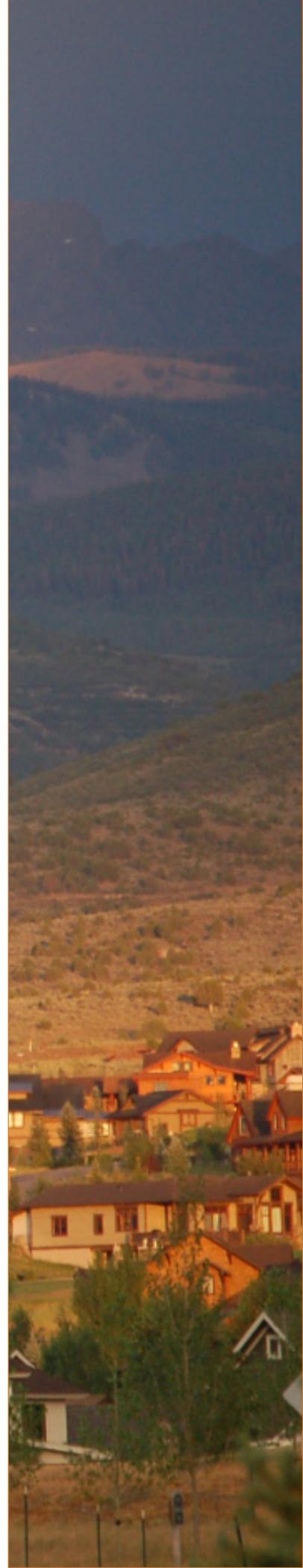


Eagle Area Community Plan

Prepared for the Town of Eagle and Eagle County, Colorado
July 2010



Eagle Area Community Plan

Prepared for the Town of Eagle and Eagle County, Colorado

A Collaborative Effort by:

Town of Eagle Staff
Town of Eagle Board of Trustees
Town of Eagle Planning and Zoning Commission
Eagle County Staff
Eagle County Commissioners
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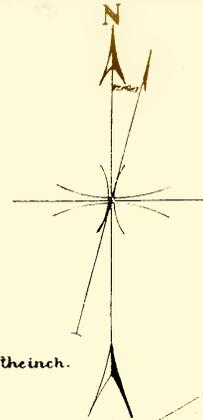
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THE TOWN OF EAGLE

EAGLE COUNTY COLORADO.

1905

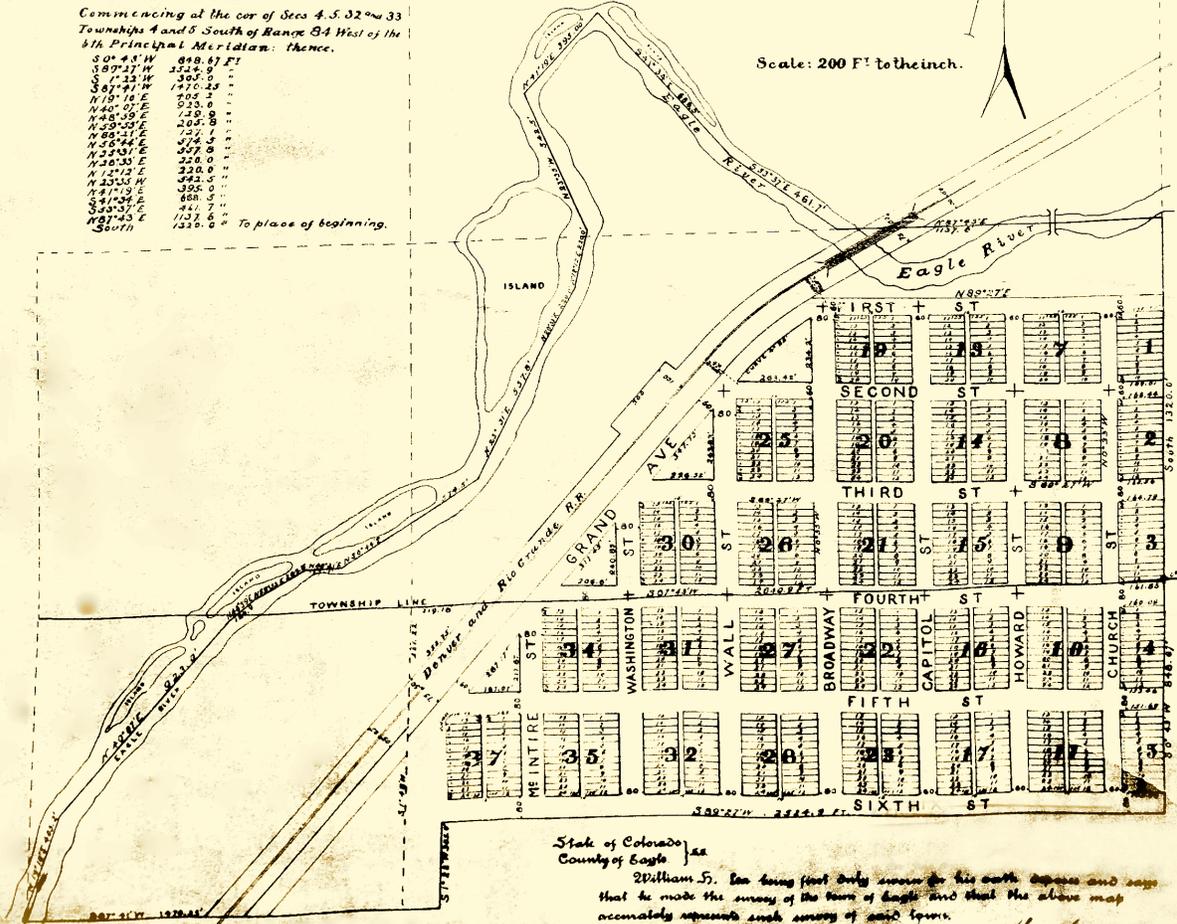


Scale: 200 Feet to the inch.

Boundaries.
Commencing at the cor of Secs 4, 5, 32 and 33
Townships 4 and 5 South of Range 94 West of the
6th Principal Meridian: thence,

S 0° 43' W	848.67 Ft
S 87° 17' W	2524.9 "
S 1° 12' W	305.9 "
S 87° 41' W	1476.25 "
N 10° 18' E	752.3 "
N 40° 07' E	925.0 "
N 48° 59' E	720.0 "
N 50° 35' E	205.9 "
N 88° 51' E	727.1 "
N 50° 44' E	574.5 "
N 50° 51' E	357.8 "
N 50° 55' E	226.0 "
N 12° 12' E	320.0 "
N 13° 35' W	562.5 "
N 41° 13' E	395.0 "
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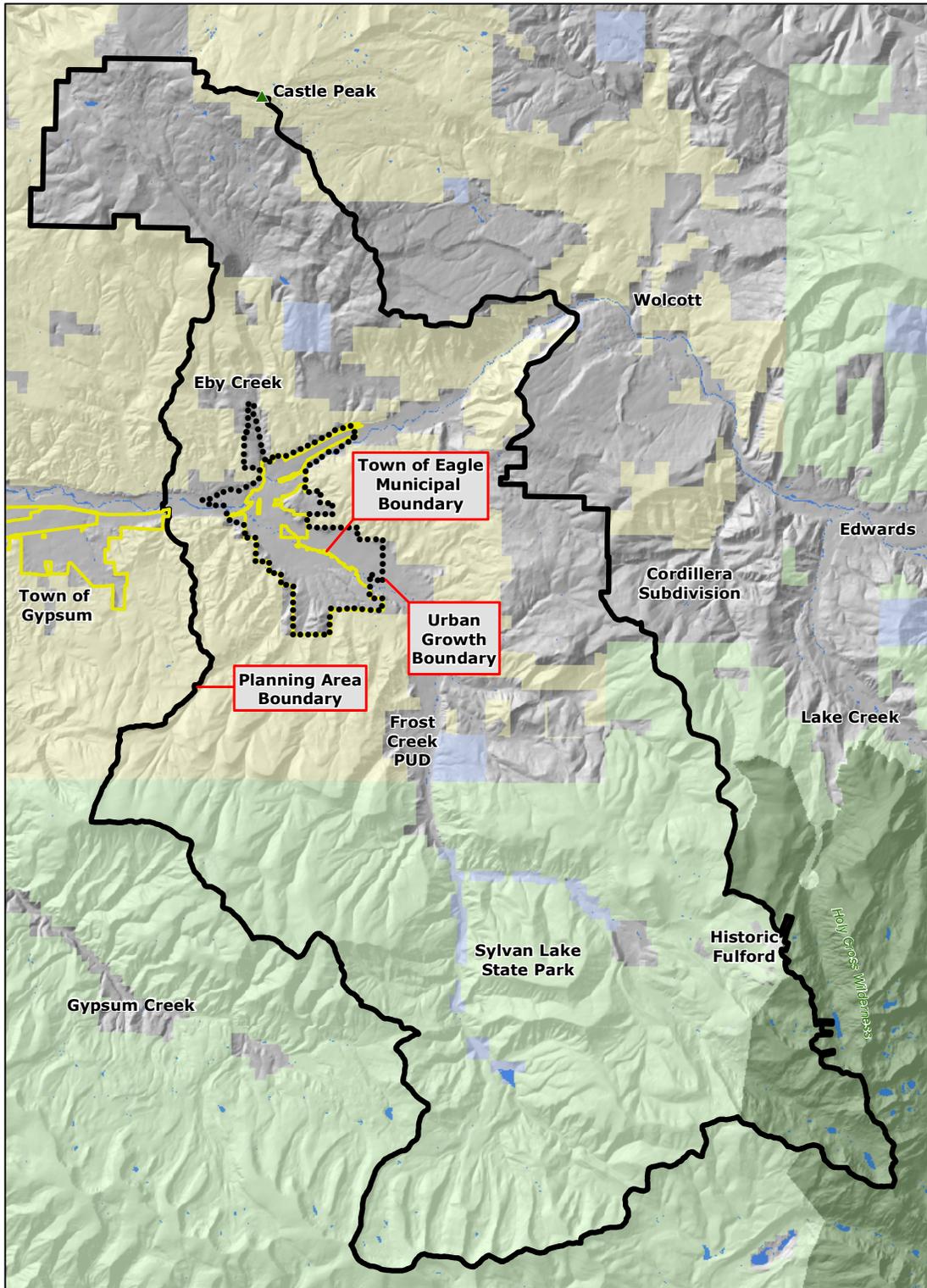
State of Colorado }
County of Eagle } ss
William S. Lee being first duly sworn to his oath deposes and says
that he made the survey of the town of Eagle and that the above map
accurately represents such survey of said town.

B.H.
February 1905
A. Wagner

Submitted and sworn to before me this 1st day of January A. D. 1905.

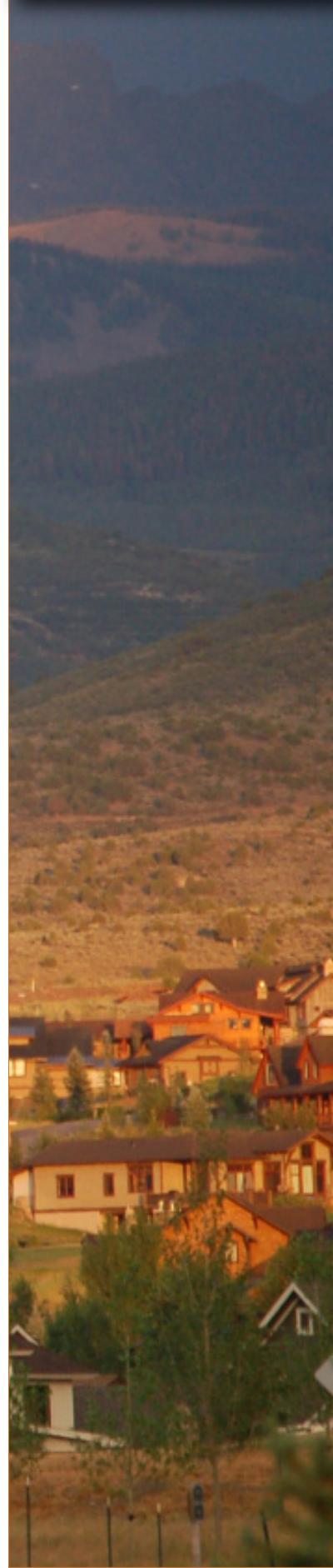
Original Town of Eagle Plat Map from 1905

PLANNING AREA BOUNDARY MAP



The Planning Area Boundary for the Eagle Area Community Plan encompasses both incorporated and unincorporated lands, and is adopted by both the Town of Eagle and Eagle County.

**CHAPTER 1:
Introduction**



Community Based Planning

The Eagle Area Community Plan, originally introduced in 1996, is unique in Eagle County as it is jointly adopted by both the Town of Eagle and Eagle County. It covers an extensive area which includes the incorporated lands within the Town of Eagle, as well as unincorporated lands surrounding the Town boundaries. The entire drainages of both Brush Creek and Eby Creek which extend south and north of town are included, as are significant acreages along the Eagle River and Interstate 70 east and west of town. The Plan is intended to work as an extension of the Eagle County Comprehensive Master Plan, providing planners, officials, landowners and developers with policies and strategies to help formulate land use plans and guide decision making over the course of the next 5 to 10 years. It is a community based plan that reflects the vision, concerns, ideas and desires of local residents, as determined through a detailed public planning process.

This document is an update to the 1996 Eagle Area Community Plan, and supersedes that document in its entirety. Many of the issues identified by the earlier plan are still applicable, and related policies and strategies have been carried

Relationship to Adopted Planning Documents

Other adopted planning documents should be considered in conjunction with this plan.

These include:

- *Eagle County Comprehensive Plan*
- *Eagle River Watershed Plan*
- *Eagle Valley Regional Trails Plan*
- *Eagle Area Open Lands Conservation Plan*

forward. Much has changed, however, and new descriptions, approaches, maps and strategies have been introduced. As with any master plan, the document should be reviewed and updated periodically to ensure goals, policies and strategies that are timely and appropriate.

The Planning Process

Like the 1996 Plan, the process for the creation of this plan was guided by the participation of local residents, property owners, municipal and county planning departments, public land management agencies, local service providers and the professional advice from a variety of consultants. The process included the for-

mation of a Citizens' Advisory Committee (CAC) to serve as a source of information and a sounding board for the consulting team, as well as to provide ongoing advice and recommendations to the entities involved in the creation and approval of the plan. An implementation matrix was used to evaluate strategies from the 1996 plan to determine which were accomplished or no longer relevant, which should be carried forward in their original form, and which should be carried forward with some modification to address changed conditions.

Through a series of community meetings and public open houses, planners worked to articulate community values and desires, to identify opportunities and constraints throughout the planning area, and to develop a vision for the Town of Eagle and the surrounding area. Many issues, including the protection of

Eagle's small-town character, the need for transportation and connectivity improvements, the protection of wildlife, the management of growth, the lack of affordable housing, the need for capital improvements funding and the acquisition of open space carried forward from the 1996 Plan. New elements, including the creation of character areas within the planning boundary, have been introduced to improve the utility of the Plan. A series of inventory and analysis maps, including an updated Future Land Use Map (FLUM), were developed to display current conditions, natural resources, special planning character areas and land use ideas. These maps are located throughout the document, and should serve to assist Town and County officials in determining appropriate growth and land management strategies in the Eagle Planning Area.

