outdoor recreational opportunities that exceed those typically provided by small towns of its size. Burlington strives to serve as one of the best examples of parks and recreation facilities and activities across the Great Plains region.**

The City of Burlington currently has limited offerings for indoor recreation. However, the strong relationship with the Burlington School District has proven essential for providing many of the youth sports programs offered indoors, such as youth basketball.

Burlington has made substantial investments in the outdoor swimming pool and Parmer Park over the years. As a result, the pool and Parmer Park offer the highest levels of service and amenities in the community, with fitness areas, event spaces, a themed playground, and splash pads. Outback Territory Park provides a high level of amenities including picnic shelters and a themed playground. However, many of these amenities require repairs or improvements. Merchants Park (the location of Burlington High School baseball games) and Tower Park (by the new water tower west of Lincoln Street) provide moderate and low service levels, respectively, and have limited or aging facilities. While most residential areas in Burlington have relatively good access to nearby parks, areas on the far east, far west, and far north ends of Burlington have less than ideal access to parks. On these edges of the community,

residents must make longer walks than ideal under national standards (which suggest that every resident should live within a 10-minute walk of a park or recreation space). However, community feedback during the planning process consistently indicated that residents believe it is a priority to improve existing parks and amenities versus building new park spaces in town.

Burlington currently offers sports programming, summer day camps for youth, dance classes, general recreation (such as blast ball, flag football, and splash pad activities), special events (Breakfast with Santa, Craft Fair, Gift Gala, and Spring Fling), and practices for swim teams at the outdoor pool. Around two-thirds of programs offered in Burlington are designed for youth, while youth represent only 27% of the city's population. This finding suggests that additional programming and activities for adults of all ages could be added in Burlington.

## TAKEAWAYS FROM COMMUNITY ENGAGEMENT:

The high-level takeaways from the community engagement process pertaining to parks and recreation are as follows:

- ★ The condition and amenities provided for indoor recreation are very important. The community greatly desires adding more indoor recreation amenities and options.
- ★ The Burlington community, and in particular youth, would like to have more indoor places where community members can hang out and spend time. Adding more indoor hang out facilities for youth may help to provide a safe and engaging environment for Burlington's youth.
- ★ The Burlington community would like to have a more diverse range of recreational activities available to community members.
- ★ Survey responses indicated that it is more important to improve or add amenities to existing parks in Burlington versus adding more parks.
- ★ Community input suggests that Burlington should expand and/or enhance the community events offered in the city for residents and visitors.
- ★ In terms of improvements for outdoor parks and recreation facilities, community input prioritized upgrades to the outdoor pool, adding recreational activities in and around Parmer Park, improvements

to Merchants Park, and upgrades and repairs to Outback Territory Park.

- ★ In terms of new or improved recreational programs, community input prioritized community programs (such as bingo, book and gardening clubs, etc.), adult programming, adult fitness classes, aquatics programs, additional sports classes and camps, and youth fitness classes.

## HIGHLIGHTS FROM THE PARKS AND RECREATION PLAN

The **Burlington Parks and Recreation Plan** outlines four strategic initiatives as the primary focus for the next 20 years. These initiatives are:

1. **Maximize the benefits of existing indoor facilities to provide enhanced indoor recreational offerings**
2. **Maximize the benefits of existing outdoor facilities to provide enhanced outdoor recreational offerings**
3. **Maximize and expand existing programming offerings to provide enhanced year-round programming for all ages in the community**
4. **Benchmarking: Keeping current with parks and recreational trends**

The comprehensive community engagement process identified the following actions as a priority for addressing the strategic initiatives:

### Improving Indoor Recreation

The community would like to see the city convert existing indoor space in Burlington into elements of an indoor recreation center. This action could involve converting space within an existing facility in the community to include a variety amenities and programming to serve all ages. In addition, collaborative opportunities could be expanded (such as with the school district, local hotels, and other organizations) to provide additional indoor recreation opportunities (such as indoor pools, workout facilities, etc.).

### Improvements to Parmer Park

As outlined in the following graphic, improvements highlighted in the **Parks and Recreation Plan** for Parmer Park include:

- ★ Construction of an additional playground tailored to young children and toddlers
- ★ Installation of a shade structure over the seating area for the amphitheater
- ★ Installation of a cornhole or horseshoes area
- ★ Construction of an indoor building near the amphitheater that could serve as the base for concessions during events and include space for smaller indoor gatherings at the park
- ★ Installation of a central promenade or walkway, running east-west through the middle of the park
- ★ Upgrades to the outdoor pool
- ★ Refurbishment of the outdoor basketball and tennis courts
- ★ Installation of a disc golf course in or near Parmer Park.

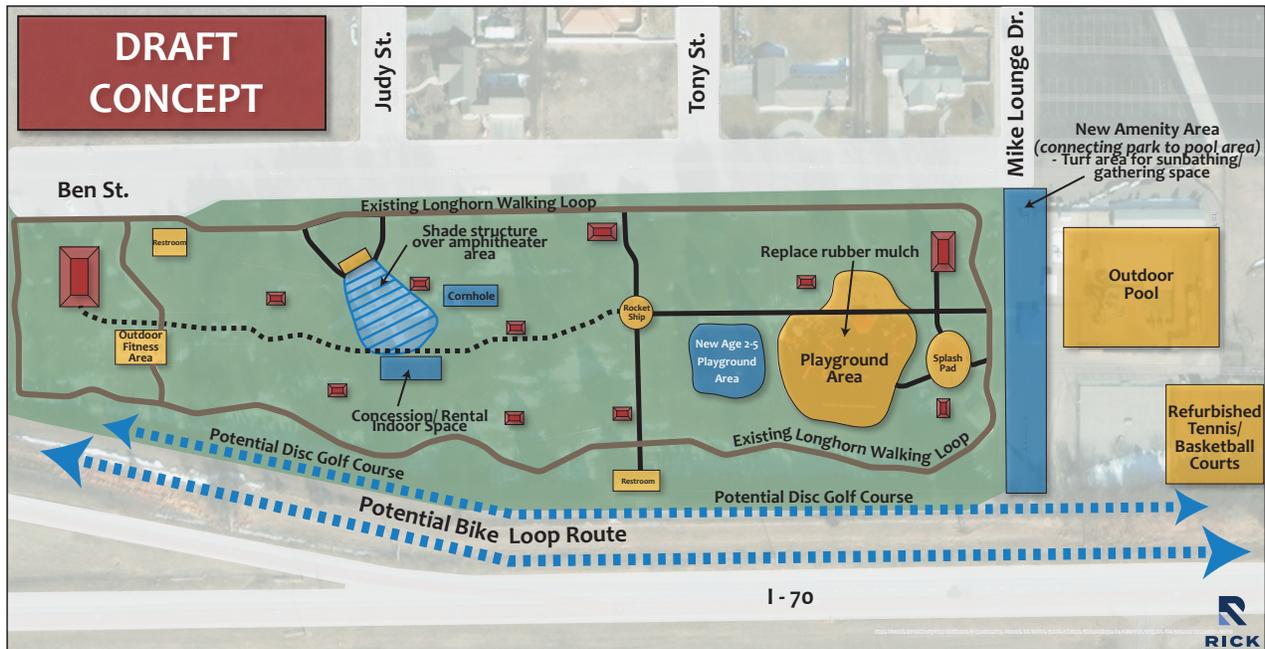
In addition, portions of the large parking lot at Old Town Museum could serve as the location for a putt-putt golf course, and the city could install a bike trail along the north side of I-70, from Parmer Park over to Old Town Museum.

### Improvements to Outback Territory Park

As represented in the graphic that follows, the **Parks and Recreation Plan** highlighted the following as prioritized improvements for Outback Territory Park:

- ★ New and improved sidewalks and walkways around the perimeter of the park and connecting from surrounding streets to the middle of Outback Territory Park.
- ★ Refurbishment of the wooden playground
- ★ Adding smaller picnic shelters around Outback Territory Park
- ★ Refurbishing or repurposing the water feature in the park
- ★ Adding a small community garden, rose garden, and public art around the park.

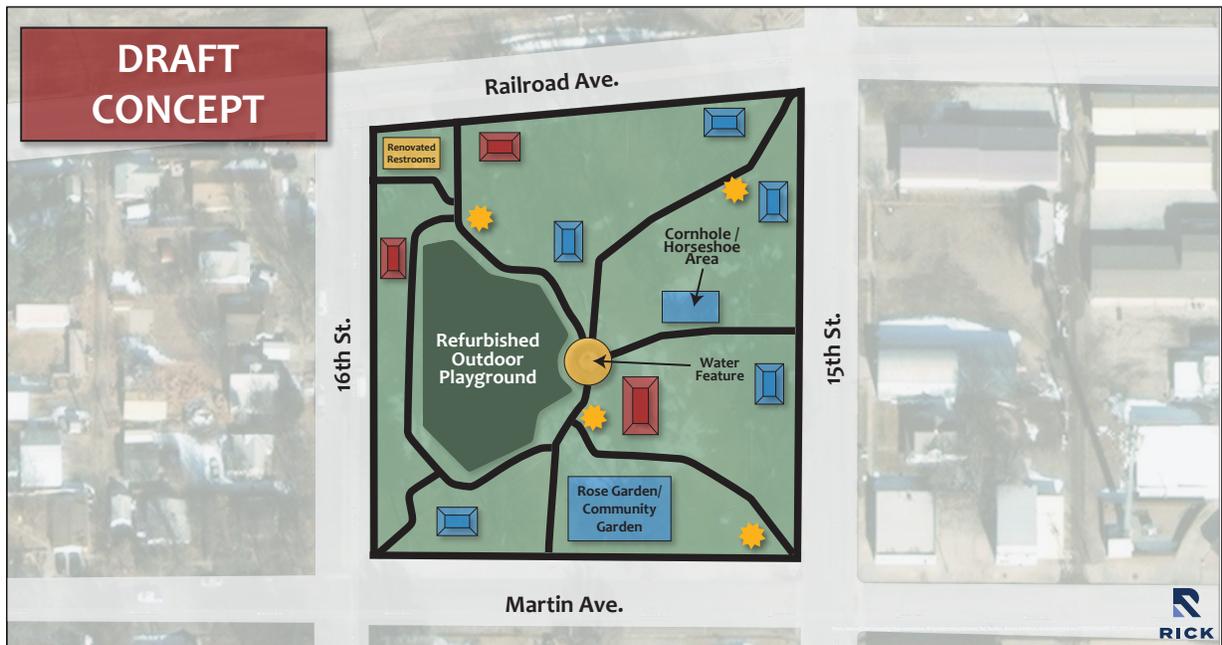
Additional priorities for parks and recreation facilities include upgrades to Merchants Park and completion of bike and walking routes around Burlington (which help enhance local transportation and help promote recreation and fitness).



## Parmer Park Concept

City of Burlington Comprehensive Plan and Parks & Recreation Plan

- Existing Shelter
  - Potential New Features
  - Existing Features
  - New Central Promenade
- ↑ N 1in. = 50ft



## Outback Territory Park Concept

City of Burlington Comprehensive Plan and Parks & Recreation Plan

- Existing Shelter
  - Potential New Features
  - Existing Features
  - Potential New Small Shelters
  - New/ Refurbished Walkways/ Trails
  - Public Art
- ↑ N 1in. = 50ft



## Upgrades to Programming

The following highlights priorities for new or improved recreational programming in Burlington:

- ★ Adult programming offerings
- ★ Additional adult activity groups (such as bingo, game nights, etc.)
- ★ Additional community events, beyond the existing program of events, which orient primarily around the Holidays or the summer.
- ★ Fitness classes

## BENCHMARKING

The **Burlington Parks and Recreation Plan** recommends joining the Colorado Parks and Recreation Association (CPRA); a statewide collaborative effort that will enhance Burlington’s knowledge and access to resources, and current trends and data to assist with providing the best possible parks and recreation services for the residents of Burlington.

## COMMUNITY SUPPORT FOR THE PARKS AND RECREATION PLAN

As noted in Appendix D, large majorities of respondents in the third survey “strongly favored” or “favored” the draft plans for Parmer Park and Outback Territory Park and the strategy for improving indoor recreation in Burlington.

## IMPLEMENTATION

The **Burlington Parks and Recreation Plan** provides a list of specific action items to achieve the desired vision for parks and recreation in the community. The **Parks and Recreation Plan** contains details concerning the anticipated timing and priority for the different action items, likely sources of funding, and related information.



*Wild West Days Summer Camp  
Credit: City of Burlington*



**ECONOMIC  
DEVELOPMENT  
& TOURISM**

# ECONOMIC DEVELOPMENT AND TOURISM

## 6



*View looking west along Rose Avenue, October 2023  
Credit: RICK*

For many decades, Burlington has served as an economic hub for a large portion of the Eastern Plains, with a focus on the agricultural economy. The city provides goods and services for large scale farming operations along the eastern edge of Colorado and adjacent areas of northwest Kansas and boasts a major implement dealer on Lincoln Street, a grain elevator, and various ag-related businesses and operations. However, the depletion of the Ogallala Aquifer and state mandates to significantly reduce agricultural irrigation in Kit Carson and surrounding counties threaten to shrink the overall production of the local ag economy. In addition, advances in automation and the consolidation of farms under the ownership of larger farming conglomerates and operations are reducing the need for farm labor and other inputs. Thus, looking out a few decades, Burlington must diversify its local economy to prevent a contraction resulting from these changes in local and regional agriculture.

The construction of I-70 across eastern Colorado in the 1960s increased cross-country travel passing through Burlington and stimulated the local hospitality industry, including various motels, restaurants, service stations, and related uses. This portion of Burlington's economic base will remain in place and the community looks to maximize the tourism impacts of I-70 traffic as it competes with other communities with concentrations of services in the immediate region (including Limon, Goodland, and Colby).

Based upon community input and discussions with city officials and stakeholders, Burlington's economic development and tourism strategy centers around the following themes:

## ENHANCING QUALITY OF LIFE TO INCREASE MARKETABILITY TO EMPLOYERS AND COMPANIES

Beyond the costs associated with facilities, taxes, and labor, companies considering a community for potential expansions or investments increasingly consider quality of life factors for their employees and management. Given the significant costs and limited supply of housing and child care in many parts of the country, more companies are examining local housing markets and the infrastructure in place to service families when making site selection decisions. Communities that can demonstrate the ability to add necessary housing to serve companies considering new investment typically rank higher in these economic development decisions.

When the Kit Carson County Corrections Center operated in Burlington demand for housing outstripped supply in the community and significant shares of workers commuted to Burlington from outlying towns due to housing issues. A company expanding into Burlington and adding a few hundred additional employees would create similar housing shocks in the community today. Pursuing strategies to proactively provide employee housing and attainable housing for the full range of household incomes would significantly enhance the economic development message

from Burlington to outside investors. Burlington could, for example, demonstrate that it had a certain number of employee housing units in the pipeline, or ready for construction, as an incentive to entice a new company or employer to locate in the community.

The significant cost of child care across the country and in Colorado creates financial stress for working families. Having a strategy or plan to increase child care options in Burlington would enhance the attractiveness of the community to prospective employees. The **Burlington Comprehensive Plan** identifies the pursuit of additional and more affordable child care options in the community as an important part of the city’s economic development strategy. Question 11 from the second community survey gathered input on a series of strategies to improve the child care situation in Burlington. As outlined in the table below, 58% of respondents favored having the city help develop a child care facility on city-owned property. Notable percentages of respondents also favored providing tax incentives for the construction of a new child care facility and creating a tourism tax that helps fund economic development efforts in Burlington, including improving child care.

<b>Second Survey, Question 11 - Which approaches would you favor to increase the quantity of child care in Burlington? (Please choose all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
Have the city help develop a child care facility on city-owned property	495	58.4%
Provide tax incentives for the construction of a child care facility	277	32.7%
Create a tourism tax that helps fund economic development for Burlington, including child care	261	30.8%
Other (please specify)	41	4.8%

## ENHANCING SKILLS AND TRAINING

The presence of a workforce with the necessary skills and training increases the marketability of communities to attract new employers or investment. While Morgan Community College offers courses for college credit, it largely acts as a feeder program to the college's larger campus in Morgan County, and to various four-year higher education institutions across Colorado. The community college does not offer any skills training programs (such as HVAC, plumbing, auto technology, computer science, and other 'trades' programs). In contrast, Fort Hays Tech in Goodland offers a wide range of trades and technical training programs. Colby Community College offers a range of technical training programs in addition to traditional college academic courses. Morgan Community College or another provider could expand technical training opportunities in Burlington and as a result, the quantity of employable workers in the community could increase. The appeal of Burlington to outside companies would also increase.

## ENHANCE BURLINGTON'S APPEAL FOR LOCAL, REGIONAL, AND NATIONAL TOURISM

Burlington already attracts significant visitation from surrounding communities for events including Celebration of Summer, the Kit Carson County Fair, Holiday Wonderlights, Breakfast with Santa, and the Burlington Craft Fair. Old Town Museum attracts visitors from Colorado and nationally, given its visibility from I-70.

More than four million vehicular trips take place annually on I-70 as it passes through Burlington. Therefore, Burlington has a significant opportunity to capitalize on increased spending from those traveling on the interstate. Tourism goes beyond festivals, museums, and other areas traditionally associated with the term. Tourism represents outside spending in Burlington by anyone who does not live in the community, including residents from surrounding communities in Colorado and Kansas, and comprises eating and drinking, hotel stays, and spending at local community businesses and events. The main objectives and strategies for tourism resulting from the comprehensive planning effort include the following:

- ★ Increase the diversity and number of events in Burlington throughout the year, with associated marketing targeting travelers on the interstate.
- ★ Promote Downtown Burlington as an authentic, small town draw for tourism from outside the community.
- ★ Introduce murals and additional public art as attractions to generate increased tourism interest in Burlington.
- ★ Enhance the quality of signage and wayfinding to direct visitors to Downtown Burlington, Old Town Museum, and other destinations in the community.



*Old Town Museum  
Credit: RICK*

## LEVERAGE INTERSTATE 70 TO DIVERSIFY THE LOCAL ECONOMY

While tourists represent a significant portion of the four million vehicular trips on I-70 that pass Burlington annually, commercial trucking accounts for a notable portion of traffic on the interstate as well. Burlington enjoys a direct connection via I-70 to the Denver metro area within a two-hour drive, and within three hours to the Colorado Springs region via I-70 and US-24. The interstate also provides national connections to other Western states and to the adjacent Midwest region.

Although national rail routes do not pass through Burlington with goods and shipments (which would enhance the viability of the community for intermodal connections and distribution) I-70's direct access to the Front Range urban corridor makes Burlington marketable for companies seeking access to the entire region stretching from Pueblo to Fort Collins. Burlington could attract new employers or companies seeking access to the Front Range market via I-70 while taking advantage of the lower cost of living in Burlington compared to Colorado's Front Range. Thus, the Future Land Use Plan denotes areas to

the south and east of the two I-70 interchanges for business park or industrial land uses. Burlington should explore the feasibility of developing or designating specific properties as a Business Park to attract new employers or companies. As part of this effort, the city and the Burlington Chamber of Commerce could jointly market the potential business park to end users. The city could also plan for the eventual extension of utilities (water, sewer, etc.) to a business park location to enhance the marketability.

## COMMUNITY SUPPORT FOR ECONOMIC DEVELOPMENT INITIATIVES

As outlined in the results from Question 10 in the second community survey, significant numbers of respondents favored each of the economic development ideas presented. The greatest number of respondents favored the expansion of technical skills and training programs in Burlington, followed by the idea of developing a business park and offering employee housing as an incentive to attract new employment to the community.

<b>Second Survey, Question 10 - I am in favor of the following ideas to promote economic development in Burlington (Please choose all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
Expand technical skills and training programs (for example, at Morgan Community College)	407	48.1%
Develop a business park along or close to I-70 to attract larger employers or companies (such as manufacturing plants or operations)	351	41.4%
Offer the development of employee housing as an incentive to attract new employers to Burlington	324	38.3%
Other (please specify)	1	0.1%

## GOALS, POLICIES, AND ACTIONS:

Goals and actions provide the direction to implement the community’s desired direction for economic development and tourism. The following goals and actions are not listed in order of priority but are intended to cover the economic development and tourism topics outlined in this chapter (abbreviated by “EDT” below, and in Chapter 11 – Implementation).

### **EDT Goal 1 – Enhance aspects of Burlington’s quality of life to increase the community’s marketability for economic development**

**EDT Action 1** – Proactively create employee housing developments and present employee housing initiatives as part of proposals or marketing efforts directed to potential investors or companies considering Burlington.

**EDT Action 2** – Develop a community child care center on city property to the east of the Burlington Community & Education Center.

**EDT Action 3** – Explore the use of tax breaks (including sales tax breaks on materials and property tax abatements) for the construction of a child care center in Burlington, by either the public or private sectors.

### **EDT Goal 2 – Implement additional skills and job training programs based in Burlington to support the needs of employers**

**EDT Action 4** – Coordinate with the Burlington School District to add job training and technical training as options within the high school’s curriculum.

**EDT Action 5** – Coordinate with Morgan Community College or another provider to provide additional post-high school training programs oriented to the skilled trades (plumbing, electrical, mechanic, etc.) or to other disciplines, as determined by discussions with potential and desired categories of employers.

### **EDT Goal 3 – Enhance Burlington’s tourism program as part of its overall economic development strategy**

**EDT Action 6** – Add at least one community event per

month in the downtown district to enhance Downtown’s appeal to visitors.

**EDT Action 7** – Add at least one community event in Burlington in the spring and one in the fall intended to attract a larger, regional audience (such as a fall or spring festival).

**EDT Action 8** – Explore the feasibility of a public arts program to install murals and other pieces of public arts around Burlington to increase marketability to visitors.

**EDT Action 9** – Establish a defined group (within the Chamber of Commerce or the city staff) responsible for marketing and publicity of Burlington from a tourism perspective.

**EDT Action 10** – Add content pertaining to Downtown Burlington to existing marketing elements (such as travel brochures, online postings, etc.)

**EDT Action 11** – Develop and implement a community signage and wayfinding program to help guide and attract visitors to various destinations in the community (Downtown, the fairgrounds, etc.)

### **EDT Goal 4 – Develop a business park along I-70 to attract a new employer or company to expand in Burlington**

**EDT Action 12** – Explore opportunities to secure land for a new business park along I-70 (recommend at least 50 acres).

**EDT Action 13** – Proactively approve development plans for the business park and complete plans for needed extensions of public utilities to the potential business park.

**EDT Action 14** – Identify industry clusters or categories that are more likely to locate in Burlington, develop target lists of potential companies, and launch marketing efforts targeting desired companies.

**EDT Action 15** – Explore the creation of a set of economic incentives to offer potential employers and users in the business park.



# HOUSING

# HOUSING

## 7



*Existing residential street in Burlington, March 2025  
Credit: RICK*

The cost and availability of housing has emerged as a major issue across the entire state of Colorado. While the problem is most acute in mountain resort communities, the cost of housing and its impact on family budgets and living situations is impacting small towns on the Eastern Plains as well. The 2021-2026 Comprehensive Economic Development Strategy of the East Central Colorado Council of Governments (encompassing Kit Carson, Cheyenne, Elbert, and Lincoln counties) notes that the lack of available and affordable housing is a significant issue for the region.

As discussed briefly in Chapter 2 and in greater depth in Appendix A, Burlington has a relatively diverse mix of housing unit types (traditional homes versus apartments, duplexes, and other forms of housing) and it has a relatively diverse mixture of household types (families, single people, empty nesters, etc.).