A draft of the Plan was finalized in the fall of 2008, which marked the official



Community Open House meetings were held in preparation for the new Area Community Plan.

start of the adoption process. Through a series of public hearings the text, maps, charts and pictures were subject to the scrutiny of the Town of Eagle Planning and Zoning Commission, Town of Eagle Board of Trustees, Eagle County Planning Commission and the Board of County Commissioners. Public agencies and interested members of the public also provided valuable input throughout this process, leading to the adoption of the Plan's final draft.

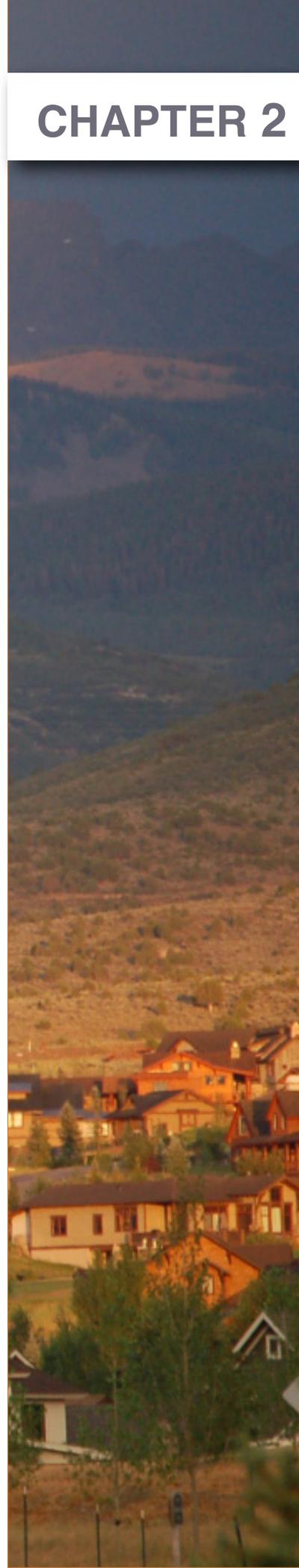
User Guide

The 2010 Eagle Area Community Plan consists of 14 chapters, each devoted to a relevant master planning topic. With the exception of Chapters 1, 2, 4, 5 and 14, each chapter ends with a list of Goals, Policies and Recommended Strategies that are directly associated with and derived from the chapter's intended message. Alternatively, Chapter 6 provides a list of Planning Principles for each of the seven "character areas" that have been identified within the Eagle Planning Area Boundary. Chapter 14 is also different in that it provides a list of action items, which in essence represent those strategies from all the chapters that have been prioritized as the most important for local officials, agencies and/or interest groups to accomplish in the next one to five years.

Community survey results are referenced throughout the document to enhance and clarify the plan's intended message. Maps are similarly used and positioned within the Plan. It is important to note that graphs, charts and resource maps represent conditions at the time the plan was created, and that these conditions and/or opinions are subject to change over time. Reviewing agencies and development applicants should consult and utilize the most current information.

Chapter 4 provides a discussion of land use within the area and includes a valuable planning tool called the Future Land Use Map (FLUM). This map shows the urban growth boundaries for the Town of Eagle, indicates expectations for future land uses within the planning area, and is accompanied by detailed descriptions of the various land use designations shown. Unlike the resource maps, this map represents a strategic and purposeful vision for the area, and is not subject to change without an amendment or update to the plan. Appendix A outlines the various ways that modifications, amendments or updates to the Plan can be made.

**CHAPTER 2:
Vision**



Vision

“Eagle will continue to be a high quality livable community through the implementation of strategies that will enhance the Town’s unique identity, its economic vitality, its sense of community and the quality and character of the surrounding rural lands.”

A master plan “vision” is one of the first outcomes of the planning process, and provides the foundation from which master planning goals, policies and strategies are constructed and organized. Vision statements express a desired future, and they can be simple or quite detailed in nature. Based on input from community meetings, a simple vision statement for the Eagle Area Community

Plan was drafted by planning staff and professional planning consultants hired by the Town. The draft statement was reviewed by the Town’s Citizens Advisory Committee and the Town of Eagle Planning and Zoning Commission, with suggestions provided by the Eagle County Planning Commission. The resulting Vision Statement for the 2010 Eagle Area Community Plan is shown above.



Broadway provides a traditional small town main street atmosphere.

Factors of “Livability”

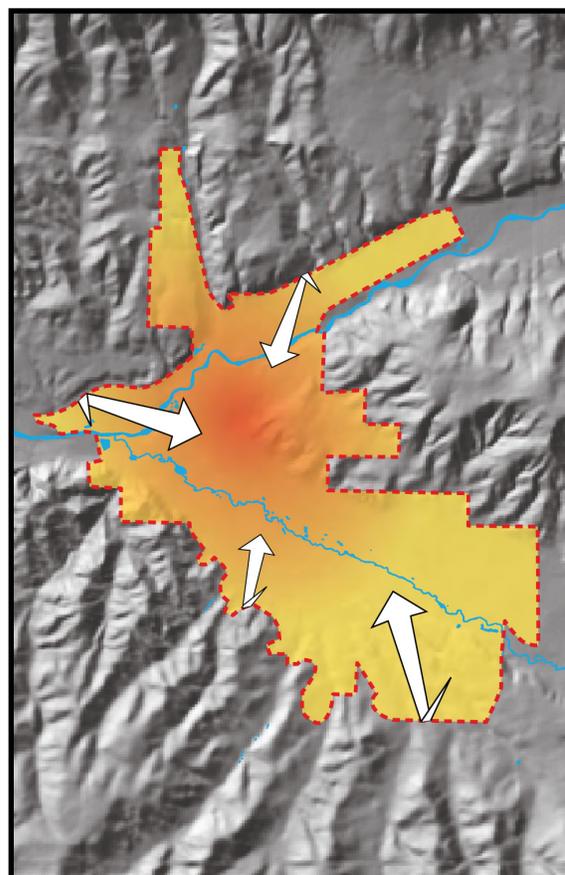
Integral to this vision for the Eagle community is the notion of “livability.” The process of identifying “factors of livability” unique to the Town of Eagle and the surrounding unincorporated countryside involved three community meetings and the input of many citizens, business owners, government officials and land management agencies. This effort resulted in a list of eleven planning approaches that are considered integral to the Town’s new vision statement.

1) Concentrate Urban and Infill Development

The Town of Eagle’s identity draws on its history and its rural western character. Recognizing the strong spirit of connection that exists between the residents of Eagle and the character of the community, a part of the vision for Eagle should be to preserve and enhance the Town’s identity by maintaining a well defined, efficient, and compact development pattern surrounded by ranches and large open tracts of land. As the Eagle community grows, new development should occur within or adjacent to already developed areas to minimize a sprawling development pattern in the agricultural and rural parts of the surrounding countryside. Infill and redevelopment builds on the Town’s established use patterns

and promotes a community form that is pedestrian friendly with interconnected neighborhoods and improved access to alternative transportation options. The Future Land Use Map emphasizes infill and the concentration of development within and adjacent to the Town’s existing urbanized areas.

The 1996 Eagle Area Community Plan established an Urban Growth Boundary for the purpose of maintaining a clear distinction between urban and rural land use patterns. The Urban Growth Boundary for the 2010 Plan has been modified (see Future Land Use Map in



A defined Urban Growth Boundary concentrates development and discourages urban sprawl.

Chapter 4), but carries this intent forward, encouraging infill and compact development on lands that are most appropriate for municipal growth. It is the intent of this plan that development over and above that allowed by current zoning should not be approved on lands outside the Urban Growth Boundary.



Annual Eagle County Fair and Rodeo

2) Maintain the Area’s “Sense of Community”

Community input received through the planning process for this Plan clearly demonstrated people’s belief that the Town of Eagle is a great place for singles, families and seniors to call home. There are good jobs, good schools, wonderful recreational opportunities, and strong social networks that bind the community together. People’s basic needs are well served and they feel safe in Eagle’s streets, businesses and other public

places. Citizens are involved in their town, and are committed to furthering the physical and social connections that provide a sense of community.

The unique character of Eagle as a progressive rural community surrounded by



ShowDown Town concert series in the Eagle Town Park

Community events add excitement, identity and an opportunity for people to come together

open lands, mountain vistas, and expansive blue sky should be maintained and/or enhanced to ensure that the Town continues to be an attractive place for people to live, tourists to visit, and for businesses to find success. The Town and County should work collaboratively to preserve elements of small town character and to maintain the rural land uses and lifestyles in outlying areas that surround the Town. The design of the built environment should promote established community values, enhancing the visual quality of the area's natural and man-made surroundings. Future developments should also be responsive to the influences of changing economic and demographic needs, as well as new and evolving design, construction and transportation technologies.

3) Develop a Comprehensive, Integrated Transportation System

The Town, in collaboration with the County and CDOT, should work to improve mobility in the Town by providing a comprehensive, integrated and multi-modal connectivity and transportation system that effectively addresses pedestrian and bicycle systems, roadway networks, and public transit options, with a goal of reducing dependence on the automobile.

The Historic Town (please reference the Future Land Use Map in Chapter 4) of Eagle is reasonably compact, providing a development pattern that encourages walking and bicycling. This pattern should be reinforced by maintaining the Historic Town as the heart of the community and by working to improve efficient connections to surrounding destinations through a network of streets, paths, and open space corridors.



Conversely, development north of U.S. Highway 6 and closer to the Interstate is very auto-oriented, as are some of the newer residential neighborhoods which are lo-

Access to public transportation is an important livability factor

cated a considerable distance from the Historic Town. Measures should be taken to make these places more interconnected and more conducive to walking and the use of bicycles.

4) Promote Stewardship of Natural, Scenic, and Environmentally Sensitive Areas

The unincorporated rural lands that surround the Town of Eagle contribute significantly to the Town's identity and the

lifestyles enjoyed by local residents and the experience of visitors to the area. As such, the quality and character of the Eagle River Corridor, the Brush Creek Valley, the agricultural lands east and west of Town, and the Eby Creek and Castle Peak areas north of Town should be preserved. The Town and County should work collaboratively to protect natural, scenic, and environmentally sensitive areas through a variety of means including public education, open space acquisition, the promotion of activities and events related to the area's



The scenic beauty in and around Eagle attracts many visitors and significantly enhances the quality of life enjoyed by residents.

agricultural heritage, the development of design guidelines for unincorporated areas, the monitoring of land use impacts and the enforcement of applicable standards.

5) Protect and Preserve Wildlife Habitat and Corridors

Maintaining the livability of the Eagle Planning Area involves the protection of wildlife habitat and corridors. Activities such as hunting, fishing and wildlife viewing enhance recreational opportunities, and bring visitors to the area who contribute to the local economy. The Town and County should continue to work with the Colorado Division of Wildlife, the Bureau of Land Management and the United States Forest Service to protect and preserve wildlife habitat and movement corridors by implementing necessary strategies and mitigations over time to ensure sustainable and healthy wildlife populations throughout the Planning Area.

6) Develop a Proactive Open Lands Program

The Town of Eagle and Eagle County should follow the recommendations of their respective open space plans. The Town and County should continue to be proactive in their approach to maintaining open lands, us-

ing a variety of techniques to preserve viable agricultural lands, river and stream corridors, critical wildlife habitats, steep slopes, ridgelines, areas of geologic hazard and quality viewsheds as permanent open space.

7) Maintain and Enhance Recreational Opportunities

Active and passive recreational opportunities are important to the lifestyles of local residents and visitors. Demand for recreational facilities and amenities, both natural and man-made, will increase over time, and should be met through the acquisition and appropriate management of open space areas, the creation of additional trails and public land access points, and the creation of additional parks, recreational fields and recreational centers. The State of Colorado Small Community Park and Recreation Planning Standards should be utilized where ever applicable and practical.



Open lands enhance views, provide recreation, and protect sensitive areas.

8) Provide Affordable Housing

Affordable housing can be difficult to find in the Eagle Planning Area. Many forces contribute to this shortfall, including rapid population growth, a limited supply of appropriately-sized units, a limited supply of affordable land for new units, and housing prices that have risen far faster than local incomes. The result is an increase in the number of cost-burdened households, with an increasing number of people per dwelling unit, multiple jobs, and a workforce that often commutes long distances.

Ideally, people who work in Eagle should be able to live in Town or in the surrounding area, and the people who live in Eagle should not have to commute great distances to find good employment. Therefore, as the community grows, a variety of housing types and price points should be maintained, and businesses that offer higher paying jobs should be encouraged to locate within the area.



Some of Eagle's newer housing options

9) Diversify and Balance the Economic Base

Recent community input has indicated a continuing desire to avoid a shift to a resort-based or second-home community. Instead, the Town should look for other viable and unique opportunities to diversify its economic base in order to provide the revenues necessary to fund future infrastructure and service needs.

10) Preserve Historic Resources

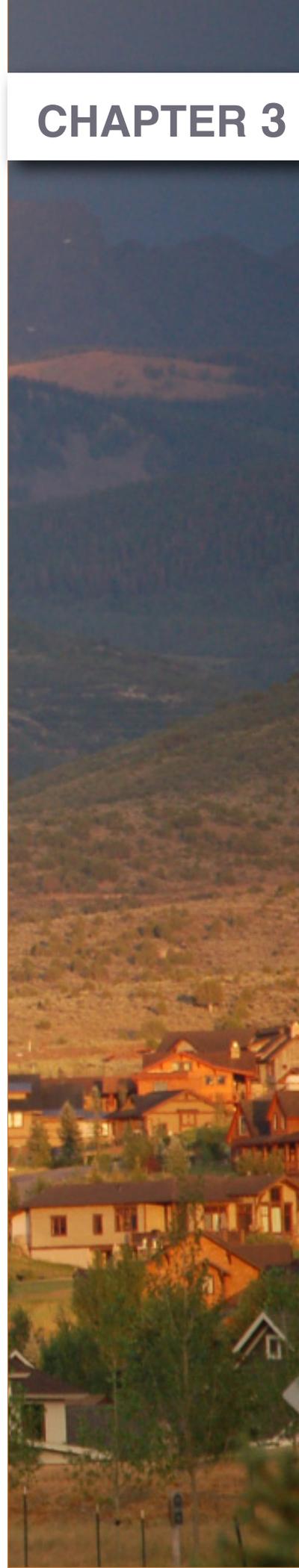
Through the years, the Eagle Planning Area has been able to maintain much of its western historical character, particularly within the Town Center Character



Old Brush Creek Schoolhouse

Area. The preservation of the area's cultural heritage and historic resources should remain an important goal for both the Town and the County. Elements of historical or cultural importance should be identified, and partnerships for funding and preservation assis-

**CHAPTER 3:
Land Use**



Land Use

The purpose of this chapter is to provide a discussion of land use and the various influences that impact land use patterns and land use decisions in the Eagle Planning Area. By reference, the guidelines provided herein should work together with the information provided in Chapter 5, Special Character Areas, and with the purposes and intents of all other chapters of this Area Community Plan.

Background and Trends

A variety of factors have shaped the pattern of development that exists in Eagle County today. In the early days, transportation routes were constructed by necessity along local streams and rivers, and development occurred on valley floors where land was best suited for use. Mining, ranching and farming were the primary economic drivers between the late 1800's and 1970. The towns of Minturn, Gilman and Red Cliff grew to support the mines in the eastern part of the county. To the west, communities like Eagle and Gypsum were incorporated at the confluences of streams and rivers where broader fields provided greater agricultural activities and production. Towns at the time were typically constructed in a traditional grid pattern,

which is strongly evidenced in Eagle's Historic Town today. The Homestead Act of 1862 allowed public lands to be converted to private ownership, and eventually 20% of the lands in Eagle County were privately owned.