Burlington has added very few new housing units over the last 20 years, and data from the U.S. Census indicates that 14% of housing units in Burlington are vacant. Many of the vacant units are requiring repairs or updating to be available for rent or sale. Many of the neighborhoods in Burlington include homes dating to the early 20th century or earlier. The prices and rental rates for homes in Burlington have increased significantly over the last ten years, in line with statewide and national trends. Overall, while Burlington may technically have enough housing units to satisfy the needs of residents for shelter, the housing stock continues to age and the price and availability of quality units remains a significant challenge. Eighty-six percent of participants in the first survey for the comprehensive planning effort indicated that the cost and availability of housing in Burlington is “very important” or “important” as an issue facing the community.

# HOUSING

7



*Existing mobile home housing units in Burlington, October 2023  
Credit: RICK*



*Existing residential street in Burlington, October 2023  
Credit: RICK*

As outlined in the table that follows, respondents to the second community survey supported a variety of strategies to address issues with housing affordability and availability in Burlington. In general, the results from the second survey revealed greater support for strategies that provide incentives for companies or individuals to construct housing units that are affordable, as opposed to strategies relying on requirements imposed on developments or projects.

<b>Second Survey, Question 9 - Which approaches would you favor to increase the quantity of affordable housing in Burlington? (Please choose all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
Have the city help develop workforce / affordable housing on city-owned properties	385	45.5%
Have the city issue bonds to help pay for some upfront development costs (streets, sewers, etc.) to make it feasible to develop new housing	288	34.0%
Provide tax incentives for the construction of homes on vacant lots	222	26.2%
Pursue the development of workforce housing for teachers or other essential personnel (fire, police, etc.)	222	26.2%
Allow owners of residential properties to add an accessory unit (granny flat, loft, casita, etc.) to provide additional housing options	215	25.4%
Allow modular-constructed housing units in residential zoning districts in Burlington	175	20.7%
Require that redevelopments in “mixed use” areas on the <b>Future Land Use Plan</b> integrate housing units	118	13.9%
Require that new housing developments include a portion of their units as deed-restricted, affordable units	122	14.4%
Decrease the required size of lots in residential areas, to help minimize house prices	96	11.3%
Other (please specify)	48	5.7%

Based upon the results from the first two community surveys and input from the Steering Committee and stakeholders in the Burlington community, this plan highlights the following as elements of the community's housing strategy for the next 10 to 20 years.

#### **PROVIDING GRANTS OR INCENTIVES FOR PROPERTY OWNERS PURSUING THE REHABILITATION OF EXISTING HOMES**

The City of Burlington has a significant number of older homes that may require repairs to remain viable; as such, this strategy would involve providing city-sponsored grants for building materials or supplies. It could also include providing tax breaks (for example, for sales taxes associated with the purchase of renovation materials, or the city's portion of residential property taxes) for property owners completing eligible rehabilitation projects on existing homes in Burlington.

#### **PROVIDING GRANTS OR INCENTIVES FOR PROPERTY OWNERS DEVELOPING HOUSING ON VACANT LOTS**

Community engagement preferred the concept of adding new housing in existing areas of the city, as opposed to focusing on adding new neighborhoods on agricultural lands surrounding the community. This strategy would provide a similar menu of grants or incentives for projects developing new housing units on vacant lots within the city.

#### **DEVELOPING WORKFORCE / AFFORDABLE HOUSING ON CITY-OWNED PROPERTIES (AS OPPORTUNITIES ARISE TO PURCHASE PROPERTY)**

As noted above, the community expressed strong support for city development of housing units on parcels that it owns now, or may own in the future. Burlington could prepare land for development, complete the project approval process, and then sell lots ready for vertical construction to home builders in the area as a measure to develop workforce / affordable housing.

#### **UPDATING THE CITY'S CODES TO GUIDE WHERE AND HOW ACCESSORY DWELLING UNITS WILL BE ALLOWED**

Communities across Colorado have begun to allow accessory dwelling units (sometimes referred to as "granny flats") on the same lot as an existing residential unit. This change is designed to increase the number of housing units available for use and to provide more housing options for residents. This strategy would involve the city updating its development codes to define where, and how, accessory dwelling units may be constructed in Burlington. Clarifying these rules would reduce uncertainty and should encourage more property owners to explore this option.

#### **UPDATING THE CITY'S CODES REGARDING SHORT-TERM RENTALS (STRs)**

Many property owners across Colorado have rented their homes as short-term rentals over the last several years, particularly in resort or mountain communities. This strategy provides additional income to property owners. A negative byproduct of STRs, in some communities, is that having too many STRs limits the pool of available housing for rental or purchase by full-time residents, in turn increasing the cost of housing in a community. This strategy calls for the city to update its development codes to clarify the rules and guidelines for how property owners may, or may not, offer short-term rentals in Burlington.

## DEVELOPING APPRENTICESHIP OR TRAINING PROGRAMS IN BURLINGTON FOR SKILLED TRADES RELATED TO HOME BUILDING

In conjunction with the strategy to increase technical training programs to help attract employers and increase the overall economic development of Burlington, the city could ensure that technical and apprenticeship programs include skills needed in home construction (such as carpentry, plumbing and electrical, etc.). The lack of affordable and skilled labor is one of the factors that has increased the cost of residential construction across the country. Having interns, entry-level students, or employees with honed construction skills could make it easier, faster, and more affordable to develop new housing and complete home rehabilitation projects in the community. Increasing the bandwidth of Burlington from a construction perspective could help the community provide the types of housing needed by different types of households now and in the future.

## PURSUING COLLABORATIONS WITH KIT CARSON COUNTY AND OTHER AGENCIES AND PARTNERS TO DEVELOP OR REHABILITATE HOUSING IN BURLINGTON

Kit Carson County, along with other counties and agencies such as the East Central Council of Local Governments (ECCOG), often partner to pursue solutions for housing at the local level. The City of Burlington should continue to partner with the county and other agencies to share best practices regarding housing policy. Where feasible, the city should partner with the county and other entities to pursue funding for housing-related initiatives. The city could also partner with the county to help develop or rehabilitate housing in the community.

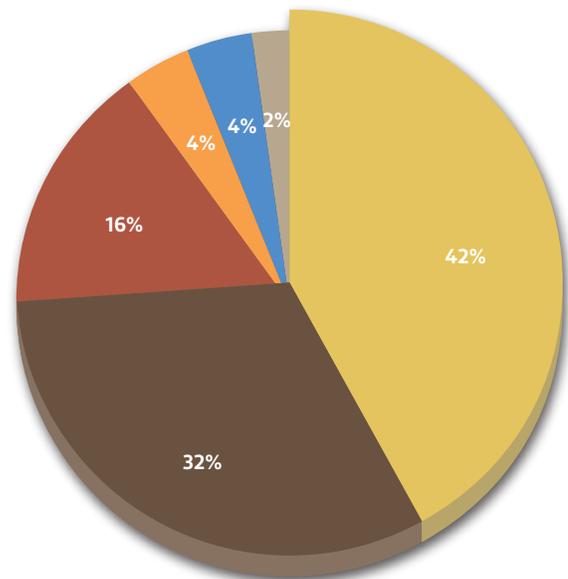
## COMMUNICATING THE HOUSING RESOURCES AVAILABLE TO BURLINGTON RESIDENTS

Housing-related resources, such as loans and grants for housing rehabilitation projects, may be available now and in the future at the local, state, and federal levels. The City of Burlington, along with other agencies and groups in the community, should communicate about the resources available for homeowners and property owners for various housing initiatives.

## COMMUNITY SUPPORT FOR HOUSING STRATEGY

The third and final community survey in the comprehensive planning effort outlined the draft housing strategy. Seventy-four percent of respondents indicated that they favor or strongly favor this housing strategy.

### **Third Community Survey, Question 7: How would you rate this draft housing strategy?**



**GOALS, POLICIES, AND ACTIONS:**

Goals, policies, and actions provide the direction to implement the community's desired direction for housing development and housing policy. The following goals and actions are not listed in order of priority but are intended to cover the housing topics outlined in this chapter (abbreviated by "HS" below, and in Chapter 11 – Implementation).

**HS Goal 1 – Proactively leverage city functions to increase the quantity of workforce or affordable housing in Burlington**

**HS Action 1** – The City of Burlington should explore the purchase of suitable vacant properties that could be developed as new housing. Thus, the city could create a "land bank" over time to increase the potential housing capacity of the community.

**HS Action 2** – The City of Burlington should either sell city-owned vacant lots to home builders or help facilitate the construction of additional housing, when the timing for home construction is appropriate.

**HS Action 3** – The city should complete initial development activities to help facilitate the development of housing on larger city-owned vacant parcels. These activities could include approvals of site plans and zoning adjustments, coordination of extensions of utilities to these properties (if needed), and coordination of street improvements needed for development.

**HS Goal 2 – Adjust regulatory and financial policies of the City of Burlington to encourage housing rehabilitation and new housing construction**

**HS Action 4** – Explore the feasibility of a program of grants, tax, or fee incentives designed to stimulate the rehabilitation or construction of new housing by private property owners in the city.

**HS Action 5** – Update the city's codes to guide where and how accessory dwelling units will be allowed.

**HS Action 6** – Update the city's codes regarding short term rentals (STRs).

**HS Goal 3 – Increase collaboration between the city, county, educational providers, and other agencies and entities to increase the quantity of quality housing in the Burlington community**

**HS Action 7** – Collaborate with educational and training providers to establish apprenticeship or training programs tied to skills needed for residential construction.

**HS Action 8** – Pursue collaborations with Kit Carson County and other agencies and partners to develop or rehabilitate housing in Burlington.

**HS Action 9** – Communicate the housing resources available to Burlington residents.



*Existing residential street in Burlington, March 2025  
Credit: RICK*



TRANSPORTATION

# TRANSPORTATION

## 8



*The Post VFW restaurant in Burlington, October 2023  
Credit: RICK*

Burlington enjoys good highway connections via I-70 to the Front Range to the west and Midwestern states just to the east. US-385 operates as a less-traveled highway but provides north-south connections to Wray to the north and Lamar to the south. Traffic congestion is generally not an issue in the Burlington area. Major streets such as Lincoln Street and Rose Avenue and streets located near the schools experience increased traffic during morning and afternoon peak times but generally carry relatively light traffic volumes. Burlington has a uniform grid network of local streets that allows for easy access from anywhere in Burlington to other parts of town.

As noted in the table that follows, the leading transportation concern mentioned by community members was the condition of local streets and sidewalks. Burlington residents want the city to fix potholes, repave damaged streets and sidewalks, and repair curbs where needed. The City of Burlington maintains a fund in its budget to complete needed repairs and upgrades to the local streets. However, because the cost of fully repaving and repairing local streets has reached an average of \$1 million per mile, the repairs to all streets in the city could take two to three decades to complete (assuming current funding levels). The **Comprehensive Plan** assumes that the city will continue to make the repairs and upgrades to local streets a priority on an annual basis, using its maintenance funds. In addition, the city will continue to collect pavement and sidewalk condition data to guide the annual street improvement plan to ensure that improvements made in each year target the streets most in need of repairs.

# TRANSPORTATION

Growing the local tax base (through new employers or new companies beginning operations in Burlington) could provide additional funds for a variety of city priorities, including street upgrades. Thus, pursuing the economic development objectives outlined in Chapter 6 could enhance the capacities of the city to complete various transportation improvements.

Respondents to the first community survey also prioritized improving the Lincoln Street and Rose Avenue corridors and improving safety for people walking and biking.