The 1970's, 80's and 90's saw an explosion of growth related to skiing and resort tourism in the eastern end of the County. The popularity of Vail and Beaver Creek brought many new workers and second homeowners to the Valley, and started an escalation of real estate prices that resulted in a westward migration of residents and businesses within the County (toward areas less influenced by resort tourism). As a result, the once quiet agricultural communities of Eagle and Gypsum became locations of unprecedented residential and commercial growth. This new popularity of Eagle as a desired place to live has created new pressures, new needs for services and lifestyle amenities, and an increasing disparity between rising home prices and the wages of local workers.

The Colorado State Demographer projects an average annual growth rate for Eagle County of 3.4% over the next 10 to 20 years. Should this forecast prove to be true, the population in the County will double by the year 2030, and much of that growth is anticipated to occur in communities and towns in western Eagle County like Eagle and Gypsum. Re-

gional attractions, economic trends and changing demographics are key factors that contribute to this projected growth. Eagle County is a beautiful place with a great climate, easy access via I-70 or the Eagle County Regional Airport and incredible recreational amenities. Workers, increasingly able to work remotely while living in the mountains due to new technologies, and a rapidly growing population of retirees with a focus on active lifestyles will be looking for communities like Eagle as the best place to live.

Given topographic constraints and private ownership patterns, developable land within the Eagle Planning Area is limited. Additionally, much of the undeveloped property that remains supports historic agricultural uses, views, wildlife habitat and other sensitive lands, and is increasingly valued by residents as rural landscape. The intent of this plan is to help guide land use decisions toward a high quality sustainable future, providing places for people to live, work and play while preserving the area's natural beauty, environmental quality, and small town character. Physical limitations, concerns for the economy and the environment and new and evolving expectations of residents, business owners and visitors will require decision makers to be especially well-informed and visionary as they plan for the future.

Certain factors influence land use decisions. These factors include, but are not limited to:

1. Efficiency
2. Access, mobility and transportation
3. Preservation of open space and environmentally sensitive areas
4. Land use compatibility
5. The benefits (and drawbacks) of mixed use development
6. Community needs

A discussion of each of these factors follows.

1) Efficiency

Efficiency in the context of land use implies development of appropriate density that can be served with minimal new construction of roads and utilities. Efficient developments tend to be located in reasonably close proximity to basic goods and services and they offer a variety of transportation options to residents and workers. The opposite of an efficient land use pattern would be one commonly referred to as "sprawl", where homes and businesses are widely spread out, more costly to serve with infrastructure and services, and where there is considerable dependence on personal automobiles. A number of approaches, including growth boundaries, infill and redevelopment, future land use mapping and intergovernmental agreements can be followed to as-

sure a more efficient community land use pattern.

As a part of this plan the Town of Eagle will adopt a revised Urban Growth Boundary. It is intended that new development should occur contiguous to existing development within this new Urban Growth Boundary, resulting in a compact footprint that is more easily served by infrastructure and transit, and that better facilitates pedestrian and bicycle movement.



A good example of higher density in Eagle Ranch.

Infill and redevelopment promotes greater efficiency, and can serve new needs to keep the Town dynamic, competitive, and economically viable in the marketplace. The 2007 Town of Eagle Community Survey asked residents to rank a number of initiatives and projects the Town of Eagle could undertake. “Continue downtown development” and “promote

infill in the downtown” were strongly supported initiatives. The survey also asked residents to identify the most appropriate ways to direct growth. A common response was to infill more densely within the existing Town.

The infill and redevelopment approach to greater efficiency supports the Town’s land use objectives. A mix of complementary uses can be incorporated in redeveloped areas to facilitate higher development intensities. The cost and logistics of infrastructure upgrades to areas proposed for improvements should be a consideration, as should the stability and character of older neighborhoods that may be impacted.

The development and discussion of Special Character Areas and the careful construction of a Future Land Use Map (FLUM) are additional

elements of this master plan that can lead to more efficient land use. These tools and associated planning principles and policies are intended to help guide the scale, location, type and intensity of new development and redevelopment toward more compact and efficient future land uses.

Inter-governmental agreements between the Town, County and adjacent communities can also help to ensure orderly, efficient development. By directing growth to areas within defined growth boundaries, local jurisdictions can work together to protect open lands and natural resources, deliver public facilities and services more effectively, provide a greater range of options for housing types and locations, and provide a more diverse and efficient range of transportation options.

2) Access, Mobility and Transportation

Access, the mobility of people and the efficient delivery of goods are important considerations that should be fundamental to all land use decisions. Certain properties have excellent access, being in close proximity to major thoroughfares or regional transportation corridors. Other properties are more difficult to access as a result of terrain, existing infrastructure conditions or travel distances. New development may also have dramatic impacts on existing access and mobility scenarios. These factors should be paramount when determining the type and intensity of land use for areas both within and outside of the Town's municipal boundary. It is a given that well coordinated systems of roadways, rail, transit corridors, bicycle paths, sidewalks and trails that link local and regional destinations enhance the livability and economic well-being of residents in the Eagle Planning Area.

The Town and County should continue to work together to ensure land use patterns that are appropriate for their location given the need for connectivity, mobility and service delivery in the Eagle Planning Area.

3) Preservation of Open Space and Environmentally Sensitive Lands

Natural open areas are an important attribute of the Eagle Planning Area, as evidenced by the high ranking assigned to open space preservation in the 2007 Community Survey. These lands are essential to the maintenance of views, water quality, recreational opportunities, historic character and the preservation of healthy wildlife populations. Significant open space and sensitive lands are found in the Castle Peak area, the Brush Creek drainage and along the Eagle River. These lands are either in a natural and undeveloped condition or support agricultural operations that contribute to the pastoral views and overall sense of openness within the planning area. There are also a number of important open spaces and environmentally sensitive lands that exist within the Town's boundaries, like those along lower Brush Creek that were set aside as part of the Eagle Ranch PUD.

In order to protect the scenic, open, and recreation-based character of the community and the quality of life for current and future generations, open lands and environmentally sensitive areas should be

preserved to the greatest degree practicable within the planning area boundary. In particular, efforts should be made to avoid adverse impacts to the health and integrity of the Eagle River, Brush Creek, Eby Creek and other waterways, as well as critical habitat and movement corridors for the area’s wildlife. New development should be sensitive to the visual quality of both the natural and built environment. Steep slopes, ridge tops and



Lower Brush Creek

areas supporting unique or significant vegetative communities (such as riparian areas) should be avoided and key view corridors both inside and outside the community should be identified and preserved. Setbacks, open space requirements, density transfers, open space acquisitions and other strategies should be utilized where ever possible to preserve lands of high conservation value within and around the Town of Eagle (see additional information on open space preservation in Chapter 9). Given the community value of natural resources in the area, the clustering of residential units that might be approved through an Eagle

County Special Use Permit for Conservation Subdivision should be restricted to lands with Resource zoning.

4) Land Use Compatibility

The location of various types of development in relation to one another and within the setting of a town like Eagle has important land use implications. Certain uses are complementary; others can create conflicts with adjacent uses, natural resources or visual quality. Still others have service and delivery needs that are unique. Noise, traffic, odors, infrastructure capacities, density and



Town residents value natural open areas.

safety are common considerations when determining the compatibility of land uses. Strong patterns of use have been established within the Eagle Planning Area, and where those patterns have been demonstrated to be beneficial and complementary they should be retained. In some areas, changes or modifications to present-day uses might be warranted to promote better land use compatibility.

The distribution of land uses on the landscape should be determined by an analysis of many factors, including compatibility, access, connectivity, service delivery, the presence of sensitive lands, visual impact, jobs-to-housing relationships and costs versus revenues for the Town. It is the intent of this plan that lands appropriate for various uses be clearly identified on a carefully constructed Future Land Use Map. In all instances, the Town and County should strive for an integration of land uses that promotes compatibility while meeting the present and future needs of the community.

5) The Benefits (and drawbacks) of Mixed Use Development

Mixed use implies an integration of land uses, sometimes within a given land area but more often within the same building. This increasingly popular approach to development contrasts with traditional Euclidian zoning (“Euclidian” references

a 1926 landmark decision by the US Supreme Court that recognized the constitutionality of zoning in the town of Euclid, Ohio), where different land uses are grouped in distinctly separate land areas. A vertical mix of commercial and residential uses typically results in retail and restaurants on the street level and residential or office uses on the upper floors. Horizontal patterns of mixed use are also common, and typically involve high density residential neighborhoods in immediate proximity to commercial and retail buildings, such that a functionally interdependent development results.

Mixed-use developments are commonly found in “downtown” settings, where walkability and close proximity to jobs, services and public transit create viable live-work arrangements and attractive, vibrant retail and commercial environments. The integration of uses also results in a more dense and compact development where reliance on personal automobiles is reduced.

Drawbacks to mixed use development include difficulties in financing due to the higher risks associated with multiple uses operating in the same place. There can be compatibility problems between use areas, and construction that must accommodate concerns for fire separation, sound proofing, and ventilation can be significantly more expensive than that for single use buildings. Residential



Live-work buildings on Gambel Street in Eagle Ranch

units on upper floors typically have limited outdoor private space which makes them less attractive to families with children or pets. Shared parking can also be an issue as residents compete with business employees and shoppers for spaces.

Mixed use areas are meant to be attractive in appearance and accessible by all modes of transportation. Design standards should be developed for these areas, and can be used to address the integration of uses on the site and to define the relationship of buildings to streets, paths and other amenities. Further discussion of design standards can be found in Chapter 6, Community Design and Appearance.

The Town of Eagle zone districts *Commercial Limited* and *Central Business District* currently accommodate a mix of

uses. Based on further evaluation, it may be determined that the following areas would be appropriate for new or additional mixed-use development:

- A. Properties adjacent to Grand Avenue (U.S. Highway 6);
- B. The area encompassing Broadway, the west side of Capitol Street, and the east side of Wall Street within the Historic Town;
- C. The area at the intersection of Sylvan Lake Road and Capitol Street (within the Eagle Ranch PUD);
- D. Lands east of the east end of Chambers Avenue that have been designated “East Eagle Mixed Use” on the Future Land Use Map (FLUM), and
- E. Properties within the “West Eagle Mixed Use” area, as defined on the FLUM.



Mixed use buildings on Capitol Street

6) Community Needs

Last but certainly not least, meeting the needs of an evolving community is a strong factor in local land use decisions. Local demographic trends and the lifestyles and habits of local residents and visitors should be continuously monitored by local officials to determine needs for commercial space, industrial space, residential units, service amenities and recreational opportunities. Maintaining an appropriate and full spectrum of dwelling unit types and price points is very important in a fast growing and increasingly expensive community like Eagle.

New residential development can trigger the need for new schools, fire stations, medical facilities, roads, trails, recreational amenities and water treatment plants. New commercial or industrial uses often require upgrades to off-site intersections and/or utility service lines.

Accommodating reasonable growth while preserving the environment and a quality of life that attracts residents and visitors to the area is an increasingly complex task. There are regional influences that must be considered as well, especially in a place of such immense popularity that is connected to other parts of Colorado and the rest of the world by an interstate highway and a modern, full service airport.



The “Everything Store” is an Eagle landmark.

Land Use Goal #1: *Development proposals are consistent with the purposes and intents of the 2010 Eagle Area Community Plan, and consider all other relevant infrastructure, natural resource and public land management plans.*

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Land Use Policy 1.1</p> <p>Use the goals, policies, principles, implementation strategies, resource maps and future land use designations of the Eagle Area Community Plan in the evaluation of new land use proposals.</p>	<p>A. Create and utilize a detailed development review matrix to analyze development proposals and ensure they are reviewed in the context of the goals and objectives of all relevant master planning documents.</p>
<p>Land Use Policy 1.2</p> <p>Utilize the most current technological tools, studies and community input in the evaluation of new land use proposals.</p>	<p>A. Implement a Town of Eagle Geographic Information System (GIS).</p> <p>B. Overlay development proposals with the relevant natural resource analysis maps to assist in the development review process.</p> <p>C. Consider relevant economic forecasts, road access plans, water and sewer service plans, travel management plans, vegetation management plans, recreation plans, watershed plans, wildlife management plans, viewshed studies and other relevant government and private agency studies and guiding documents in the evaluation of new development proposals.</p> <p>D. Develop a Land Use Tracking System using a parcel-based GIS database to evaluate the conformance of land use relationships and patterns to stated master planning goals and objectives.</p> <p>E. Periodically conduct and/or update public opinion surveys, and otherwise encourage and incorporate public participation in the land use decision making process.</p>

Land Use Goal #2: *Site designs and development patterns within the Eagle Planning Area achieve infrastructure and transit efficiency within the context of Rocky Mountain communities.*

POLICIES	RECOMMENDED STRATEGIES
<p>Land Use Policy 2.1</p> <p>Future development should occur within the Town’s established Urban Growth Boundary.</p>	<ul style="list-style-type: none"> A. Execute an inter-governmental agreement between Eagle County, the Town of Gypsum and the Town of Eagle that identifies strategies and responsibilities to foster orderly and efficient development in the area, maintaining buffers of rural land between the communities of Gypsum, Eagle and Wolcott. B. Direct owners of land within the Urban Growth Boundary to the Town for annexation, development review, and approval. C. Maintain existing zoning and the rural character of the landscape on unincorporated lands located outside of the Town’s Urban Growth Boundary.(please see the FLUM and associated FLUM Designation Descriptions for additional information). D. Adhere to established criteria when considering an “exception” to the Eagle Area Community Plan that would result in an outward expansion of the Town’s Urban Growth Boundary.
<p>Land Use Policy 2.2</p> <p>New development should be compact, pedestrian friendly and located within or adjacent to existing development to minimize infrastructure and service needs.</p>	<ul style="list-style-type: none"> A. Promote the development of compact neighborhoods in close proximity to public transit options and established neighborhood retail centers. B. As determined appropriate, work to increase residential and commercial densities in established neighborhood retail center areas. C. Work to amend regulatory barriers that prevent the intensification of development in identified areas already served by Town infrastructure. D. Identify specific redevelopment and infill opportunities on vacant or under-utilized lots in otherwise built-up areas through future sub-area planning efforts. Ensure that infill and redevelopment areas contain sufficient land for community facilities, recreation and government services as appropriate.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Land Use Policy 2.2, continued</p> <p>New development should be compact, pedestrian friendly and located within or adjacent to existing development to minimize infrastructure and service needs.</p>	<ul style="list-style-type: none"> E. Utilize incentives including public-private partnerships, density bonuses and modification of development requirements to encourage infill and redevelopment. F. Ensure residential infill and redevelopment outcomes blend appropriately with the character and scale of surrounding neighborhoods. G. Encourage clustering through the Conservation Subdivision process as an alternative to traditional 35 acre development in unincorporated areas, but restrict clustering to lands with Resource zoning.

Land Use Goal #3: *Development in the Eagle Planning Area is adequately served by an efficient multi-modal transportation system.*

POLICIES	RECOMMENDED STRATEGIES
<p>Land Use Policy 3.1</p> <p>Assure adequate access to and appropriate mobility options within all developed areas.</p>	<ul style="list-style-type: none"> A. Consider the policies and prescriptions of local and regional access control plans, traffic management plans and public transportation plans in the development review process. B. Design road, parking and delivery systems to anticipate future development and transportation needs. Promote a land use pattern that minimizes travel distances and encourages mobility by means other than the personal automobile. C. Work to complete the Eagle County Trails (ECO) regional bike path within the Eagle Planning Area. D. Inter-connect residential neighborhoods, neighborhood retail centers and other public destinations with a paved recreational path and/or sidewalk system. Connect local paths to regional paths at appropriate locations. E. Maximize opportunities for pedestrian and bike access to public transit stops and stations. F. Work to develop local “feeder” public transit systems. G. Support efforts to create an efficient and effective mass transit system that would connect communities in Eagle County.

Land Use Goal #4: *Open lands, viewsheds and environmentally sensitive areas enhance local lifestyles and businesses and are appropriately preserved within the Planning Area boundary.*

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Land Use Policy 4.1</p> <p>Preserve high quality agricultural lands, public lands, wildlife resources, water resources, forest resources and viewsheds in the Eagle Planning Area.</p>	<ul style="list-style-type: none"> A. Use conservation easements to preserve agricultural and other private open lands resources. B. Maintain existing public land boundaries, unless the public benefits realized by a land trade or exchange clearly outweigh any negative impacts. C. Preserve and protect the quality and integrity of riparian areas and river and stream corridors. D. Utilize best management practices on open space properties. E. Utilize compact development, infill and conservation oriented development to accommodate growth while retaining open lands and protecting environmentally sensitive areas. F. Work with the County and land management officials to identify parcels that should be acquired under the Town or County open space program. G. Provide incentives to retain agricultural land use, agricultural structures and related activities and events in the Eagle Planning Area. H. Discourage pre-annexation agreements for Town water service for new development in areas outside the Urban Growth Boundary.

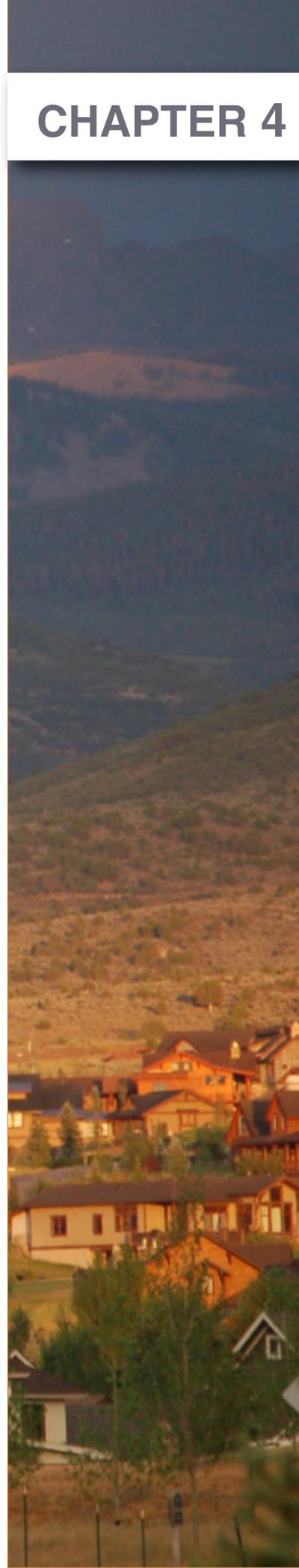
Land Use Goal #5: Land uses in the Eagle area are positioned and/or designed to foster safety and compatibility.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Land Use Policy 5.1</p> <p>Avoid/correct land use patterns that create conflicts or unsafe conditions within the Planning Area.</p>	<ul style="list-style-type: none"> A. Evaluate existing land use patterns within the planning boundary to identify areas where compatibility may be an issue, and develop plans to remedy compatibility issues over time. B. Plan comprehensively to ensure that new land use approvals create safe conditions for residents, guests, business owners and/or business patrons both on and off the premises. C. Promote awareness and acceptance of the impacts of continued agricultural uses in close proximity to the town. D. Ensure adequate fire protection mitigation measures are incorporated into developments located at the wildland/urban interface.
<p>Land Use Policy 5.2</p> <p>Avoid/correct improvements and land uses that are not compatible with natural systems or features of the natural landscape</p>	<ul style="list-style-type: none"> A. Work over time to modify existing developments that negatively impact sensitive lands and environments. B. Work with property owners to implement best management practices on agricultural lands. C. Refer all development applications to the appropriate review agencies and experts to evaluate impacts of development on water quality, air quality, vegetation and wildlife. D. Utilize photo simulation and/or other technologies to evaluate the visual impact of proposed development on the natural landscape. E. Apply dark night sky standards to all proposed outdoor lighting systems, and work to retrofit existing systems over time.

Land Use Goal #6: *Mixed use development is utilized in select areas to increase density, foster efficient lifestyles, enhance social interaction and facilitate commercial and retail success.*

POLICIES	RECOMMENDED STRATEGIES
<p>Land Use Policy 6.1</p> <p>Promote vertical mixed use, horizontal mixed use or a combination of mixed use patterns in appropriate areas with the Town’s Urban Growth Boundary.</p>	<ul style="list-style-type: none"> A. Utilize sub-area planning to identify additional areas within the Town where mixed use would be both viable and desirable. Evaluate utility and road upgrades that will be necessary for increased densities and/or intensities of use. B. Revise the Town of Eagle Land Use and Development Ordinance to minimize regulatory barriers to mixed use development within appropriate zone districts. C. Consider a package of development incentives to encourage mixed use buildings in selected areas. D. If large scale development is approved on properties east of Chambers Avenue, prepare a Chambers Avenue Sub Area Plan to address new influences and opportunities in the area served by this important connector roadway.
<p>Land Use Policy 6.2</p> <p>Ensure appropriate design standards are applied to areas of mixed use.</p>	<ul style="list-style-type: none"> A. Develop and/or work to enhance design standards for existing and proposed mixed use areas. B. Require adequate pedestrian amenities/facilities including sidewalks, landscaped areas, gathering areas and nighttime lighting in mixed use developments.

**CHAPTER 4:
Future Land Use Map**



Future Land Use Map

The Eagle Area Community Plan’s Future Land Use Map (FLUM) was developed through careful analysis of opportunities and constraints, and from input and ideas received through the public planning and review process. It is important to note that the FLUM provided by this Plan is not a substitute for Town and/or County zoning and related land use regulations.

The 2010 (FLUM) indicates desired land uses and development patterns within the entire Planning Area boundary. While fundamentally different from “zoning”, the FLUM also uses colors on a map to indicate broad land use designations. Each FLUM designation has an attendant description that provides:

- A list of appropriate land uses.
- Location criteria.
- A list of desired character traits.
- A list of general development intentions.
- The Town and County zoning districts that would be most appropriate within the designation.

As stated earlier, FLUM designations are not a substitute for nor do they supersede Town and County Zoning and associated Land Use Regulations. These regulations exist as a separate set of

documents, and more specifically prescribe the land uses allowed and the conditions which must be met for development on all properties within both Town and County jurisdictions. The 2010 Future Land Use Map reflects community values, and the purposes and intents of this master planning effort. As such, it should be used as a guiding tool for land planning and the public review of land use applications.

The 2010 Future Land Use Map was developed by:

- Analyzing existing land use conditions, opportunities and constraints;
- Analyzing social, economic and political conditions and relationships;
- Identifying lands that should be protected in order to preserve the history, heritage, character, natural resources and/or the environmental integrity of the area;
- Identifying areas where connectivity and/or infrastructure improvements should be made;
- Identifying lands relative to their capacity for higher intensities or different types of use; and
- Incorporating the issues, values and desires expressed at public meetings, Citizen Advisory Committee meetings,

Town and County Planning and Zoning Commission hearings and Town Board hearings.

The 2010 FLUM map is shown on Page 34, with an inset detail on Page 35. Descriptions of each Land Use Classification begin on Page 36.

Future Land Use Map Designation Descriptions

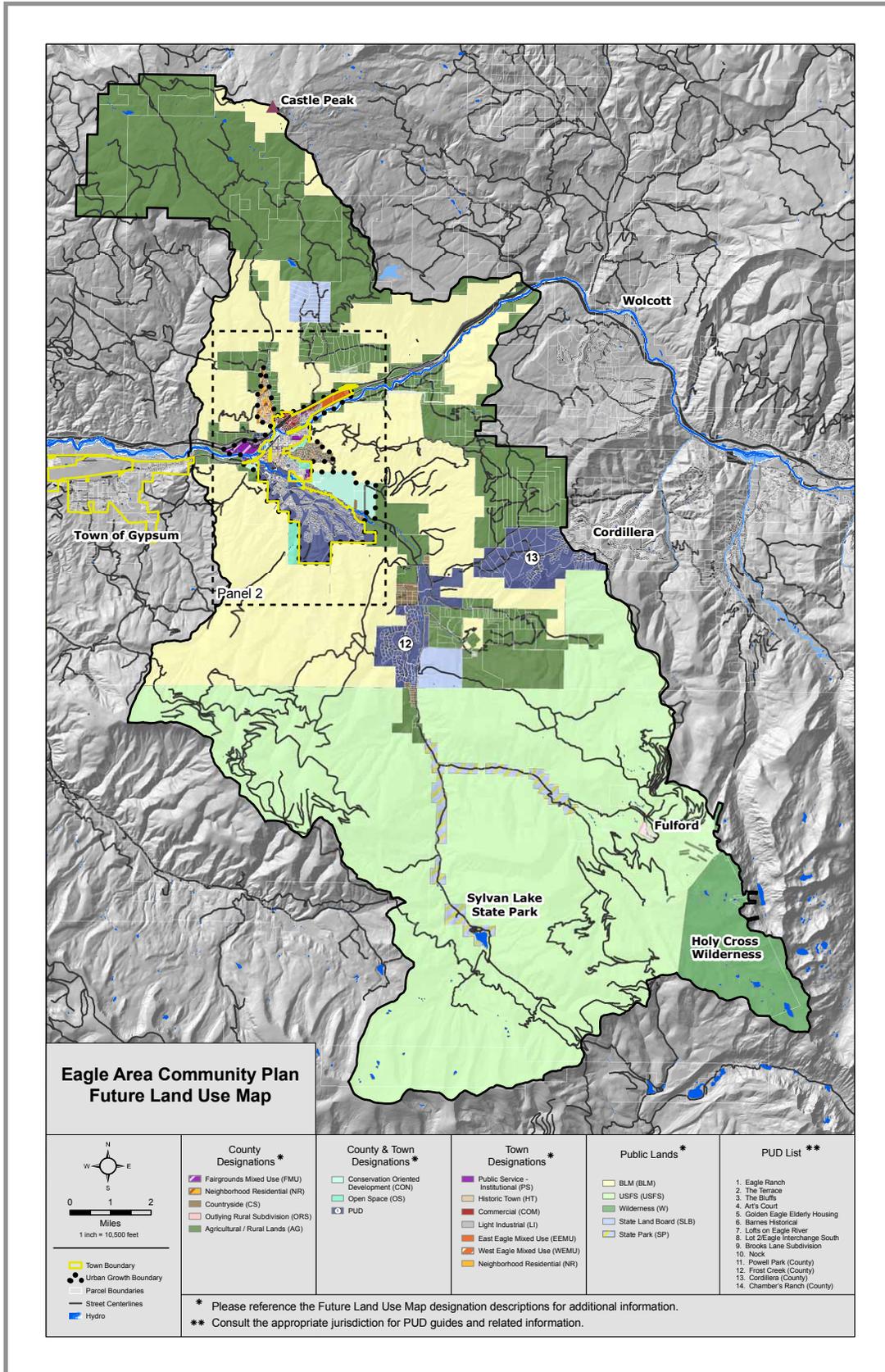
Summary List of Designations

Town Lands

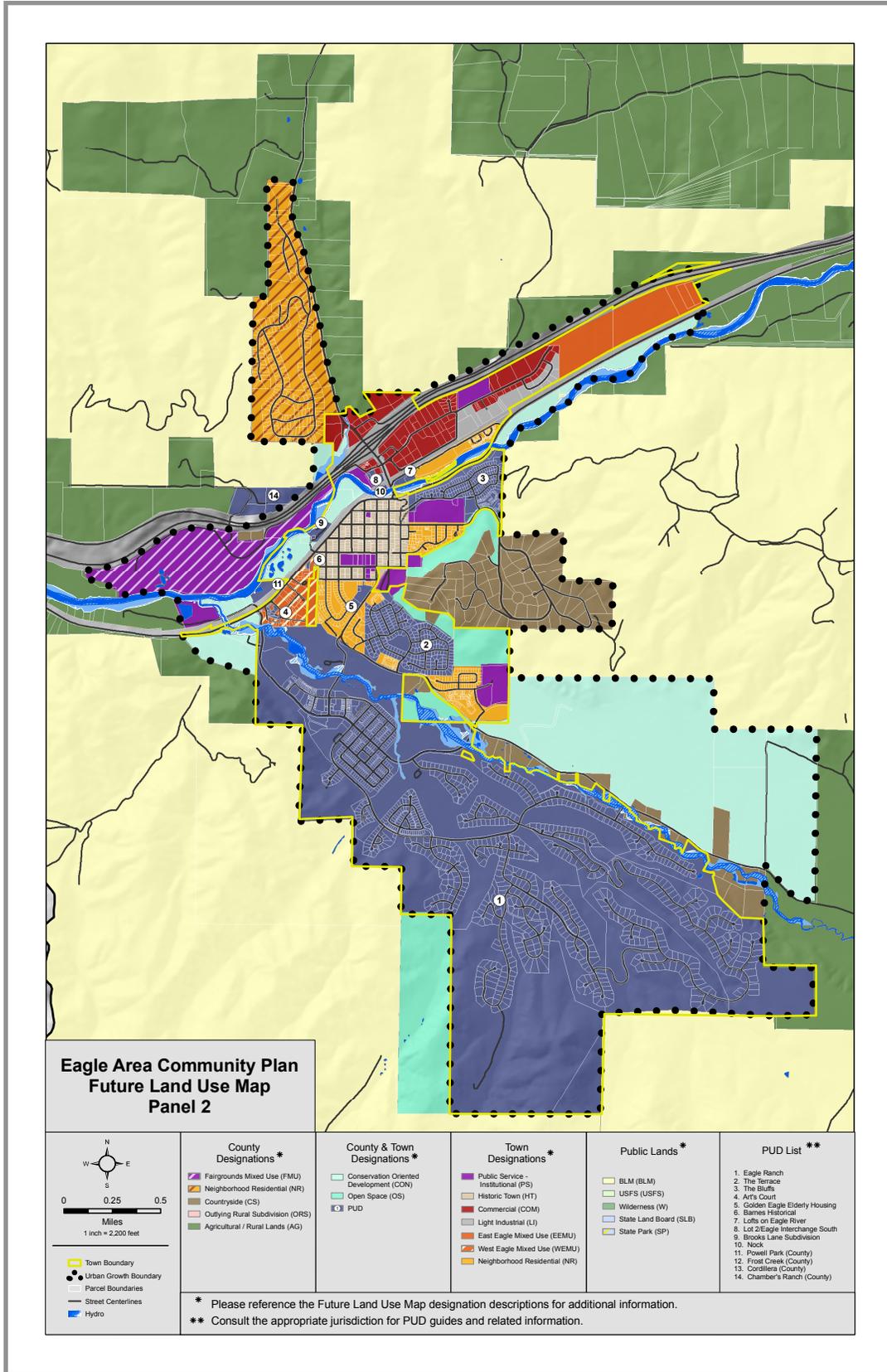
- Planned Unit Development
- Neighborhood Residential
- Historic Town
- East Eagle Mixed Use
- West Eagle Mixed Use
- Commercial
- Light Industrial
- Public Service/Institutional
- Open Space
- Conservation Oriented Development