<b>First Survey, Question 9 - Which of the following are the top priorities for transportation planning in Burlington? (Rank each option from “very important” to “very unimportant”)</b>	<b>Very Important</b>	<b>Somewhat Important</b>	<b>Neutral</b>	<b>Somewhat Unimportant</b>	<b>Very Unimportant</b>
Developing improved trails or sidewalks to connect different neighborhoods and parts of Burlington	34.5%	26.8%	21.4%	7.0%	10.2%
Improving safety (crosswalks, sidewalks, etc.) for people walking and biking	45.2%	27.1%	17.0%	5.1%	5.7%
Improving access to/from I-70 (including exits and on-ramps at the two interchanges)	35.3%	16.2%	27.9%	10.2%	10.4%
Improving the Lincoln Street corridor (US 385 South)	52.1%	21.2%	17.9%	5.7%	3.1%
Improving the Rose Avenue corridor (US 24)	49.4%	23.8%	18.9%	5.3%	2.6%
Improving the quality / condition of existing streets in Burlington	67.9%	18.4%	9.4%	2.7%	1.5%
Improving transit services for the Burlington area	30.3%	26.2%	30.1%	7.1%	6.4%

# TRANSPORTATION

When municipalities undertake major street repaving and reconstruction efforts, they typically strip the entire roadway base down to the foundational level and in many cases reconstruct street curbs and adjacent sidewalks. This presents an ideal opportunity to simultaneously complete street reconstruction efforts alongside any additional desired elements as part of the improved street or roadway design, such as crosswalks, bike facilities, or improved safety features for people walking and biking.

Question 12 in the second survey asked for feedback as to which types of facilities the community would like to see the city provide for safe and attractive routes for biking in the community.

The community survey results provided clear direction for biking improvements, with multi-use trails (for biking and walking) along the arterial routes in Burlington, separated

from the traffic by landscaping, as the top priority. The survey also highlighted a scenic loop trail, connecting to different destinations in the city, and curb-separated bike lanes, along streets with more traffic, as priorities.

Discussions with middle school students in Burlington during the second round of community engagement indicated a notable desire for safe and accessible biking routes to allow them to travel across town independently. Many participants in the comprehensive community outreach process noted that the city used to have a dedicated, marked bike lane down the middle of Lowell Avenue many years ago, which was widely used and beloved by the community. Given the emphasis in community engagement on the addition of bike lanes in town, the transportation strategy focuses on these elements.

<b>Second Survey, Question 12 - As the city makes repairs and upgrades to local streets, which of the following types of facilities would you like to see in Burlington to provide safe and attractive routes for biking in the community? (Please choose all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
Multi-use trails (for biking and waking) along the arterial routes in Burlington, separated from the traffic by landscaping	419	49.5%
A scenic loop trail, separated from nearby streets, to connect different destinations around Burlington	319	37.7%
Curb-separated bike lanes (along streets that have more traffic), following dedicated routes around Burlington	297	35.1%
“Bike streets” running along dedicated routes in Burlington. Bike streets include dedicated lanes for bike travel as well as the design of streets to minimize the speed of vehicular traffic	184	21.7%
Bike sharrows (pavement markings indicating that bikes and vehicles share the street) along dedicated bike routes in Burlington	135	15.9%
Other (please specify)	41	4.8%

## BIKE / WALKING ROUTES AND STREET DESIGN

As part of street repair and reconstruction efforts, the City of Burlington will install features of a bike and walking route network, as depicted in the following graphic.

Two main routes provide east-west and north-south bike and walking connections across Burlington.

- ★ The main east-west route would follow Senter Avenue essentially from end to end across Burlington. The width of pavement on Senter Avenue is substantial and provides plenty of room for bike and walking lane facilities.
- ★ The main north-south route would follow 15th Street from north of the railroad tracks past the fairgrounds and Outback Territory Park, along the western edge of Downtown, and would shift to 14th Street to continue south from Downtown. This route would connect the north side of town with Downtown and with the community center and Old Town Museum on the south end of Burlington.

The following routes provide additional bike and walking route connections around Burlington.

- ★ A bike / walking lane along Fay Street would connect the area around Safeway (on Lincoln Street) to the high school campus and to the community center.
- ★ A north-south route along 18th Street (Mike Lounge Drive) would connect neighborhoods to the Burlington High School campus and Parmer Park.
- ★ A north-south “spur” of the route following Senter Avenue would link Senter Avenue to the middle school campus.
- ★ A north-south route would follow 10th Street from the elementary school to the food bank located along Rose Avenue.
- ★ A biking and walking trail would connect from Parmer Park to the Old Town Museum, as noted in Chapter 5.

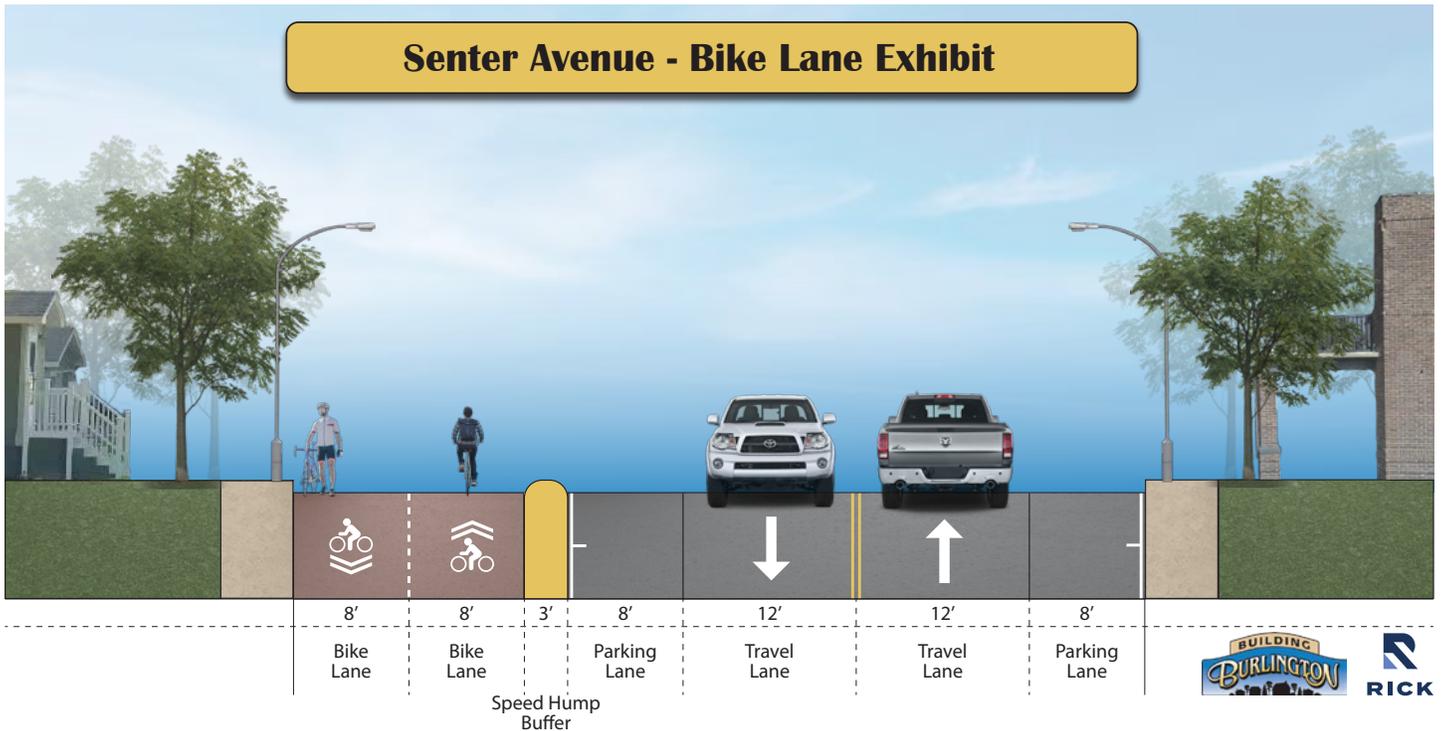


## DESIGN OF BIKING AND WALKING LANES AROUND BURLINGTON

The width of Senter Avenue is very significant and, as noted in the following graphics, provides sufficient space to install a bi-directional bike / walking lane along the north side of the street, while leaving room for parking on both sides of the street and travel lanes in each direction.



**Senter Avenue - Bike Lane Exhibit**



*“Before” photo of Senter Avenue and rendering showing potential street section for Senter Avenue  
Credit: RICK*

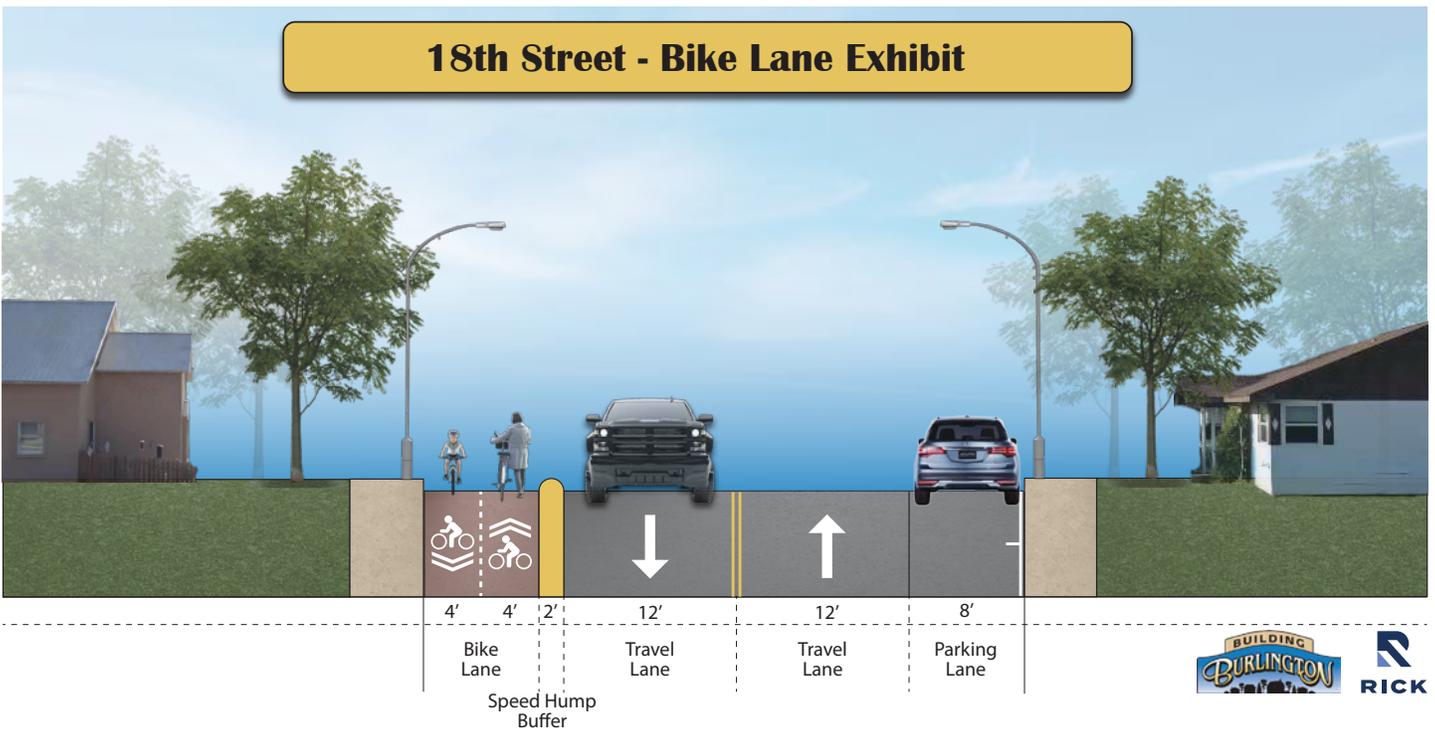
# TRANSPORTATION

The other bike routes or lanes depicted on the map follow streets with narrower widths (measured from one side of the street to the other). In the following example, the width of 18th Street provides sufficient room for a two-direction bike or walking lane, along one side of 18th Street. However, given the narrower width of this street, installing the bike lane could result in the reduction of street parking on one side of the street.

Prior to commencement of any installation of biking and walking routes, the city will complete detailed plans, including costs and measurements, to be presented to the community for final approval. The designs presented in this chapter are conceptual in nature and will require more detailed design prior to implementation.



## 18th Street - Bike Lane Exhibit



*“Before” photo of 18th Street (September 2024) and potential street section for 18th Street  
Credit: RICK*

## STREETSCAPE IMPROVEMENTS AND ADDITIONAL CROSSWALKS

Chapter 3 outlined various streetscape improvements desired for Downtown Burlington. In addition to enhancing the viability of Downtown from a commercial, cultural, and entertainment perspective, the streetscape enhancements would improve the safety and comfort of walking and biking around this part of town. Completion of the streetscape improvements Downtown represents an important aspect of the city’s overall transportation strategy.

Similarly, the reimagining of the Rose Avenue and Lincoln Street corridors to encourage redevelopment into new uses, including mixed-use along Rose Avenue, could include upgrades to the streetscape features along both corridors. Improvements to vehicular and pedestrian lighting, along with streetscape and signage improvements, would enhance safety and comfort for people walking or biking across or along these major corridors.

Burlington’s transportation strategy also includes a focus on enhancing crosswalks on streets around or near schools and similar community destinations. The city will coordinate with CDOT to install any additional crosswalk improvements along 8th Street (US-385 north) and US-24 at the east and west ends of town. Crosswalk enhancements may include new pavement markings, flashing lights, activated crosswalk signals, and related technologies.

## ADDITIONAL TRANSPORTATION IMPROVEMENTS

Drawing from community input throughout the **Building Burlington** effort, the city will also explore the following as potential transportation improvements.

- ★ Formalizing a policy allowing gators, golf carts, and similar, small motorized vehicles on local streets

Four-wheel golf carts, gators, and other small motorized vehicles provide quick and easy to use access for local trips (from house to house and from home to nearby destinations, such as the grocery store). Results from the second community survey revealed support for these alternative forms of transportation and the city will formalize a policy to allow and regulate the safe use of these vehicles on Burlington streets.

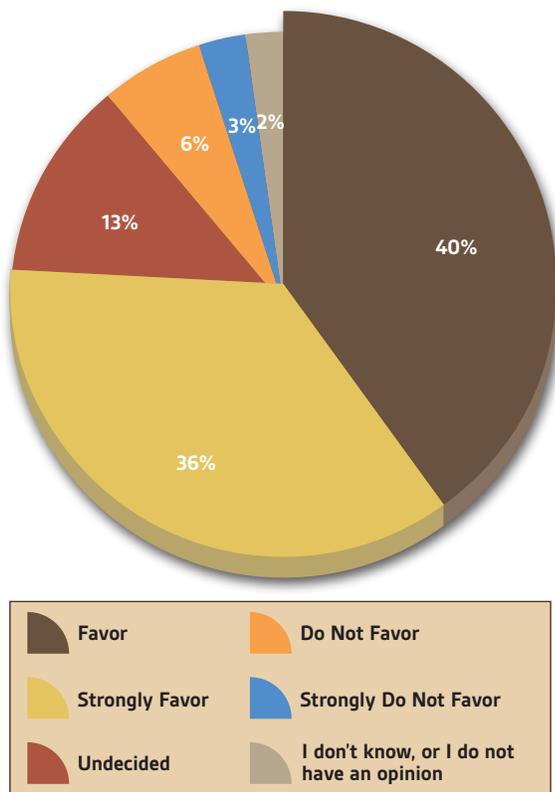
- ★ Introducing shuttles or a trolley from local hotels to Downtown Burlington, restaurants, and other destinations.

As noted in Chapter 3, introducing these types of shuttles, at least during peak times, could bring increased visitation to Downtown Burlington and eateries located around town. The shuttles would provide an alternative way to travel around Burlington without driving a vehicle. In addition, as Downtown continues to hopefully thrive in the future, promoting the use of shuttles to Downtown would reduce the need for additional parking lots in the Downtown.

## COMMUNITY SUPPORT FOR TRANSPORTATION STRATEGY

The third and final community survey for **Building Burlington** outlined the draft transportation strategy (tied to the elements discussed in this chapter). Around 76% of respondents indicated that they favor or strongly favor this housing strategy, and only 9% indicated that they “do not favor” or “strongly do not favor” the draft transportation strategy.

### Third Community Survey, Question 8: How would you rate this draft transportation strategy?



## GOALS, POLICIES, AND ACTIONS:

Goals and actions provide the direction to implement the community’s desired direction for transportation and mobility. The following goals and actions are not listed in order of priority but are intended to cover the transportation topics outlined in this chapter (abbreviated by “TP” below, and in Chapter 11 – Implementation).

### TP Goal 1 – As part of ongoing efforts to repair and renovate city streets, complete the bike and walking route network depicted in the Comprehensive Plan

**TP Action 1** – Complete street designs and construction drawings for improvements to streets outlined on the bike route network map. This action will allow for the designs of bike and walking lanes to be ready to go when funding is available for upgrades of the associated street.

**TP Action 2** – As a near-term and interim improvement, denote the locations of the bike and walking lanes on the designated street routes with street paint, cones, or other temporary solutions.

### TP Goal 2 – Complete additional safety improvements outlined in the transportation strategy

**TP Action 3** – Complete streetscape improvements along the Rose Avenue and Lincoln Street corridors to improve safety and align with the vision for these corridors.

**TP Action 4** – Complete additional crosswalk enhancements in high priority areas around town.

### TP Goal 3 – Complete additional enhancements designed to reduce traditional vehicular traffic

**TP Action 5** – Collaborate with businesses and other partners to introduce shuttles from hotels and other destinations around Burlington to the Downtown area, particularly during nights and weekends.

**TP Action 6** – Update city policies to allow the safe operation of golf carts, gators, and similar alternative vehicles around Burlington.



**INFRASTRUCTURE**

# INFRASTRUCTURE

## 9



*City limit sign on Lincoln Street in Burlington, October 2023  
Credit: RICK*

Having an efficient, high quality, and well-planned infrastructure system to provide the necessary services for residents, visitors, and businesses is crucial for the City of Burlington and is a priority for the community. Over 80% of respondents to the first community survey indicated that the cost and quality of water and sewer infrastructure in Burlington is “very important” or “important”. Over 84% of respondents in the same survey indicated that the cost and quality of other infrastructure (such as electricity and the Internet) is “very important” or “important”.

The rising costs of infrastructure materials and maintenance and the limited supplies of water in eastern Colorado reinforce the need to plan proactively and thoughtfully about infrastructure in Burlington. The State of Colorado is in the process of shutting down a significant number of irrigation wells serving agriculture in Kit Carson County in response to the ongoing depletion of the Ogallala Aquifer, which provides water to communities on the High Plains of eastern Colorado and western Kansas.

The City of Burlington has sufficient infrastructure capacities of wastewater treatment facilities, sewer lines, and water infrastructure to serve existing residents and businesses and accommodate any near-term growth of the community, in terms of residential or commercial development. As a community, Burlington consumes an average of 400 gallons of water per day, per capita, or approximately 1.4 million gallons per day. This metric is very high for a community of this size, although the number of hotels, gas stations, and truck service facilities in Burlington likely increases the community’s water usage. Outdoor irrigation (for lawns, parks, etc.) represents a significant portion of the annual water usage in Burlington. Conserving water within the city would help to manage the limited resources of the Ogallala Aquifer serving the Burlington area and would also reduce utility bills for municipal customers.

The City of Burlington provides electricity service to its municipal customers using power purchased from either Xcel Energy or Tri-State Generation and Transmission. Electricity serving Burlington currently reaches the city via transmission lines connecting from other parts of northeast Colorado. Private companies such as Viaero provide

Internet service within Burlington. The community emphasized during the engagement process that the effectiveness of Internet service is good within the city limits but drops off considerably in quality just outside the city limits and in surrounding rural areas.

Very few streets in Burlington have stormwater drainage facilities or inlets. In general, the semi-arid nature of the Eastern Plains has made the installation of formal stormwater drainage systems city-wide unpractical. Burlington occasionally experiences larger thunderstorms in spring or summer that can drop several inches of rain in a short period of time, causing minor street flooding in the city.

The second survey for **Building Burlington** presented a set of general strategies regarding infrastructure. Sixty-five percent of respondents favored strategies to diversify the sources of the city’s electric power to increase the quality of the electricity system. Nearly 56% favored having the city work with providers (or find new providers) to increase the efficiency and reduce the cost of internet service in the community.

<b>Second Survey, Question 14 - I am in favor of the following ideas to improve infrastructure serving the City of Burlington. (Please select all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
Diversify the sources of the city’s electric power, to increase the quality of the electricity system	501	65.1%
Have the city work with providers (or add providers) to increase the efficiency and reduce the cost of Internet connectivity in Burlington	430	55.9%
Provide incentives or implement rules for water conservation measures (such as the use of xeriscaping)	227	29.5%
Other (please specify)	27	3.5%

For projection purposes, the full build-out of the entire developed area shown on the Future Land Use Map (but not including any areas classified as Agriculture) would result in a population for the city of approximately 5,000 residents, along with around five million square feet of industrial space or public space and 4.1 million square feet of commercial or retail space. Based upon the land uses reflected in the **Future Land Use Plan**, and assuming that all of the areas shown on the map are developed within twenty years, the City of Burlington could anticipate average daily water consumption of 1.68 million gallons.

		Average Daily Water Consumption (Gallons)
Residential, Total Population at Buildout	5,000	750,000
Retail / Commercial, Total Square Feet at Buildout	4,133,241	661,319
Industrial and Public Uses, Total Square Feet at Buildout	4,945,486	270,986
	Total -->	1,682,304

This calculation assumes that 20% of the areas shown as “Mixed Use” on the **Future Land Use Plan** develop as residential uses. It also assumes residential water consumption of 150 gallons per day, average water consumption of 0.16 gallons per square foot daily for retail and commercial uses, and average water consumption of 20 gallons per square foot per year for industrial uses. If the community experiences development in Mixed Use areas (within Downtown or along or near the Rose Avenue corridor) more focused on residential uses, or if the city experiences more “infill” construction of homes within existing residential areas, the projected population of Burlington could reach 7,000 residents. This increase in residential population could increase the average daily water consumption in the community to around 2 million gallons.

Even with conservation efforts, increasing the population to over 5,000 residents and adding more commercial and industrial uses would likely result in the need to expand the city’s water supplies. This level of expansion would require careful planning by the city in conjunction with the county and potential sources of water to ensure the community will have sufficient water supplies in the future. The full buildout of the **Future Land Use Plan** would likely extend beyond the 20-year horizon of 2045 and expansion of water facilities would likely occur in phases over time. The city should explore the establishment of triggers or thresholds for new developments that would signal the need for water supply expansions.

Outward expansion shown on the **Future Land Use Plan**, including additional commercial or business park / industrial uses to the south and east of I-70 and two potential areas for new residential neighborhoods on the west and north sides of town, would also require infrastructure expansions of water and sewer lines.

As noted in Chapter 4, the community prefers residential development take place within city limits, versus expanding into outlying areas. While the **Future Land Use Plan** shows some areas for potential expansion, the outward growth shown is primarily for non-residential development, presenting a long-term view of growth over the next 20 years. Therefore, it is unlikely for the city to have significant expenditures for water and sewer infrastructure extensions for many years.

## OVERALL INFRASTRUCTURE STRATEGY – CITY OF BURLINGTON

Based upon community input and discussions with stakeholders and city officials, the third community survey presented the following as elements of the draft infrastructure strategy for Burlington.

**Adding solar panels or wind turbines in or close to Burlington, to enhance and diversify the city’s sources of electricity:** This strategy would involve installing facilities on roofs, on open parcels owned by the city, within parks, or on other unused lands to help supplement conventional sources of electricity obtained from outside of Burlington. The quantities of electricity produced by these renewable sources may not provide 100% of the community’s energy needs. However, developing renewable energy sources could help reduce the need to import electricity from external sources. During power outages, the renewable energy could help provide backup sources of electricity for a portion of the city’s needs, including powering emergency response operations.