County Lands

- Planned Unit Development
- Neighborhood Residential
- Fairgrounds Mixed Use
- Countryside
- Outlying Rural Subdivision
- Agricultural/Rural
- Public Lands



Future Land Use within Eagle Area Plan Boundaries



Future Land Use within the Urban Growth Boundary

FLUM Designations for Lands within the Town’s Urban Growth Boundary:

PLANNED UNIT DEVELOPMENT

<p>INTENT</p>	<p>A. The use of PUD zoning is encouraged for development on properties that contain amenities of high conservation value, or for projects that incorporate a mix of desirable uses. Variations from established standards, codes and design guidelines should be minimized except in those instances where variations work to achieve desired outcomes for Planned Unit Development zoning (reference Chapter 4.11 of the Town of Eagle Land Use and Development Code, Section 4.11.020, <i>Purposes</i>).</p> <p>B. Future changes to existing PUD’s in the Town of Eagle should satisfactorily address all standards established through the Town of Eagle PUD Amendment process, which includes a demonstration of conformance to the goals and policies of this master plan document.</p>
<p>CHARACTER</p>	<p>A. Lands with the Planned Unit Development (PUD) designation have been provided Planned Unit Development zoning through a public entitlement process conducted by the Town. By their nature, PUD’s allow a specific mix of uses and/or a specific layout of uses that generally would not be accommodated by a single traditional zone district. They are typically accompanied by PUD Guides and Site Plans that provide considerable detail regarding allowed use, layout, design and intent. The reader is directed to consult the Town of Eagle Planning Department for information regarding Planned Unit Developments approved within the Town’s jurisdiction.</p>
<p>LOCATION CRITERIA</p>	<p>A. Scattered in areas served by Town infrastructure within the Town’s incorporated boundary.</p>
<p>LAND USES</p>	<p>A. Vary based on PUD purpose. Consult project specific PUD Guide.</p>
<p>ZONE DISTRICTS</p>	<p>A. PUD - Planned Unit Development</p>

NEIGHBORHOOD RESIDENTIAL

INTENT	<ul style="list-style-type: none"> A. Provide safe, functional living environments. B. Provide full pedestrian connectivity within developed areas. C. Provide multimodal access from developed areas to local goods and services as well as regional destinations, reducing reliance on the personal automobile. D. Provide layouts that preserve views, promote energy efficiency, protect sensitive lands and encourage social interaction. E. Provide architecture and landscape design elements that build on/enhance the Town of Eagle's unique sense of place. F. Provide adequate and easily accessed recreational amenities, including quality parks, open spaces and playfields.
CHARACTER	<ul style="list-style-type: none"> A. Buildings, streets, public spaces and landscape improvements are pedestrian in scale. B. Design elements create a sense of time and place unique to the Town of Eagle community. C. Parks, trail corridors and other public spaces are well maintained. D. Open space areas work in harmony with natural landforms and features.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. Located in areas served by Town infrastructure within reasonable proximity to public services, job centers and daily shopping needs. B. Located to foster compatibility and avoid conflicts with adjacent uses.
LAND USES	<ul style="list-style-type: none"> A. Single family homes, duplexes or multifamily units with ancillary uses, as provided by zoning. B. Neighborhood recreational fields, parks and trails. C. Public services like schools, daycare, churches, transit stops, postal substations, consistent with zoning. D. Natural open space.
ZONE DISTRICTS	<ul style="list-style-type: none"> A. RM - Residential Medium Density B. RMF - Residential Multi-family C. PUD - Planned Unit Development (note that PUD has its own FLUM designation)

HISTORIC TOWN

<p>INTENT</p>	<ul style="list-style-type: none"> A. Preserve Eagle’s commercial and old town residential neighborhood character. New structures should be of appropriate scale, design and architecture to “blend in” with existing character. B. Maintain residential uses in close proximity to shopping and business locations to enhance local retail and business success. C. Provide a safe, attractive living and business environments, with multimodal connectivity to local and regional destinations. D. Create a network of trails and sidewalks that improve pedestrian connectivity, working within the confines of established rights of way, setbacks, yard improvements, parking requirements and points of access in the Historic Town area. E. Encourage mixed use in commercial areas, as practical. F. Avoid user conflicts, incompatible uses. G. Reduce reliance on the personal automobile by providing multi-modal transit options. H. Encourage infill and redevelopment of underutilized lots. As the need for additional commercial space arises, retail and commercial uses should expand incrementally out from the Broadway Central Business District. I. Develop additional design guidelines for the Historic Town area through the implementation of a more detailed Historic Town Sub Area Plan.
<p>CHARACTER</p>	<ul style="list-style-type: none"> A. Improvements reflect the Town’s rich history and maintain a small town feel, with form, setbacks, architecture and landscaping typical to historic agricultural communities on Colorado’s western slope. B. The street pattern is generally a traditional grid extending from a central main street/commercial core. Businesses and homes are commonly served by back alleys. C. Residential areas are pedestrian oriented and adequately buffered from commercial uses. Uses may intermingle on the margins of residential neighborhoods. D. Sidewalks are provided in commercial areas, may or may not be present in residential areas. E. Landscaping is of urban character in commercial areas. Residential streets and home fronts are shaded by large trees.

HISTORIC TOWN, continued

LOCATION CRITERIA	A. Located within the Town Center Character Area, the Historic Town Future Land Use designation is bordered by Hilltop Street to the east, Grand Avenue (US Highway 6) to the north, McIntire Street to the west and Seventh Street to the south.
LAND USES	A. Residential B. Commercial retail C. Commercial office D. Commercial restaurant/entertainment E. Civic/educational/institutional F. Parks and playgrounds.
ZONE DISTRICTS	A. CBD - Central Business District B. CL - Commercial Limited C. RM – Residential medium Density D. RMF – residential Multi-Family E. PUD – Planned Unit Development

EAST EAGLE MIXED-USE

INTENT	<ul style="list-style-type: none"> A. Plans for development of the East Eagle Area should be submitted as a single Planned Unit Development. B. Development of any significant intensity in the East Eagle Mixed Use Area should at a minimum be contingent on the extension of Chambers Avenue to Highway 6, the construction of a new water tank, the extension adequately sized water and sewer mains and pedestrian connections into the area. C. Promote a street system and distribution of land uses east of Chambers that minimizes impacts to traffic on Chambers Avenue and Eby Creek Road. Depending on the level of development, the construction of the East Eagle Interchange may be required. D. Use the visibility and accessibility of the area to I-70 to draw new businesses to town which cater to/rely on broader regional markets. Regional retailing is encouraged to be located in this area. E. Allow for the development of larger lots and larger buildings than those typical to other commercial zone districts in the Town of Eagle. F. Work to improve connectivity and more pedestrian-friendly access in areas where pedestrian movement is desirable. G. Provide added goods, services and housing for local residents. H. Provide an attractive and architecturally appropriate eastern front door to the Town of Eagle. Design guidelines for this area are required as part of a development application. I. Ancillary residential units in combination with other uses may be appropriate in order to: <ul style="list-style-type: none"> 1) provide a mix of housing units in close proximity to jobs, 2) reduce reliance on /use of personal automobiles, and 3) increase pedestrian activity within commercial and retail environments, adding vibrancy and vitality to the area. J. Group retail/entertainment destinations to encourage one-stop shopping. Provide site designs that maximize opportunities for shared parking. K. Building arrangements should minimize user conflicts with an emphasis on avoiding negative impacts to residential units.
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EAST EAGLE MIXED-USE, continued

INTENT , continued	<p>L. Signs, trails, transit stops, road markings, pavement patterns, bollards and nighttime lighting ensure safe pedestrian and vehicular movement.</p> <p>M. The design and function of the East Eagle Mixed Use Area should strive to make it part of the larger Eagle community rather than a stand alone neighborhood. This can be accomplished through signage, tenant mix, open space, vehicular and pedestrian connections, marketing and streetscape elements.</p>
CHARACTER	<p>A. A variety of building sizes and styles incorporate modern construction techniques to create an attractive, inviting environment that contributes positively to the Town of Eagle’s unique character and sense of place.</p> <p>B. Extensive landscaping further unifies development, reducing the perceived scale and mass of larger buildings and mitigating or screening the visual impacts of parking and loading areas.</p> <p>C. Signs, trails, transit stops, road markings, pavement patterns, bollards and nighttime lighting incorporate a uniform design theme, further enhancing the area’s identity.</p> <p>D. Residential units and/or neighborhoods are appropriately integrated into the site plan and noise from I-70 is attenuated through landscaping and building design.</p> <p>E. Open space and active recreational amenities are positioned on the landscape to serve the residents, enhance buffering, create exceptional internal views and to add to the overall visual quality of the area.</p>
LOCATION CRITERIA	<p>A. Applies to all lands located south of I-70 and north of US Highway 6, between the east end of Chambers Avenue and the Town’s eastern boundary.</p>
LAND USES	<p>A. Commercial retail</p> <p>B. Commercial office</p> <p>C. Commercial service</p> <p>D. Restaurant, entertainment</p> <p>E. Civic/educational/institutional</p> <p>F. Lodging</p> <p>G. Residential</p> <p>H. Parks, trails and open space</p>
ZONE DISTRICTS	<p>A. PUD - Planned Unit Development</p>

WEST EAGLE MIXED-USE

<p>INTENT</p>	<ul style="list-style-type: none"> A. Provide an attractive and architecturally appropriate western front door to the Town of Eagle. B. Phase out unattractive and/or non-compatible uses as opportunity allows. C. Draw business from commuters on US Highway 6 that might not otherwise stop and contribute to the local economy. Provide added incentive for commuters on I-70 to visit Eagle’s original downtown area. D. Provide added goods and services for local residents. E. Provide site designs that maximize opportunities for shared parking, and one-stop shopping. F. Provide residential units in close proximity to commercial areas to reduce reliance on /use of the personal automobile, and to increase human activity within downtown commercial and retail environments. G. Minimize user conflicts through careful planning, with an emphasis on avoiding negative impacts to residential units. H. Provide strong movement, land use and character connections between the West Eagle Area and Eagle’s Historic Town. I. Provide a direct vehicular travel route through the area that connects the intersection of Capitol Street and Brush Creek Road with Grand Avenue. J. Develop additional design guidelines through the implementation of a more detailed West Eagle Sub Area Plan.
<p>CHARACTER</p>	<ul style="list-style-type: none"> A. A variety of building sizes and styles incorporate modern construction techniques while reflecting the historic character of the Town, especially where development fronts US Highway 6 (Grand Avenue). Architectural features and exterior materials provide a unified appearance and unique sense of place. B. Landscaping helps reduce the perceived scale and mass of larger buildings and mitigates or screens the visual impact of parking and loading areas. C. Streets and buildings are pedestrian in scale. Shop fronts, sidewalks, trails, signs, parks, transit stops and nighttime lighting are designed and located to enhance the pedestrian experience. D. Residential units and/or neighborhoods are appropriately integrated and/or buffered from noise and commercial uses.

WEST EAGLE MIXED-USE, continued

LOCATION CRITERIA	A. Applies to all lands located between the intersection of 5 th Street and Grand Avenue and the Sylvan Lake Road roundabout south of Grand. Its eastern boundary is the eastern boundary of the former Forest Service Horse Pasture Parcel.
LAND USES	A. Residential (including institutional residential) B. Commercial retail C. Commercial office D. Commercial service E. Restaurant, entertainment F. Lodging G. Parks, trails and open space
ZONE DISTRICTS	A. PUD - Planned Unit Development B. CG - Commercial General C. CL - Commercial Limited D. RMF - Residential Multifamily E. RM - Residential Medium Density

COMMERCIAL

INTENT	<ul style="list-style-type: none"> A. Provide opportunity for a broad variety of commercial uses important to the local and regional economy. B. Concentrate commercial uses in areas easily accessed by automobiles and trucks. C. Concentrate retail outlets within commercial areas to promote opportunities for one stop shopping. D. Commercial uses are generally not compatible with residential units. A limited number of live work arrangements may be appropriate, per zoning.
CHARACTER	<ul style="list-style-type: none"> A. Generally auto oriented land uses, with shop and business entrances highly visible from adjacent travel routes and fronted by appropriately sized parking lots. B. Outdoor storage areas and loading bays are located on the back or sides of properties, and are generally screened from view. C. Similar architectural features and exterior materials should reflect Eagle’s unique identity providing a unified appearance and strong sense of place. D. Landscaping provides an added unifying element, helps to reduce the perceived scale and mass of buildings.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. Located between I-70 and the Union Pacific Rail Road in the vicinity of the Eagle I-70 interchange.
LAND USES	<ul style="list-style-type: none"> A. Office B. Business park C. Distribution centers/warehousing D. Retail E. Lodging F. Entertainment
ZONE DISTRICTS	<ul style="list-style-type: none"> A. CG - Commercial General B. CL - Commercial Limited C. PUD - Planned Unit Development

LIGHT INDUSTRIAL

INTENT	<ul style="list-style-type: none"> A. Provide opportunity for a broad variety of light industrial, uses important to the local and regional economy. B. Concentrate light industrial uses in areas easily accessed by automobiles and trucks. C. Light industrial uses may be compatible with certain commercial uses, but are generally not compatible with residential units. A limited number of live work arrangements may be appropriate, per zoning.
CHARACTER	<ul style="list-style-type: none"> A. Buildings appropriately scaled and sited on the landscape. B. Auto and delivery truck oriented site designs, with larger parking lots for loading, delivery and truck turn-arounds. C. Outdoor storage areas and loading bays are well organized and screened to the extent practicable. D. Similar architectural features and exterior materials should reflect Eagle's unique identity providing a unified appearance and strong sense of place.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. Generally sited on the perimeter of Town or adjacent to other compatible uses, in single use (not mixed use) areas.
LAND USES	<ul style="list-style-type: none"> A. Repair shops B. Equipment storage C. Light manufacturing, D. Distribution centers/warehousing E. Service oriented businesses
ZONE DISTRICTS	<ul style="list-style-type: none"> A. I - Industrial

PUBLIC SERVICE/INSTITUTIONAL

INTENT	<p>A. Provide sites for necessary public facilities and services. B. Avoid user conflicts and compatibility issues.</p>
CHARACTER	<p>A. Buildings appropriately scaled and sited on the landscape. Outdoor storage and delivery areas are screened from public view. B. Government office buildings, schools, churches, libraries, medical facilities and information centers showcase the variety of desired architectural themes for the Town, unifying and enhancing the Town’s identity and sense of place.</p>
LOCATION CRITERIA	<p>A. Sited within or near town and neighborhood centers. Services that generate high traffic volumes should be located to avoid impacts to residential neighborhoods. B. Wastewater treatment facilities and busy service maintenance yards should be located an appropriate distance from residential neighborhoods.</p>
LAND USES	<p>A. Educational facilities B. Government offices C. Public service offices, maintenance yards D. Public infrastructure facilities E. Libraries F. Cemeteries G. Church sites H. Information centers I. Recreation centers J. Health care offices, facilities</p>
ZONE DISTRICTS	<p>A. PA - Public Area B. CBD – Central Business District C. R – Resource (County)</p>