**Prioritizing housing and commercial development within the city’s boundaries (as opposed to vacant land outside the boundaries) to minimize water and sewer extension costs:** This strategy, as noted above, would reduce the costs of extensions of water lines, sewer mains, and other infrastructure components and thus would reduce overall infrastructure costs going forward.

**Identifying and implementing stormwater management projects to reduce flooding issues on local streets during major rain events:** This strategy would identify specific locations within Burlington that experience the most frequent and severe street flooding during peak rain events and identify drainage projects (such as the installation of inlets and conduits to drainage facilities) to help address these stormwater issues. Given the semi-arid nature of the area, the infrastructure strategy assumes that most streets in Burlington would continue to operate without stormwater drainage. The infrastructure strategy also assumes that drainage issues pertaining to private property remain the responsibility of private property owners.

**Implementing water conservation measures:** This strategy, outlined in the paragraphs that follow, would emphasize various techniques to reduce the average water demand in Burlington on a per capita basis.

## WATER COMPONENT – BURLINGTON COMPREHENSIVE PLAN

The State of Colorado requires Comprehensive Plans to provide a water component, providing a projection of anticipated water demands and associated conservation measures that communities will use to manage limited water resources. The **Burlington Comprehensive Plan** suggests the following conservation measures for the city to employ:

- ★ Transitioning landscaping from high water usage (i.e., irrigation of grass) to the use of xeriscaping, native plantings, and other strategies to reduce outdoor water usage in landscaping.
- ★ Requiring new development to include water conserving plantings to reduce irrigation: This strategy would involve updating the city’s codes to require new residential or commercial site plans to install native plantings or other landscaping features that do not require ongoing irrigation.
- ★ Installing water conserving landscaping in city parks to reduce water use: This strategy would involve replacing water-thirsty grass turf areas in portions of the parks with xeriscaping features that require little irrigation.

- ★ Continue to maintain the city’s water rate structure to reward conservation: This strategy would involve continuing to charge higher rates, on a per-gallon basis, for water consumption above a certain level. This strategy rewards customers that use outdoor irrigation sparingly but charges more for users who use significant amounts of water for irrigation.
- ★ Monitoring the water usage at city parks and facilities: This portion of the conservation strategy would suggest that the city monitor its water usage in local parks as part of efforts to convert irrigated grass and related areas to xeriscaping areas. By tracking its water usage the city can adjust plantings and maintenance strategies to help reduce its overall water demands from the parks and recreation program in Burlington.



*Xeriscaping example  
Credit: Shutterstock*

# INFRASTRUCTURE

9

As highlighted in the following graphic, 50% of respondents in the third survey rated each of these components of the water conservation strategy as a “1” or “2” level of priority for the city, with the exception of the strategy to adjust the water rate structure to reward conservation. The **Comprehensive Plan** includes the strategy to adjust the water rate structure to reward conservation, however, given the importance of water conservation in the community. Any formal changes to the water rate structure would require deliberation and approval by the City Council in the future.

In general, the results from the third survey indicate general agreement with the water conservation measures outlined for the city as part of the **Comprehensive Plan**.

<b>Third Survey, Question 10 - How would you prioritize the following strategies to reduce water usage (and extend the city’s water supply) in the future? (Please rank the following from 1 to 4, with 1 representing your top choice)</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>Total Responses</b>
<b>Require new development to include water conserving plantings to reduce irrigation</b>					
Number of Responses -->	124	113	76	82	395
<b>Percentage of Total --&gt;</b>	<b>31.4%</b>	<b>28.6%</b>	<b>19.2%</b>	<b>20.8%</b>	<b>100.0%</b>
<b>Install water conserving landscaping in city parks to reduce water waste</b>					
Number of Responses -->	119	143	88	48	398
<b>Percentage of Total --&gt;</b>	<b>29.9%</b>	<b>35.9%</b>	<b>22.1%</b>	<b>12.1%</b>	<b>100.0%</b>
<b>Alter the city’s water rate structure to reward conservation</b>					
Number of Responses -->	66	83	102	81	332
<b>Percentage of Total --&gt;</b>	<b>19.9%</b>	<b>25.0%</b>	<b>30.7%</b>	<b>24.4%</b>	<b>100.0%</b>
<b>Monitor the water usage at city parks and facilities</b>					
Number of Responses -->	121	91	102	84	398
<b>Percentage of Total --&gt;</b>	<b>30.4%</b>	<b>22.9%</b>	<b>25.6%</b>	<b>21.1%</b>	<b>100.0%</b>

## GOALS AND ACTIONS:

The following goals and actions (abbreviated by “INF” below, and in Chapter 11 – Implementation) are not listed in order of priority but are intended to guide strategies for infrastructure in Burlington over the next 10 to 20 years, drawing from the content in this chapter.

### **INF Goal 1 – Proactively Plan for Water Supplies and Water Conservation**

**INF Action 1** – Update the landscaping standards within the city’s codes to require the installation of xeriscaping and similar water conservation plantings or landscapes to reduce outdoor water usage.

**INF Action 2** – Institute a requirement that new residential subdivisions in Burlington must provide their own water supplies for their projects.

**INF Action 3** – As part of the **Parks and Recreation Plan**, convert portions of the existing irrigated turf areas in city parks to xeriscaping or native plants to reduce the city’s water usage.

**INF Action 4** – Continue to require that new commercial or industrial developments provide analyses of projected water demands from each development to help the city plan for sufficient water supplies in the future.

### **INF Goal 2 – Proactively Plan for Sanitary Sewer and Stormwater Drainage Infrastructure**

**INF Action 5** – Complete necessary maintenance and expansion projects for the city’s wastewater treatment facility and sewer line system outlined in the city’s ongoing Capital Improvement Plan (CIP).

**INF Action 6** – Explore requiring development impact fees for new projects based upon the net impact a new development would have on the capacities of the sanitary sewer system.

**INF Action 7** – Create and consider the construction improvements outlined in a stormwater drainage improvement plan (that identifies locations for future drainage facility installations or upgrades).

### **INF Goal 3 – Proactively Plan for Electricity and Other Dry Utilities Serving Burlington**

**INF Action 8** – Consider plans to install renewable energy facilities within and / or on the outskirts of Burlington to supplement the community’s electricity supply.

**INF Action 9** – Continue to manage and negotiate contracts with electricity providers to provide the most affordable and highest quality electricity service to end users in Burlington.

**INF Action 10** – Collaborate and market to potential providers of Internet / fiber optic and wireless service in the Burlington area to provide the highest quality and lowest cost service for end users in the City of Burlington.

10

RESILIENCY

# RESILIENCY

## 10



*Kit Carson County Fairgrounds, Burlington, October 2023  
Credit: RICK*

Resiliency refers to a community’s ability to respond and adapt to shocks and emergencies, focusing on how to prepare for, and rebuild from, natural disasters. The term also pertains to preparedness for economic downturns and community or social issues. This chapter outlines how Burlington will ensure that it will remain resilient as a community over the next two decades.

The 2020 Kit Carson County Hazard Mitigation Plan profiles potential hazards impacting communities and lists the following as having a “highly likely” probability of occurring in the area: hailstorms; lightning; noxious weeds and tumbleweeds; straight-line wind; extreme temperatures; and wildland and grassland fires. The report lists the following hazards as having a “high” potential impact on local communities in the county: pandemics; blizzards and severe winter storms; drought; hailstorms; straight-line winds; tornadoes; and wildland and grassland fires.

Winter storms and blizzards typically close sections of I-70 on the Eastern Plains at least a few times each winter season, and these closures often have the largest impact on the Burlington community. When the interstate closes, Burlington benefits from a boost in sales tax revenue, as the local hotels typically reach capacity during these events and local restaurants experience increased visitation. If a winter storm or blizzard road closure occurs during higher travel periods on the interstate (such as around the holidays, before or after three-day weekends, spring break, etc.), officials in the Burlington area manage the overflow of people left stranded in the community. In the past, during these events, Burlington opened the Burlington Community & Education Center and other buildings for overnight stays for stranded travelers.

Emergency management officials in Burlington and Kit Carson County also experience heavier call volumes during winter storms to rescue stranded travelers, work on crashes and accidents, and manage the closing and opening of I-70 and other area highways.

The other, non-winter hazards that impact Burlington often result in substantial property damage. Hailstorms along the Front Range and Eastern Plains can, and have, resulted in major property damage and insurance claims. A hail event in 2024, for example, pelted the Wray area with hailstorms so large that the event broke many windows, shredded siding, and resulted in months of cleanup and reconstruction. Damage from hail, as well as straight-line winds and tornadoes, has the potential to severely impact Burlington residents and the capacities of the local government.

Wildfires and brush or grass fires also have the potential to impact communities on the Eastern Plains given the semi-arid nature of the region. Burlington, however, benefits from the location of irrigated and tillable ground in the areas immediately surrounding the community. The presence of tillable ground, as opposed to open prairie or pasture, may limit the potential for grass fires to spread from surrounding parts of the county to developed areas in the city. However, the increasing frequency of wildfire and brush fires in eastern Colorado does raise the overall risk level for adverse events impacting Burlington.

Like all communities, Burlington also faces risks from economic shocks and has experienced a notable economic impact over the last decade. The closure of the Kit

Carson County Correctional Center resulted in decreased economic activity. Economic risks to Burlington may include a rapid shut-off of irrigated wells in the county (which would severely impact the local agricultural economy), any downsizing of county government operations and the hospital, severe inflation impacting the city’s budget, and general economic downturns which would impact the tourism market nationally and result in less business for the local hospitality industry (hotels, restaurants, etc.). As discussed in the Economic Development chapter, Burlington aims to diversify its local economy, which would help mitigate economic shocks in various sectors of the local economy. The city also plans for economic impacts and downturns by building reserve funds to cushion the city’s budget and operations during hard times.

In terms of community resiliency, potential impacts to Burlington could arise from increases in crime that outpace the capacities of law enforcement, public health shocks such as pandemics, and other unforeseen events that impact Burlington and broad swaths of Colorado. By building a solid community vision and making progress on the various priorities and action items in the **Comprehensive Plan**, Burlington can continue to develop greater fortitude as a community that will serve it well during times of adverse impacts, from any number of shocks to the community.

The second community survey presented a series of potential action items to address aspects of resiliency that received notable levels of support:

<b>Second Survey, Question 15 - I am in favor of the following ideas to improve the resiliency of the City of Burlington (Please select all that apply)</b>	<b>Number of Respondents</b>	<b>Percentage of Responses</b>
Improve emergency communications to local residents and visitors	457	59.4%
Install stormwater management improvements to address flooding during major rain events	306	39.8%
Develop community storm shelters (for tornadoes, hail, etc.)	287	37.3%
Expand spaces and resources available to stranded travelers	248	32.2%
Increase education and incentives for brushfire prevention measures	141	18.3%
Other (please specify)	21	2.7%

**GOALS AND ACTIONS:**

A review of hazards and potential shocks to Burlington, along with community input and discussions with local officials and stakeholders during **Building Burlington**, inform the following goals and actions for resiliency (abbreviated by “RE” below, and in Chapter 11 – Implementation).

**RE Goal 1 – Continue to improve the capacity of the Burlington community to respond to natural disasters and other emergencies**

**RE Action 1** – Make improvements to emergency communications to residents and visitors, working in conjunction with Kit Carson County and other agencies and entities.

**RE Action 2** – Expand capacities to shelter travelers during severe weather events that close transportation routes in and out of Burlington.

**RE Action 3** – Communicate public shelter locations around Burlington for use during severe weather (tornadoes, hail storms, etc.).

**RE Goal 2 – Complete actions to prevent or mitigate natural disasters and hazards in Burlington**

**RE Action 4** – Complete high priority storm drain improvements at select locations in Burlington that frequently experience flooding during peak storm events.

**RE Action 5** – Provide educational resources to property owners regarding how to prevent or mitigate natural disasters (such as wildfires).

**RE Goal 3 – Continue to prepare Burlington for economic or community shocks in the future.**

**RE Action 6** – Continue to maintain reserve funds in the city budget to help manage operations during economic downturns.