OPEN SPACE

INTENT	<ul style="list-style-type: none"> A. Preserve wildlife habitat, wildlife migration corridors, riparian areas, view corridors, agricultural uses and areas of natural vegetation. B. Provide buffers between communities, between different land uses, between developed areas and natural areas. C. Protect steep hillsides and areas of geologic hazard. D. Provide quality passive recreation.
CHARACTER	<ul style="list-style-type: none"> A. Open, undeveloped and unaltered lands that are in a generally natural condition, or that are managed to establish and maintain a healthy natural condition. B. May contain agricultural fields, pastures, fences and other structures.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. Appropriate throughout the Planning Area. Often contains lands of high conservation value or hazard areas. B. Maybe especially important on the margins of development. C. Should be buffered where possible from adjacent land uses that would diminish the value of the property for passive recreation.
LAND USES	<ul style="list-style-type: none"> A. Trails, trail heads B. Passive recreation C. Resource protection and other land management activities
ZONE DISTRICTS	<ul style="list-style-type: none"> A. PA – Public Area B. R – Resource (County) C. PUD – Planned Unit Development

CONSERVATION ORIENTED DEVELOPMENT

<p>INTENT</p>	<ul style="list-style-type: none"> A. Development over and above that allowed by existing zoning on properties with this designation predicated on annexation to the Town of Eagle. B. Balance conservation and development objectives. C. Preserve attributes of high conservation value as determined practicable and appropriate on site by site basis. Attributes of high conservation value include, but are not limited to stream and river corridors, wetlands and riparian areas, viewsheds, wildlife habitat and movement corridors, significant, unique or endangered vegetation, historic sites or structures, productive agricultural lands, steep slopes and geologic hazard areas. D. Set aside an appropriate amount of land as open space to foster compact development, provide quality recreation, provide adequate setbacks from major roads and highways and to otherwise facilitate the preservation of attributes of high conservation value on the property. E. Avoid disconnected, sprawling development by locating higher densities and intensities of land use close to existing developed areas. F. Minimize variations allowed from established standards, codes and design guidelines except in those instances where variations work to achieve desired outcomes for Planned Unit. Development zoning (reference Chapter 4.11 of the Town of Eagle Land Use and Development Code, Section 4.11.020, Purposes). G. Within residential areas, conform to the “Intentions” listed under the FLUM designation description listed in this section for NEIGHBORHOOD RESIDENTIAL. H. If the property is within an identified character area, adhere to the planning principles provided in Chapter 5 related to that character area. I. Incorporate small scale commercial use areas (if determined appropriate and necessary) to serve the needs of the immediate neighborhood (e.g. a small general store). Locate commercial uses in areas easily accessed by automobiles and trucks.
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CONSERVATION ORIENTED DEVELOPMENT, continued

CHARACTER	<ul style="list-style-type: none"> A. Development is clustered, providing walkable neighborhoods, functional and interconnected open spaces and easily accessed public facilities. B. Developed areas are compact and well connected with multimodal road, path and trail systems. C. Architecture is compatible with identified conservation values, with the natural landscape and/or with adjacent developed areas, building upon and enhancing Eagle's unique identity and sense of place.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. Located in areas that can be efficiently served by town infrastructure, within reasonable proximity to public services, job centers and shopping, where environmentally or aesthetically valuable lands also exist. B. Suitable for locations on the perimeter of Town, where a diminishing density transition to rural lands is desired
LAND USES	<ul style="list-style-type: none"> A. Residential and uses ancillary to residential B. Neighborhood Commercial (limited) C. Agricultural D. Active and passive recreation E. Civic/educational facilities F. Open space
ZONE DISTRICTS	<ul style="list-style-type: none"> A. PUD – Planned Unit Development

FLUM Designations for Lands in Unincorporated Eagle County:

PLANNED UNIT DEVELOPMENT (County)

INTENT	<p>A. No additional areas have been identified on the 2010 Eagle Area community Plan FLUM where this designation would be appropriate.</p> <p>B. Future changes to existing PUDs in unincorporated areas should satisfactorily address all standards established through the County’s PUD Amendment process, which includes a demonstration of conformance to the goals and policies of this master plan document.</p>
CHARACTER	<p>A. Lands with the Planned Unit Development (PUD) designation have been provided Planned Unit Development zoning through a public entitlement process conducted by Eagle County. By their nature, PUDs allow a specific mix of uses and/or a specific layout of uses that generally would not be accommodated by a single traditional County zone district. They are typically accompanied by PUD Guides and Site Plans that provide considerable detail regarding allowed use, layout, design and intent. The reader is directed to consult Eagle County’s Department of Community Development for additional information on PUD’s approved on unincorporated lands.</p>
LOCATION CRITERIA	<p>A. Adams Rib PUD is located approximately 6 miles south of Eagle on Brush Creek. Red Mountain Ranch PUD is located 1.5 miles east of Eagle on US Highway 6.</p> <p>B. Located to foster compatibility and avoid conflicts with natural resources and adjacent uses.</p>
LAND USES	<p>A. Vary based on PUD purpose. Consult project-specific PUD Guide.</p>
ZONE DISTRICTS (COUNTY)	<p>A. PUD – Planned Unit Development</p>

FAIRGROUNDS MIXED USE (County)

<p>INTENT</p>	<ul style="list-style-type: none"> A. Preserve the quality of the Eagle River ecosystem and habitats. B. Provide quality dispersed recreational experiences. C. Provide quality active recreational experiences. D. Establish better pedestrian connection with the Historic Town and West Eagle Mixed Use area. E. Provide a second point of vehicular access to the Fairgrounds site. F. Encourage complementary, high quality architecture. G. Provide unique, high quality local and regional events. H. Support educational programs. I. Provide space for public agency facilities, as determined appropriate. J. Reduce and/or manage impacts to the night sky from recreational field and community events lighting. K. Encourage continuing agricultural uses complementary to the site. L. Preserve elements of Eagle County’s history and heritage. M. In the event that it can be found mutually beneficial to the Town and the County, the incorporation of the Fairground property into the Town of Eagle should be considered. N. New infrastructure improvements on the Fairgrounds property should be installed to Town of Eagle standards.
<p>CHARACTER</p> <p><i>(Gravel and rock extraction is a temporary influence)</i></p>	<ul style="list-style-type: none"> A. A well managed and appropriately used river environment with healthy wetlands and riparian areas. B. Irrigated pastures that complement pastoral settings and agricultural uses. C. Attractive rodeo and community event facilities and structures. Buildings are appropriately scaled and sited on the landscape. D. Outdoor storage areas are well screened. E. Architectural features and exterior materials should reflect Eagle’s unique identity providing a unified appearance and strong sense of place. F. Festive rodeo and event center activities. G. A well designed regional recreational sports complex with related amenities, events H. Quiet, secluded areas devoted to hiking, nature viewing and fishing.

FAIRGROUNDS MIXED USE (County), continued

LOCATION CRITERIA	A. Located on the north side of the Eagle River west of the Town of Eagle I-70 Rest Stop.
LAND USES	<ul style="list-style-type: none"> A. Agriculture B. Fairs, rodeos and other community events C. Public agency offices, facilities D. Educational/institutional facilities and programs E. Play fields and parks for active recreation F. Open space and trails for dispersed/passive recreation
ZONE DISTRICTS (COUNTY)	<ul style="list-style-type: none"> A. R - Resource B. PUD – Planned Unit Development

NEIGHBORHOOD RESIDENTIAL (County)

INTENT	<ul style="list-style-type: none"> A. Provide a high quality, safe, suburban-like living environment with town services in unincorporated Eagle County. B. Provide layouts that preserve views, promote energy efficiency, protect sensitive lands and encourage social interaction. C. Provide architecture and landscape design elements that build on/enhance the Eagle Planning Area's unique sense of place. D. Provide multimodal access to local goods and services as well as regional destinations, reducing reliance on the personal automobile. E. Provide adequate and easily accessed recreational amenities and opportunities, including access to natural open space areas as determined appropriate. F. Maintain existing densities and intensities of use. G. Incorporate these areas into the Town of Eagle as circumstances allow.
CHARACTER	<ul style="list-style-type: none"> A. A suburban-like neighborhood, with residential lots located along local streets and around cul-de-sacs. B. Building scale, architectural features, exterior materials, color schemes and landscaping unify the neighborhood and create a sense of place. C. Access is by rural roads, paved without curbs or sidewalks. D. Yards or portions of yards may be fenced. E. Paths, parks and open space areas provide connectivity and outdoor recreation. F. Home sites and public spaces enjoy outstanding views.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. The Eby Creek Mesa Subdivision is located just north of the Town of Eagle.
LAND USES	<ul style="list-style-type: none"> A. Residential and uses ancillary to residential, per zoning B. Neighborhood parks and trails C. Open space
ZONE DISTRICTS (COUNTY)	<ul style="list-style-type: none"> A. RSM – Residential Suburban Medium Density

COUNTRYSIDE (CS County)

<p>INTENT</p>	<ul style="list-style-type: none"> A. Enhance viewsheds and retain agricultural heritage, rural character and sense of place within the Planning Area by encouraging/retaining a combination of residential and small scale agricultural uses. B. Maintain existing densities and intensities of use, and avoid up-zoning in these areas. C. No additional areas have been identified on the 2010 Eagle Area Community Plan FLUM where this designation would be appropriate. The further subdivision of land over and above that which presently exists is not anticipated or encouraged. D. Town services, where reasonably available, should be provided. Future annexation of properties receiving Town services is a possibility. E. Eliminate non-conforming and illegal uses (per existing zoning). F. Preserve and protect sensitive lands, habitats and other natural resources. G. Preserve elements of local and regional history. H. Encourage/enforce appropriate land use management practices.
<p>CHARACTER</p>	<ul style="list-style-type: none"> A. Low density (larger lot) residential sites with small scale (family) agricultural uses. B. A variety of home sizes and architectural styles exist. Out buildings supporting agricultural uses are common. C. Rural roads, paved without curbs or sidewalks. D. Fences line roads, define pastures and fields. E. Public lands, large ranch lands or conservation oriented developments provide backdrops and enhance visual quality, views.
<p>LOCATION CRITERIA</p>	<ul style="list-style-type: none"> A. The Kaibab Subdivision is accessed from Third Street on the Town’s eastern perimeter. B. “Countryside” properties are also located along Brush Creek Road south of town.
<p>LAND USES</p>	<ul style="list-style-type: none"> A. Residential and uses ancillary to residential, as allowed by zoning B. Small scale agricultural C. Open space
<p>ZONE DISTRICTS (COUNTY)</p>	<ul style="list-style-type: none"> A. A mix of zone districts exist within areas provided this designation.

OUTLYING RURAL SUBDIVISION (ORS County)

INTENT	<ul style="list-style-type: none"> A. Provide safe, functional neighborhood environment. B. Preserve rural character, views and sense of openness. C. Protect quality natural areas and other sensitive lands. D. Maintain densities and intensities of use provided by existing zoning. E. These subdivisions were approved prior to the adoption of this plan and constitute spot zoning, which is discouraged by County Land Use Regulations. No additional areas have been identified on the 2009 Eagle Area Community Plan FLUM where this designation would be appropriate.
CHARACTER	<ul style="list-style-type: none"> A. Historic mining town lots or clustered small lot residential neighborhoods surrounded by large ranches or public lands. B. Developed areas are significantly separated from and clearly not integrated with the Town of Eagle. C. A variety of home sizes and architectural styles exist. D. Rural access roads may be paved or unpaved. E. Home sites and public spaces enjoy outstanding views.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. The historic mining town of Fulford is located 16 miles south of Eagle in the East Brush Creek drainage. B. Red Canyon Acres residential subdivision is located 1.5 miles east of Eagle on US Highway 6.
LAND USES	<ul style="list-style-type: none"> A. Residential and uses ancillary to residential, per zoning B. Neighborhood parks and trails C. Open space
ZONE DISTRICTS (COUNTY)	<ul style="list-style-type: none"> A. FH – Fulford Historical B. RSL – Residential Suburban Low Density

AGRICULTURAL/RURAL (AG County)

INTENT	<ul style="list-style-type: none"> A. Preserve the rural, open character (see definitions) of Eagle County’s hinterlands. Retain large tracts of private land. Encourage continued agricultural uses and traditional rural lifestyles. B. Avoid up-zoning (retain Resource zoning) and promote owner-initiated down zoning. C. Where 35 acre subdivision is proposed on properties with Resource zoning, encourage the use of the County’s Conservation Subdivision process. D. Limit “density bonuses” via the County’s Conservation Subdivision process to lands with Resource zoning. E. Support lot size restrictions provided by subdivision covenants where they exist, and promote the preservation of these covenants in perpetuity. F. Preserve and/or appropriately manage the quality of natural resources, including wildlife habitat, vegetation, viewsheds and sensitive lands. The protection of critical wildlife habitat should supersede development goals on these lands. G. Avoid high and extreme wildfire hazard areas, and satisfy all requirements for wildfire mitigation around structures. H. Avoid development that would exacerbate or create non-compliance with established level of service standards on roads and/or at intersections within the Planning Area. I. Work to ensure that road standards and provisions for dual access are satisfactorily addressed in these areas. J. Utilize and/or implement appropriate strategies from the Eagle River Watershed Plan to protect ground and surface water resources. K. Support Town ordinances related to water service in these areas. L. Support and encourage efforts by the Town of Eagle and Eagle County to maintain adequate stream flows in local streams and rivers. M. Preserve elements of Eagle County’s history and heritage.
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AGRICULTURAL/RURAL (AG County), continued

CHARACTER	<ul style="list-style-type: none"> A. Generally undeveloped, open and rural. B. Agricultural uses and activities are prominent. C. Buildings are clustered, typically ranch oriented and are secondary to the natural landscape. D. Fences line roads, define pastures and fields. E. High quality views are prominent from local roadways. F. Dark night sky. G. Remnants of local history exist.
LOCATION CRITERIA	<ul style="list-style-type: none"> A. Located on private lands outside the Town's growth boundary
LAND USES	<ul style="list-style-type: none"> A. Agricultural B. Residential and uses ancillary to residential C. Undeveloped lands in a natural condition D. Access points/easements to public lands
ZONE DISTRICTS (COUNTY)	<ul style="list-style-type: none"> A. Predominantly Resource, however a variety of zone districts exist within areas provided this designation.