**RE Action 7** – Diversify the local economy by adding new businesses in new economic sectors not already present in Burlington.

**RE Action 8** – Continue to ensure that the resources and staffing of police, fire, and emergency management services in Burlington are fully funded.

# 11

IMPLEMENTATION

# IMPLEMENTATION

## 11



*Historic barn at Old Town Museum in Burlington, October 2023  
Credit: RICK*

The Burlington City Council, city staff, and other partners will work together over the short-term and long-term to implement and complete the action items identified in the **Burlington Comprehensive Plan**. While the city may assume a leadership role in many of the action items outlined in the plan, the City of Burlington does not have the capacity or resources to achieve all of the action items on its own. Partnerships with entities including, but not limited to, the Burlington School District, Kit Carson County, Prairie Cultural Revitalization, Morgan Community College, businesses and property owners, and other community organizations will serve an essential role in the plan's implementation.

This Implementation section provides guidance about potential partners that may be involved in completing action items. The Implementation Plan matrix that follows also outlines general order of magnitude costs associated with each action item, the level of priority for each item, as well as an anticipated timeframe for completion (one to five years, five to ten years, or more than 10 years). Several of the action items listed in the plan will continue on an ongoing basis and, therefore, boxes are checked for all three timeframes for these action items.

The Implementation Plan also outlines potential funding sources for each action item. Some of the objectives from the plan that involve administrative changes (such as land use code updates) will involve relatively minor costs and the city's general fund will likely fund these items. Funding from various state and federal sources may fund a variety of objectives across different topic areas. An increase in the city's lodging tax, paid by visitors to Burlington, could assist with a variety of quality of life improvements in Burlington. Finally, several action items may involve district-oriented funding tools, including tax increment financing (TIF), general improvement districts (GIDs), urban renewal authorities (URAs), or business improvement districts (BIDs). These tools allow for the pooling of funding across a set geographic area (such as a downtown district) to pay for big-ticket infrastructure and related items, such as streetscape upgrades and other capital improvements.

Implementation of various action items may involve a mixture of funding tools applied to different projects. The City of Burlington will use this Implementation Plan, along with information from the **Parks and Recreation Plan**, to help set budgets and capital improvement plans on an annual basis, to guide the city's priorities. Other entities in the Burlington community may use this plan to guide their budgetary strategies and priorities.

The **Burlington Comprehensive Plan** is a living document and the prioritization and nature of the implementation of the goals and action items in this document will naturally change over time. This document establishes a foundation for ongoing planning and execution of the great ideas developed by the community through this planning effort.



*Trick or Treat So Kids Can Eat Event  
Credit: City of Burlington*

DOWNTOWN IMPLEMENTATION MATRIX (CHAPTER 3)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years	
<b>DT Goal 1: improve the public realm and gathering places in Downtown Burlington</b>								
<b>DT Action 1:</b> Complete detailed designs and complete construction of streetscape improvements to 14th Street, from Webster Avenue to Lowell Avenue, and for the cross streets (Webster, Martin, Senter, Lowell) from 13th to 15th.	Medium/High	\$\$\$\$	Prairie Cultural Revitalization, businesses and property owners	Colorado Main St funding; General fund; TIF, BID, or GIDs for Downtown district				
<b>DT Action 2:</b> Complete detailed designs and complete construction of streetscape improvements along 14th Street, from Lowell Avenue south to Old Town Museum.	Medium	\$\$\$						
<b>DT Action 3:</b> Complete detailed designs and complete construction of streetscape improvements along the parallel streets in the existing core of Downtown (13th Street & 15th Street).	Low/Medium	\$\$\$						
<b>DT Action 4:</b> Explore the feasibility of a civic plaza in the Downtown area, to be used for community events, outdoor seating, and an area for congregating.	Medium/High	\$\$						
<b>DT Action 5:</b> Explore the feasibility of new amenities and facilities at the north end of Downtown (refurbish the historic water tower; restoration of the railroad depot; municipal parking lot; outdoor public space).	Low	\$\$\$						
<b>DT Action 6:</b> Identify a location to construct a clock tower or other iconic symbol in the core of the Downtown area.	Low	\$-\$\$			Community fundraising efforts			

DOWNTOWN IMPLEMENTATION MATRIX (CHAPTER 3)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>DT Goal 2: Improve public infrastructure serving the Downtown district</b>							
<b>DT Action 7:</b> Construct the north-south bike lane route through the Downtown district (ties with Transportation - Chapter 8).	Medium	\$\$	CDOT (where the bike route crosses Rose Ave); Businesses and property owners	Capital Improvement Plan (portion dedicated to street repairs); Safe Routes to Schools and related grants			
<b>DT Action 8:</b> Construct the east-west bike lane route through the Downtown area, as described in this chapter, along Senter Avenue.	High	\$\$	Businesses and property owners	(at the state and federal levels) for bike and pedestrian projects.			
<b>DT Goal 3: Increase the visibility of and tourism to Downtown Burlington</b>							
<b>DT Action 9:</b> Install gateway monumentation for Downtown Burlington around the intersection of 14th and Rose Avenue.	Low/Medium	\$\$	CDOT, Prairie Cultural Revitalization, property owners	Private fundraising; GID, TIF, or BID			
<b>DT Action 10:</b> Explore opportunities to install improved wayfinding signage on the main routes entering Burlington to direct drivers to Downtown.	High (ASAP)	\$	CDOT	CDOT funding; General fund / CIP			
<b>DT Action 11:</b> Explore the feasibility of a shuttle or trolley service to provide rides to Downtown during peak periods.	Low	\$\$	Private businesses, Prairie Cultural Revitalization	GID (for districts formed for Downtown or the Rose or Lincoln corridors); Lodging tax.			
<b>DT Action 12:</b> Develop additional, new community events for Downtown Burlington (to be held annually).	High	\$	Community groups, resident volunteers	Private fundraising; GID, TIF, or BID			
<b>DT Action 13:</b> Integrate marketing for Downtown in Burlington's overall marketing efforts for tourism across the region and online.	High	\$	Chamber of Commerce; Regional or state-wide travel organizations	Lodging tax			

DOWNTOWN IMPLEMENTATION MATRIX (CHAPTER 3)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>DT Goal 4: Preserve and enhance the historic character and economic vitality of the Downtown district</b>							
<b>DT Action 14:</b> Establish the Downtown district as an official historic district at the state and / or federal levels.	High	\$	Prairie Cultural Revitalization; State Historic Preservation Office	N/A			
<b>DT Action 15:</b> Develop a façade improvement incentive program (tax breaks or grants) to encourage property owners to rehabilitate existing building facades, as needed.	High	\$	Prairie Cultural Revitalization; private property owners	GID, BID, or TIF; General fund			
<b>DT Action 16:</b> Implement mixed-use zoning throughout the Downtown district, including the extension south to Old Town Museum, to encourage the development of projects in keeping with a traditional Downtown orientation.	High	\$		General fund			
<b>DT Action 17:</b> Develop a recruitment program to encourage small businesses or niche businesses to open in Downtown Burlington.	High	\$		GID, BID, or TIF; General fund			

<b>FUTURE LAND USE &amp; COMMUNITY CHARACTER IMPLEMENTATION MATRIX (CHAPTER 4)</b>	<b>Priority (Low, Medium, High)</b>	<b>Cost (Order of Magnitude)</b>	<b>Potential Partners with the City</b>	<b>Potential Funding Sources</b>	<b>Timing: 1-5 Years</b>	<b>Timing: 5-10 Years</b>	<b>Timing: Over 10 Years</b>
<b>LUC Goal 1: Implement the overall framework outlined in the Future Land Use Plan</b>							
<b>LUC Action 1:</b> Adopt an Intergovernmental Agreement (IGA) with Kit Carson County concerning the plan for future land uses within three miles of the city limits.	High	Incidental	Kit Carson County	General Fund			
<b>LUC Action 2:</b> Evaluate future rezoning and site plan applications for alignment with the Future Land Use Plan and the Three Mile Plan.	High	Incidental		General fund			
<b>LUC Action 3:</b> Update the zoning map and zoning classifications to be in alignment with the Future Land Use Plan, following completion of a Land Use Code update.	High	Incidental		General fund			
<b>LUC Action 4:</b> The City Council will update or reaffirm the Future Land Use Plan and the Three Mile Plan on an annual basis, to ensure that the plans remain relevant and useful in reflecting community sentiment and market conditions in the local area.	High	Incidental		General fund			
<b>LUC Goal 2: Implement the community design and character principles outlined in the Comprehensive Plan</b>							
<b>LUC Action 5:</b> Complete an update to the city's Land Use Code, based upon the principles provided in this section.	High (ASAP)	\$	Input from community members, developers, business owners	General fund			
<b>LUC Action 6:</b> Complete or update design guidelines for the Rose Avenue corridor, building upon the guidance in the Comprehensive Plan.	High	\$		General fund			
<b>LUC Action 7:</b> Complete or update design guidelines for Downtown Burlington, building upon the guidance in the Comprehensive Plan.	High	\$		General fund			
<b>LUC Action 8:</b> Develop and implement a signage and wayfinding program for Burlington (to include community entries and a wayfinding system).	High	\$	CDOT	General fund			
<b>LUC Action 9:</b> Complete a historic properties and resources survey, to officially identify historic properties and resources in Burlington.	High	Incidental		General fund			

The Implementation Matrix associated with Chapter 5 (Parks and Recreation) can be found in the Burlington Parks & Recreation Plan, a separate document.

<b>ECONOMIC DEVELOPMENT AND TOURISM IMPLEMENTATION MATRIX (CHAPTER 6)</b>	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>EDT Goal 1: Enhance aspects of Burlington’s quality of life to increase the community’s marketability for economic development</b>							
<b>EDT Action 1:</b> Proactively create employee housing developments and present employee housing initiatives as part of proposals or marketing efforts directed to potential investors or companies considering Burlington.	Medium	\$	Kit Carson County, Burlington Housing Authority	State and federal housing grants / programs			
<b>EDT Action 2:</b> Develop a community child care center on city property to the east of the Burlington Community Center.	High	\$\$	Kit Carson County, private sector operators	General fund; Lodging tax; State and federal funding			
<b>EDT Action 3:</b> Explore the use of tax breaks (including sales tax breaks on materials and property tax abatements) for the construction of additional child care centers in Burlington, by either the public or private sectors.	Medium/High	\$\$					
<b>EDT Goal 2: Implement additional skills and job training programs based in Burlington to support the needs of employers</b>							
<b>EDT Action 4:</b> Coordinate with the Burlington School District to add job training and technical training as options within the high school’s curriculum.	Medium/High	\$\$	Burlington School District	State and federal grants / funding			
<b>EDT Action 5:</b> Coordinate with Morgan Community College or another provider to provide additional post-high school training programs oriented to the skilled trades (plumbing, electrical, mechanical, etc.) or to other disciplines, as determined by discussions with potential and desired categories of employers.	Medium/High	\$\$	Morgan Community College or other trade / technical training programs / operators				