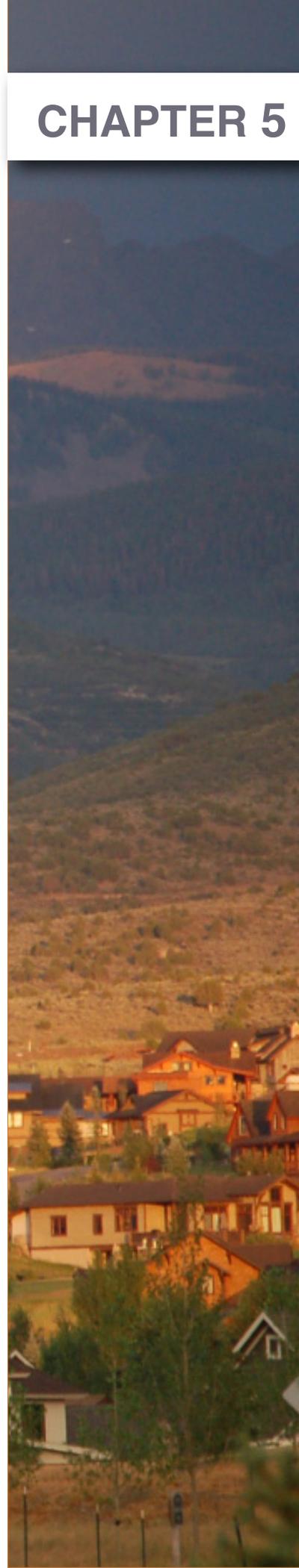
PUBLIC LANDS (COUNTY): BLM, USFS, Wilderness, State Land Board, State Park

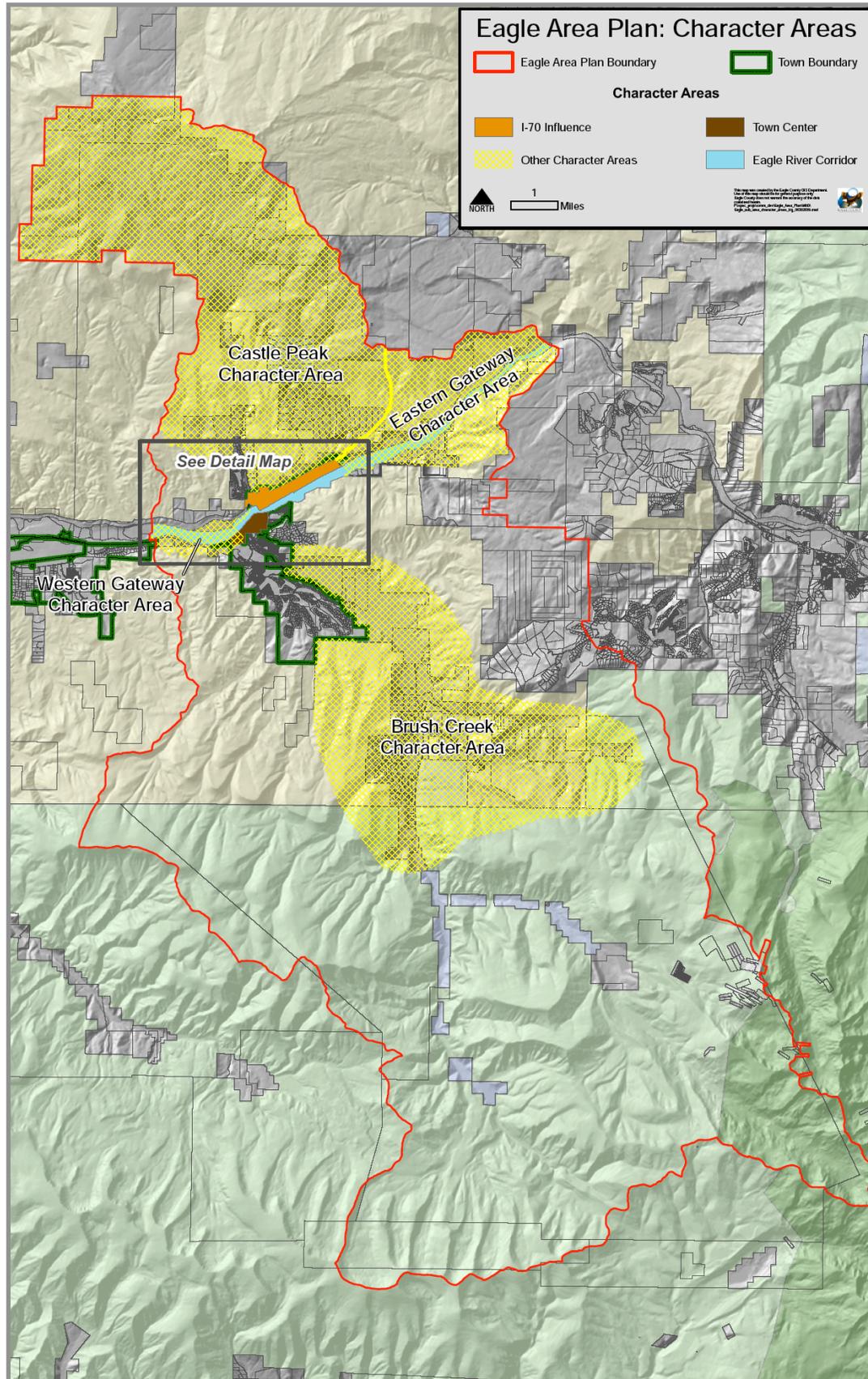
<p>INTENT</p>	<ul style="list-style-type: none"> A. These lands should continue to be administered by the Bureau of Land Management, the United States Forest Service, or the State of Colorado, unless the benefits to the Town and the residents of Eagle County from a land trade significantly outweigh any resulting negative impacts. B. Preserve visual quality. C. Preserve and protect sensitive lands and habitats. D. Preserve elements of Eagle County’s history and heritage. E. Appropriately manage wildlife, vegetation, water quality and other natural resources. F. Work to preserve/enhance the quality of camping, fishing, hunting and sight seeing. G. Appropriately manage travel routes and recreational uses. H. Convert private in-holdings to public lands, as opportunity allows. I. Avoid negative impacts from resource extraction operations. J. Support grazing permits where appropriate.
<p>CHARACTER</p>	<ul style="list-style-type: none"> A. Open and undeveloped with expansive views. B. Meadows, streams, lakes, slopes, ridgelines, mountains and vegetation in a natural, unaltered condition. C. Campgrounds, travel routes and public access points are dispersed, well kept. D. Rustic architectural theme present on signs, fences and structures. E. Remnants of local history are well preserved.
<p>LOCATION CRITERIA</p>	<ul style="list-style-type: none"> A. Located on public lands outside of the Town’s urban growth boundary.

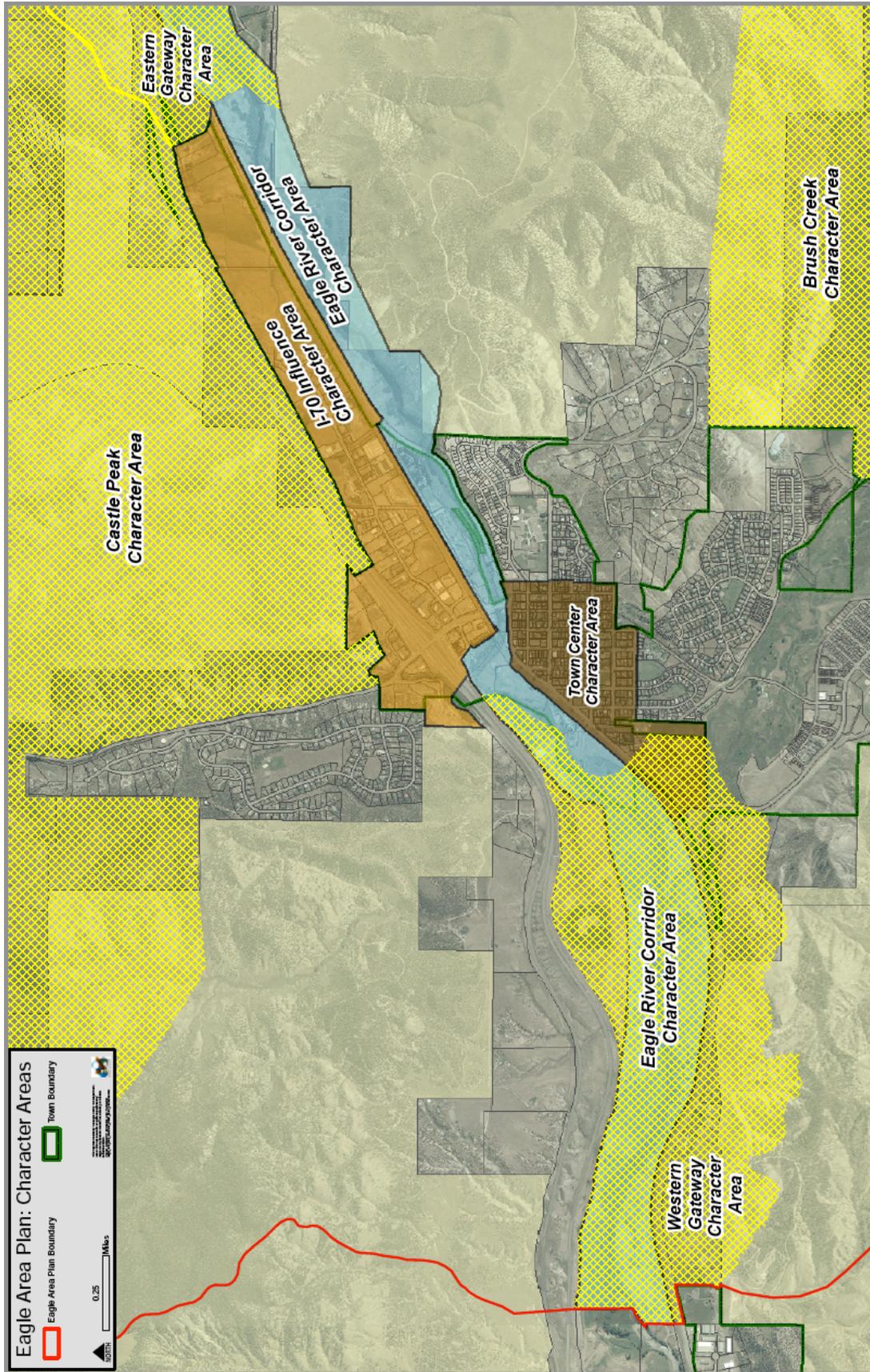
PUBLIC LANDS (COUNTY), continued

LAND USES	<ul style="list-style-type: none"> A. Motorized or mechanical off road recreation (except in wilderness areas or as disallowed by applicable travel management/land management plans) B. Dispersed/passive recreation C. Camping and campground facilities D. Backcountry huts E. Trailheads and associated parking areas F. Public information centers G. Land management agency offices, maintenance facilities H. Grazing I. Resource extraction J. Land and resource management activities/programs
ZONE DISTRICTS (COUNTY)	<ul style="list-style-type: none"> A. RP - Resource Preservation

**CHAPTER 5:
Special Character Areas**







Special Character Areas

Seven areas have been identified as Special Character Areas within the larger Eagle Planning Area. These areas have unique attributes that set them apart for special consideration. Generally, they contain existing features or characteristics that are valued by the community and worthy of preservation. In some instances, there are desired characteristics that are either lacking, or that are diminished by the presence of less desirable features. Special Character Areas are defined by what can be seen or experienced, and as such they may have boundaries that do not follow property lines, roads or town boundaries.

Unique sets of planning policies and strategies can be utilized to maintain or modify lands within these Special Character Areas. This chapter provides specific direction for the following seven Special Character Areas (please reference Character Area maps):

1. Town Center
2. Interstate 70 Influence
3. Eagle River Corridor
4. Eastern Gateway
5. Castle Peak
6. Brush Creek
7. Western Gateway

#1: Town Center Character Area

The Town Center Character Area includes the 1905 Eagle Town Plat, Mayer Addition and West Eagle Addition. This area has a small-town, neighborhood feel, and includes residential blocks as well as the Central Business District. The character of this area is derived from its history as the older portion of the Town of Eagle. On Broadway, commercial buildings are constructed immediately adjacent to one another with no front setbacks. This establishes a unique and intimate relationship between buildings and street. In many neighborhoods, large trees provide ample shade, and create a sense of enclosure that is not found in other areas of the town. The residential neighborhoods are characterized by relatively small homes on small, narrow lots, providing an atmos-



Eagle's Town Center

where typical of early western Colorado communities. Broadway is a classic small town main street, with two to three story structures that house shops, restaurants and offices, all connected by a recently improved and landscaped sidewalk system. The street terminates to the south at the County administrative complex, and to the north its buildings frame a grand view of Castle Peak. A variety of uses exist along U.S. Highway 6 and in the area referred to as the West Eagle Addition, which developed in the early days as the Town's perimeter industrial, commercial and mixed use area along the main east-west highway through western Colorado.

The future direction for development in the Town Center Character Area is to encourage infill of a nature that is sensitive to the area's historical character. Desired improvements include more landscaping, extended sidewalks and pedestrian amenities and parking enhancements. A multi-modal transit center could be located north of Highway 6 near Broadway, adjacent to the existing railroad tracks. Mixed-use infill and redevelopment of appropriate design and character should be encouraged on U.S. Highway 6 from Sylvan Lake Road to Capitol and along Wall, Broadway, and Capitol Streets between 5th and Grand.

New structures in the Town Center Character Area should be similar in scale and architecture to those that currently exist. Historic patterns, materials and architecture should influence the physical design of new development. The sense of rhythm provided by the small repeating standard lot size, combined with dimensional limitations enforced by design guidelines, should continue to provide a traditional western small-town feel.

The Town of Eagle currently has a set of detailed design guidelines that were developed for both the Central Business District and, more recently, the Broadway District (see map). These standards present requirements and/or suggestions for architectural details, building materials, and building form. They should continue to be applied as redevelopment occurs to assure attractive structures that are compatible with the Town's historic character and feel. Additional guidelines established through the development of a more detailed Town Center Sub Area Plan would be beneficial to the maintenance of this area's unique qualities and character.

Planning Principles: Town Center Character Area

- A. *The development of new higher density and mixed use areas should grow incrementally outward from the established Broadway main street area.*
- B. *Ensure that infill and redevelopment is compatible in design, context and scale with the existing development in the Town Center Character Area.*
- C. *Preserve historic resources, and consider establishing a historic district on applicable properties within the Town Center Character Area.*
- D. *Maintain the existing grid street pattern and the small lot sizes established by the 1905 Eagle Town Plat to the extent possible.*
- E. *Integrate mass transit facilities where practicable and encourage transit oriented development. Encourage creation of a multi-modal transit center.*
- F. *Link pedestrian, bicycle and automobile circulation to and throughout the area.*
- G. *Consider roadway improvements to increase connectivity and capacities including a connection from the U.S. Forest Service parcel to U.S. Highway 6.*
- H. *Encourage a strong pedestrian orientation on Broadway Street and U.S. Highway 6.*
- I. *Work to improve pedestrian access from the downtown to the fairgrounds.*
- J. *Encourage infill and the redevelopment of rundown, outdated or underutilized parcels on U.S. Highway 6 and Broadway Street.*
- K. *In commercial/retail areas, encourage mixed-use with retail, restaurant and entertainment uses on the ground levels and office, lodging and residential uses above.*
- L. *Create new and enhance existing gathering spaces for social interaction.*
- M. *Integrate signage and other wayfinding elements to guide visitors to Eagle's Town Center.*
- N. *Integrate pedestrian planning and streetscape enhancements on U.S. Highway 6 to create a gateway and sense of arrival into Town.*
- O. *Protect and enhance key view corridors*

#2: Interstate 70 Influence Character Area



Interstate 70 Influence Area

The Interstate 70 Influence Character Area includes the land along Chambers Avenue, Eby Creek Road, Sawatch Road, Marmot Lane and Market Street, as well as properties located between the end of Chambers Avenue and the Town's eastern border (this is the area designated as the East Eagle Mixed Use Area in Chapter 3). Motels, restaurants and retail shops are located at the western end of Chambers, where the Town's post office is a significant destination. Further east, commercial, industrial and office uses along Chambers and Sawatch Road are characterized by a variety of stand-alone commercial buildings flanked by parking lots and outdoor equipment storage areas.