<b>ECONOMIC DEVELOPMENT AND TOURISM IMPLEMENTATION MATRIX (CHAPTER 6)</b>	<b>Priority (Low, Medium, High)</b>	<b>Cost (Order of Magnitude)</b>	<b>Potential Partners with the City</b>	<b>Potential Funding Sources</b>	<b>Timing: 1-5 Years</b>	<b>Timing: 5-10 Years</b>	<b>Timing: Over 10 Years</b>
<b>EDT Goal 3: Enhance Burlington’s tourism program as part of its overall economic development strategy</b>							
<b>EDT Action 6:</b> Add at least one community event per month in the Downtown district to enhance Downtown’s appeal to visitors.	Medium	\$	Prairie Cultural Revitalization, community volunteers	GID, TIF, BID in the Downtown district; Lodging tax			
<b>EDT Action 7:</b> Add at least one community event in Burlington in the spring and one in the fall intended to attract a larger, regional audience (such as a fall or spring festival).	High	\$	Chamber of Commerce, community volunteers	Lodging tax			
<b>EDT Action 8:</b> Explore the feasibility of a public arts program to install murals and other pieces of public arts around Burlington to increase marketability to visitors.	Medium	\$	Statewide arts organizations / foundations	Private fundraising. State or federal grants / funding.			
<b>EDT Action 9:</b> Establish a defined group (within the Chamber of Commerce or the city staff) responsible for marketing and publicity of Burlington from a tourism perspective.	High	\$	Chamber of Commerce	General fund; Lodging tax			
<b>EDT Action 10:</b> Add content pertaining to Downtown Burlington to existing marketing elements (such as travel brochures, online postings, etc.)	High	Incidental	State tourism organizations, Prairie Cultural Revitalization	General fund			
<b>EDT Action 11:</b> Develop and implement a community signage and wayfinding program to help guide and attract visitors to various destinations in the community (Downtown, the fairgrounds, etc.)	High	\$\$	Prairie Cultural Revitalization, Chamber of Commerce	General fund			

<b>ECONOMIC DEVELOPMENT AND TOURISM IMPLEMENTATION MATRIX (CHAPTER 6)</b>	<b>Priority (Low, Medium, High)</b>	<b>Cost (Order of Magnitude)</b>	<b>Potential Partners with the City</b>	<b>Potential Funding Sources</b>	<b>Timing: 1-5 Years</b>	<b>Timing: 5-10 Years</b>	<b>Timing: Over 10 Years</b>
<b>EDT Goal 4: Develop a business park along I-70 to attract a new employer or company to expand in Burlington</b>							
<b>EDT Action 12:</b> Explore opportunities to secure land for a new business park along I-70 (of at least 50 acres).	Medium	\$\$	Private property owners or developers (on their own, or as part of a joint venture with the city)	General fund			
<b>EDT Action 13:</b> Proactively approve development plans for the business park and complete plans for needed extensions of public utilities to the potential business park.	High	\$\$	Private property owners or developers (on their own, or as part of a joint venture with the city)	Metro district; Capital improvement program; State and federal funding programs for economic development			
<b>EDT Action 14:</b> Identify industry clusters or categories that are more likely to locate in Burlington, develop target lists of potential companies, and launch marketing efforts targeting desired companies.	High	\$	Kit Carson County, Chamber of Commerce	General fund			
<b>EDT Action 15:</b> Explore the creation of a set of economic incentives to offer potential employers and users in the business park.	Medium/High	\$\$	State of Colorado, Kit Carson County	Lodging tax; General fund; State and federal funding programs for economic development			

HOUSING IMPLEMENTATION MATRIX (CHAPTER 7)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>HS Goal 1: Proactively leverage city functions to increase the quantity of workforce or affordable housing in Burlington</b>							
<p><b>HS Action 1:</b> The City of Burlington will explore the purchase of suitable vacant properties that could be developed as new housing. Thus, the city will create a “land bank” over time to increase the potential housing capacity of the community.</p>	Low	\$	Burlington Housing Authority	State and federal grants and funding for affordable housing			
<p><b>HS Action 2:</b> The City of Burlington should either sell vacant lots to home builders or help facilitate the construction of additional housing on lots it owns, when the timing for home construction is appropriate.</p>	Medium	\$\$					
<p><b>HS Action 3:</b> The city should complete initial development activities to help facilitate the development of housing on larger city-owned vacant parcels. These activities could include approvals of site plans and zoning adjustments, coordination of extensions of utilities to these properties (if needed), and coordination of street improvements needed for development.</p>	Medium	\$\$					

HOUSING IMPLEMENTATION MATRIX (CHAPTER 7)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>HS Goal 2: Adjust regulatory and financial policies of the City of Burlington to encourage housing rehabilitation and new housing construction</b>							
<b>HS Action 4:</b> Explore the feasibility of a program of grants or tax or fee incentives designed to stimulate the rehabilitation or construction of new housing by private property owners in the city.	Medium	\$\$	Private property owners	General fund			
<b>HS Action 5:</b> Update the city's codes to guide where and how accessory dwelling units will be allowed.	High	\$					
<b>HS Action 6:</b> Update the city's codes regarding short term rentals (STRs).	High	\$					
<b>HS Goal 3: Increase collaboration between the city, the county, educational providers, and other agencies and entities to increase the quantity of quality housing in the Burlington community</b>							
<b>HS Action 7:</b> Collaborate with educational and training providers to establish apprenticeship or training programs tied to skills needed for residential construction.	Medium	\$	Burlington School District, Morgan Community College, other educational providers				
<b>HS Action 8:</b> Pursue collaborations with Kit Carson County and other agencies and partners to develop or rehabilitate housing in Burlington.	High	\$	Kit Carson County, ECCOG	General fund			
<b>HS Action 9:</b> Communicate the housing resources available to Burlington residents.	High	\$					

TRANSPORTATION IMPLEMENTATION MATRIX (CHAPTER 8)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>TP Goal 1: As part of ongoing efforts to repair and renovate city streets, complete the bike and walking route network depicted in the Comprehensive Plan</b>							
<p><b>TP Action 1:</b> Complete street designs and construction drawings for improvements to streets outlined on the bike route network map. This action will allow for the designs of bike and walking lanes to be ready to go when funding is available for upgrades of the associated street.</p>	High	\$\$	School district (for routes that connect with school campuses); CDOT (where bike routes cross Rose Ave)	Capital Improvement Plan (portion dedicated to street repairs); Safe Routes to Schools and related grants (at the state and federal levels) for bike and pedestrian projects.			
<p><b>TP Action 2:</b> As a near-term and interim improvement, denote the locations of the bike and walking lanes on the designated street routes with street paint, cones, or other temporary solutions.</p>	High	\$		General fund (for minimal costs of painting lines on streets)			
<b>TP Goal 2: Complete additional safety improvements outlined in the transportation strategy</b>							
<p><b>TP Action 3:</b> Complete streetscape improvements along the Rose Avenue and Lincoln Street corridors to improve safety and align with the vision for these corridors.</p>	High	\$\$\$	CDOT; Private property owners	CDOT funding; GID (potentially) for corridor wide improvements.			
<p><b>TP Action 4:</b> Complete additional crosswalk enhancements in high priority areas around town.</p>	High	\$\$	School district (for crosswalks connecting with school properties); Private property owners	Capital Improvement Plan (portion dedicated to street repairs); Safe Routes to Schools and related grants (at the state and federal levels) for bike and pedestrian projects.			
<b>TP Goal 3: Complete additional enhancements designed to reduce traditional vehicular traffic.</b>							
<p><b>TP Action 5:</b> Collaborate with businesses and other partners to introduce shuttles from hotels and other destinations around Burlington to the Downtown area, particularly during nights and weekends.</p>	Low	\$	Hotels and other businesses; Chamber of Commerce	GID (for districts formed for Downtown or the Rose or Lincoln corridors); Lodging tax.			
<p><b>TP Action 6:</b> Update city policies to allow the safe operation of golf carts, gators, and similar alternative vehicles around Burlington.</p>	Medium	\$		General fund			

INFRASTRUCTURE IMPLEMENTATION MATRIX (CHAPTER 9)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>INF Goal 1: Proactively Plan for Water Supplies and Water Conservation</b>							
<b>INF Action 1:</b> Update the landscaping standards within the city’s codes to require the installation of xeriscaping and similar water conservation plantings or landscapes to reduce outdoor water usage.	High	\$\$		General fund			
<b>INF Action 2:</b> Institute a requirement that new residential subdivisions in Burlington must provide their own water supplies for their projects.	Low	\$					
<b>INF Action 3:</b> As part of the Parks and Recreation Plan, convert portions of the existing irrigated turf areas in city parks to xeriscaping or native plants to reduce the city’s water usage.	Medium/High	\$\$					
<b>INF Action 4:</b> Continue to require that new commercial or industrial developments provide analyses of projected water demands from each development to help the city plan for sufficient water supplies in the future.	High	\$					
<b>INF Goal 2: Proactively Plan for Sanitary Sewer and Stormwater Drainage Infrastructure</b>							
<b>INF Action 5:</b> Complete necessary maintenance and expansion projects for the city’s wastewater treatment facility and sewer line system outlined in the city’s ongoing Capital Improvement Plan (CIP).	High	\$\$\$		State and federal grants and funding for infrastructure			
<b>INF Action 6:</b> Explore requiring development impact fees for new projects based upon the net impact a new development would have on the capacities of the sanitary sewer system.	High	\$					
<b>INF Action 7:</b> Create and implement a stormwater drainage improvement plan (that identifies locations for future drainage facility installations or upgrades).	High	\$\$\$		State and federal grants and funding for infrastructure			

INFRASTRUCTURE IMPLEMENTATION MATRIX (CHAPTER 9)	Priority (Low, Medium, High)	Cost (Order of Magnitude)	Potential Partners with the City	Potential Funding Sources	Timing: 1-5 Years	Timing: 5-10 Years	Timing: Over 10 Years
<b>INF Goal 3: Proactively Plan for Electricity and Other Dry Utilities Serving Burlington</b>							
<b>INF Action 8:</b> Consider plans to install renewable energy facilities within and / or on the outskirts of Burlington to supplement the community's electricity supply.	Medium	\$\$		Funds from electricity rate payers and general fund			
<b>INF Action 9:</b> Continue to manage and negotiate contracts with electricity providers to provide the most affordable and highest quality electricity service to end users in Burlington.	High	\$		General fund			
<b>INF Action 10:</b> Collaborate and market to potential providers of Internet / fiber optic and wireless service in the Burlington area to provide the highest quality and lowest cost service for end users in the City of Burlington.	Low	\$					

<b>RESILIENCY IMPLEMENTATION MATRIX (CHAPTER 10)</b>	<b>Priority (Low, Medium, High)</b>	<b>Cost (Order of Magnitude)</b>	<b>Potential Partners with the City</b>	<b>Potential Funding Sources</b>	<b>Timing: 1-5 Years</b>	<b>Timing: 5-10 Years</b>	<b>Timing: Over 10 Years</b>
<b>RE Goal 1: Continue to improve the capacity of the Burlington community to respond to natural disasters and other emergencies</b>							
<b>RE Action 1:</b> Make improvements to emergency communications to residents and visitors, working in conjunction with Kit Carson County and other agencies and entities.	High	\$	Kit Carson County, CDOT	General fund			
<b>RE Action 2:</b> Expand capacities to shelter travelers during severe weather events that close transportation routes in and out of Burlington.	Medium	\$		State and federal grants (related to emergency preparedness)			
<b>RE Action 3:</b> Communicate the public shelter locations around Burlington for use during severe weather (tornadoes, hail storms, etc.).	Medium	\$		General fund			
<b>RE Goal 2: Complete actions to prevent or mitigate natural disasters and hazards in Burlington</b>							
<b>RE Action 4:</b> Complete high priority storm drain improvements at select locations in Burlington that frequently experience flooding during peak storm events.	High	\$\$\$	CDOT (for CDOT routes)	General fund (CIP); State and federal grant funding tied to drainage and flood prevention			
<b>RE Action 5:</b> Provide educational resources to property owners regarding how to prevent or mitigate natural disasters (such as wildfires).	Medium	\$	Kit Carson County	General fund			
<b>RE Goal 3: Continue to prepare Burlington for economic or community shocks in the future.</b>							
<b>RE Action 6:</b> Continue to maintain reserve funds in the city budget to help manage operations during economic downturns.	High	\$		Normal city operations			
<b>RE Action 7:</b> Diversify the local economy by adding new businesses in new economic sectors not already present in Burlington.	High	\$	Chamber of Commerce; Prairie Cultural Revitalization; Kit Carson County	General fund (for recruitment efforts).			
<b>RE Action 8:</b> Continue to ensure that the resources and staffing of police, fire, and emergency management services in Burlington are fully funded.	High	\$		Normal city operations			