North of the interstate are commercial properties primarily accessed from Market Street. Businesses in this area typically share buildings, with parking lots that front short retail strips. The Town's main grocery center is located at the end of Market Street. West of Eby Creek Road and across from Market Street is Pond Street, which accesses the Town's second cluster of motel properties.

The commercial areas in the vicinity of Eby Creek Road have generally been developed to cater to both local needs and I-70 traveler needs, promoting the highest and best land use and providing a substantial portion of the Town's revenue base. The Town should encourage additional highest and best use businesses to locate on undeveloped or underdeveloped properties in the general vicinity of the Interchange, particularly on Chambers Ave.

Portions of the I-70 Influence Character Area are intended to support commercial and industrial sites, exclusive of other uses. Improvements along Chambers Avenue and Market Streets, for example, are generally auto-oriented with limited pedestrian amenities, and while workforce housing may be found to be appropriate on upper levels of some buildings, residential development of any significance in these areas should be avoided.

Design guidelines have been developed by the Town for the Chambers Avenue, Commercial and Industrial Areas and the North Interchange Area (Market Street). These standards present requirements and/or suggestions for architectural treatments, building materials, and building form and massing and landscaping for these areas. Properties along Chambers Avenue are visible to travelers on Interstate 70, and strongly influence the appearance and character of the Town at its eastern border. Relevant planning policies and additional guidelines to assure appropriate design, architecture and screening should be applied. A relatively strong design theme has been established on Market Street, which should be maintained with any new development or re-development in this part of Town.

Regional retailing, ancillary residential development, civic and institutional facilities are recognized as appropriate uses on lands east of Chambers Avenue. Site Planning for this area should incorporate convenient pedestrian, bicycle and vehicular circulation and include public spaces where appropriate that capture views of Red Canyon and other iconic landscapes. Architecture should be designed to add to the vitality and visual interest of the development, and should provide pedestrian scale ambience to the public spaces. Overall landscape and streetscape treatments for lands east of Chambers Avenue should be of high quality and should focus attention on key development landmarks and destinations. Any residential development should include ample recreational open space for the residents and should be linked to the ECO Trails Regional Bike Path and the Town's comprehensive sidewalk system.

Designs for new development on lands east of Chambers Avenue should provide an exciting, dynamic neighborhood as an eastern gateway to Town, and should otherwise be consistent with the intents and purposes of this plan regarding scale, land use patterns and other elements relevant to character. High quality architecture, public spaces and landscape treatments are critical components of any development proposed for this area.

Planning Principles: Interstate 70 Influence Character Area

- A. *Within allowances established by the Town's level of service (LOS) standards, promote additional highway oriented businesses (which may also serve local needs) in the vicinity of Eby Creek Road. Encourage the development of vacant or underutilized lots at the western end of Chambers Avenue with more intensive uses that would benefit from their accessibility to the Interstate corridor.*
- B. *Maintain existing commercial and industrial zoning in the Chambers Avenue, Market Street, Sawatch Road and Marmot Lane areas.*
- C. *Promote sustainable businesses that contribute to the diversification of the local economy.*
- D. *Periodically review and update existing design guidelines in the area to assure conformance with desired outcomes.*
- E. *Promote pedestrian movement and access within and between retail areas, residential areas and lodging areas.*
- F. *In the event that significant development is approved east of Chambers Avenue, develop a sub-area plan for the Chambers Avenue corridor.*
- G. *Until a sub-area plan for the Chambers Avenue corridor is completed, minimize the inclusion of significant residential use in commercial and industrial areas located along Chambers Avenue, Marmot Lane, Sawatch Road and Market Street.*
- H. *Require compatible edge treatments and/or landscaped buffers on the margins of developed areas to assure an appropriate visual and functional transition to adjacent properties.*
- I. *Require perimeter landscaping, internal landscape islands and/or screening to minimize the visual impacts of large surface parking lots and outdoor equipment storage areas.*
- J. *Work to attenuate noise impacts from I-70 through layout and building design, and through the strategic placement of landscape improvements.*

K. *Additionally, for areas east of Chambers Avenue:*

- 1) *Establish design guidelines as part of any development approval process.*
- 2) *Encourage a development pattern and architectural vernacular that builds upon and enhances the Town's identity and sense of place.*
- 3) *Encourage layouts and building forms that are considerate of affected viewsheds and appropriate to the scale of the development site. Require buildings to incorporate 360 degree architectural treatments, articulation of façade and roof lines, and additional landscaping/screening to assure an attractive appearance at the Town's eastern gateway.*
- 4) *Where residential development is contemplated, require the inclusion of trails, open space, recreation space, gathering places and other pedestrian amenities.*
- 5) *Utilize Planned Unit Development (PUD) zoning and approval processes to assure the incorporation of desired character elements.*

#3: Eagle River Corridor Character Area

The Eagle River Corridor Character Area includes the Eagle River and land directly adjacent to the Eagle River for the entirety of its length through the Eagle Planning Area. The character within this zone should be that of a natural and undisturbed scenic river corridor, including flood plain and river bank features and associated wetlands, riparian habitats and river vegetation. At the writing of this plan the corridor is in good to very good natural condition, and is generally well protected from development and over use. Some exceptions to this are found in the area of the Fairgrounds, where the natural channel was relocated by the Colorado Department of Transportation, and where Fairground improvements and an auto salvage yard have encroached into the riparian setback. Three multi-family developments are located in the central portion of this corridor where there is a high bluff on the north side of the Eagle River separating this multi-family housing from the riparian areas associated with the Eagle River.

The river corridor is one of the most prized natural features of the community, and it is essential that the quality, attributes and long-term health and integrity of the river and associated properties be appropriately managed and preserved. The corridor contains critical wildlife habitat, and provides undeveloped visual breaks and outstanding

views, reinforcing the quality of the Town of Eagle’s community gateways. It is also a popular destination for residents and visitors who enjoy recreating in the beauty of a natural river environment.

The expansion of appropriate recreational uses along the corridor is encouraged, but care should be taken to preserve the quality, beauty and natural amenities of the river and riparian areas. Wildlife habitat and sensitive lands along the river’s banks should be protected. Activities that create harmful effects on water quality should be avoided. Recreational enhancement opportunities include but are not limited to additional public access points and facilities for fishing, rafting, kayaking, hiking and bicycling. The possibility of a white water park should continue to be explored for the area adjacent to the Eagle County Fairgrounds.



Eagle River Corridor east of Eagle

Planning Principles: Eagle River Corridor Character Area

- A. *Protect and preserve wildlife habitat, riparian vegetation and other sensitive lands.*
- B. *Seek opportunities to provide better connectivity from the Town Center Character Area to the river.*
- C. *Encourage acquisition and preservation of the river corridor and adjacent properties for open space and recreational uses.*
- D. *Preserve and enhance existing public access points to the river.*
- E. *Broaden recreational opportunities as deemed appropriate. Consider development of a white water park in the Fairgrounds area.*
- F. *Implement appropriate strategies from the Eagle River Watershed Plan.*
- G. *Where impact to riparian areas is unavoidable (road and utility crossings), it should be minimized by implementing best construction management practices (BMP's), with an emphasis on preventing erosion and preserving and replacing vegetation.*
- H. *Utilize conscientious site planning to preserve the character of the river corridor. Structures, parking areas, trash containers, recycling centers and other uses that could disrupt the quality of the river environment should be located away from the river and should be designed to have the least impact on the river corridor.*
- I. *Maintain a buffer of undeveloped lands on either side of the river to preserve views, reduce impacts to water quality, enhance the value of community gateways, and maximize the quality of recreational experiences.*

#4: Eastern Gateway Character Area



Eagle's Eastern Gateway

The Eastern Gateway Character Area encompasses lands visible from the I-70 corridor and US Highway 6 that extend east from the Town's eastern border into Red Canyon located between Eagle and Wolcott. These unincorporated lands are rural and open in character with broad irrigated fields and pastures that transition to dramatic steep sandstone cliffs rising on either side of I-70 as one travels east. Agricultural uses on the valley floor provide a strong reminder of Eagle County's ranching history and heritage, and the red sandstone canyon is one of Eagle County's outstanding scenic corridors. Unincorporated lands east of the Town have been designated as an important community separation buffer zone along the Interstate 70 corridor.

The Eagle River is a predominant valley floor feature within this character area. Pools, rapids and mature riparian vegetation add to the visual quality of green pastures and red canyon walls, and provide opportunities for site seeing and dispersed river recreation. The beauty of the river is especially prominent and accessible to travelers on US Highway 6.

Two small residential subdivisions are located along the river approximately two (2) miles east of town. Some of the lots within these subdivisions, which are essentially built out, predate County zoning; others were approved in the mid-1980's. Homes on

large 35+ acre lots are also scattered along the southern bank of the Eagle River. These are a part of the development of the Diamond S Ranch, which maintains manicured fields, fences and equestrian facilities south of the river corridor between the red sandstone canyon and the Town's eastern boundary. Lands not privately owned within the Eastern Gateway Character Area are managed by the Bureau of Land Management.

Planning Principles: Eastern Gateway Character Area

- A. *Maintain an attractive, well-managed landscape at the Town's eastern boundary.*
- B. *Maintain an undeveloped community buffer between the Town of Eagle and the Wolcott area by preserving the agricultural and rural character of the valley floor east of the Town. Support the continuance of irrigation, grazing, haying and other agricultural operations.*
- C. *Promote the acquisition and/or conservation of private properties as open space.*
- D. *Limit new development to that provided by current zoning, with improvements positioned and designed in a manner that preserves the open rural character of the area.*
- E. *Preclude buildings or land disturbances on steep slopes and ridgelines.*
- F. *Preserve the quality of the Eagle River corridor and related habitats. Relevant planning principles from the Eagle River Corridor Character Area should be applied.*
- G. *Support lease agreements that provide additional fishing access points to the Eagle River, where appropriate*
- H. *Support efforts to implement a transfer of development rights (TDR) program to conserve the open and undeveloped character of the area*
- I. *Maintain the function of the existing I-70 underpass located approximately half way between the Town's eastern boundary and Red Canyon as a wildlife passage between lands north and south of the Interstate.*
- J. *Work towards removing unnecessary fencing, and encourage the use of wildlife friendly fencing according to CDOW standards.*
- K. *Maintain public land boundaries in their existing configuration, unless the public benefits derived from a land trade outweigh any resulting negative impacts.*

#5: Castle Peak Character Area



Castle Peak Character Area

The Castle Peak Character Area north of Town includes small and large agricultural properties and lands managed by the Bureau of Land Management in unincorporated Eagle County. This area has an open, agricultural character with small ranches along Eby Creek transitioning to large blocks of public and private lands that ascend toward Castle Peak further to the north. The area surrounds but does not include the Eby Creek Mesa subdivision, a medium density residential neighborhood served by Town infrastructure but located in unincorporated Eagle County. Due to topography, limited infrastructure, high wildfire hazards, access constraints and the presence of critical wildlife habitat, this area has limited development potential.

In 1980, almost 600 acres of land north and west of the Eby Creek Mesa Subdivision was rezoned from Resource to Rural Residential (RR) without an attendant subdivision plan or subdivision improvement agreement. Rural Residential zoning provides for a minimum lot size of 2 acres. Since 1980, values, expectations, concerns for wildlife and various regulations and policies related to access, hazards and service have changed. While nothing in this document is intended to contravene any use by right that has been conferred on any specific property, the intent of this plan is that the properties north and west of the Eby Creek Mesa subdivision be devoted primarily to the preservation of critical wildlife habitat and the County's ranching heritage, and that they remain rural and agricultural in character (please reference the definition of "Rural Character" in the Glossary of Terms). Where residential sites exist or are determined to be appropriate, it is also the recommendation of this Plan that they be adequately served with roads, water, wastewater, fire and life safety and other appropriate infrastructure and services.

A private covenant restricts a number of the properties with RR zoning north and west of the Eby Creek Mesa subdivision to a 35 acre minimum lot size. This Plan promotes the continuance of this covenant in perpetuity as a means to achieve the above stated outcomes. The reader should consult the FLUM and the Agricultural/Rural FLUM Designation Description in Chapter 4 for additional guidance on lands in this Character Area.

Planning Principles: Castle Peak Character Area

- A. *Preserve rural character. Maintain low residential densities with the predominance of private land remaining undeveloped and/or devoted to agricultural uses.*
- B. *Promote the acquisition and/or conservation of private properties as open space.*
- C. *Preserve the quality of wildlife habitat and movement corridors to better assure the presence of healthy wildlife populations.*
- D. *Preserve the quality of wetlands, streams and riparian corridors, and the vegetative communities that they support.*
- E. *Improve or add public land access points where appropriate.*
- F. *Work towards removing unnecessary fencing, and encourage the use of wildlife friendly fencing according to CDOW standards.*
- G. *Retain historic views from local roads, and preclude buildings or land disturbances on steep slopes and ridgelines.*

- H. Where 35 acre development in the Resource zone district is proposed, encourage the use of the County's Conservation Subdivision process.
- I. Support efforts to implement a transfer of development rights (TDR) program to conserve the open and undeveloped character of the area
- J. Maintain public land boundaries in their existing configuration, unless the public benefits derived from a land trade outweigh any resulting negative impacts.

#6: Brush Creek Character Area

The Brush Creek Character Area includes private and public lands southeast of the Town of Eagle that are associated with the views and lifestyles of the Brush Creek Valley. The area extends south to the northern boundary of Sylvan Lake State Park, includes the Salt Creek and Bruce Creek drainages, the Mosher subdivisions in the central portion of the valley, the Frost Creek Planned Unit Development, and a number of smaller properties located within the narrower Brush Creek valley just north of Sylvan Lake State Park. At the writing of this plan, all of the lands in this character area are



Brush Creek Character Area

in unincorporated Eagle County; however, some properties are located within the Town’s Urban Growth Boundary. The character of the area ranges from small ranchettes along what has been described as a traditional “country lane” just south of Town (lower Brush Creek Road) to wide open rural and agricultural lands with uninterrupted views of the Sawatch Range farther upstream.

It is intended that future development of any significance within this Character Area be located within the Town’s established Urban Growth Boundary (see Future Land Use Map in Chapter 3). The rural character of Brush Creek Valley is valued highly by the residents of the Eagle Planning Area and much of this area contains environmentally sensitive lands and significant wildlife habitat. This is evidenced in the Water Service Agreement that was promulgated in 1985 between the Adams Rib Development Company and the Town for Adams Rib properties in the Brush Creek Valley, which specified areas of high conservation value where no development was to occur (see additional information on this agreement in Chapter 13). This Plan advocates that more intense land uses should be focused close to existing development of similar intensity, and that open spaces should be strategically positioned on lands that contain significant wildlife habitat and/or that are environmentally sensitive. The visual quality of the area should be preserved, and growth management tools such as clustering are encouraged to achieve a balance between conservation and development objectives. The County should also work with the Town to develop a set of design guidelines for new buildings to assure the preservation of the area’s historic rural character.



Grazing horses are part of the “country lane” feel of the Brush Creek area.

Planning Principles: Brush Creek Character Area

- A. *Within the Urban Growth Boundary, locate new development close to existing development of similar intensity. Encourage clustering to balance conservation and development objectives so that wildlife habitat, views and sensitive environmental areas are preserved.*
- B. *Within the Urban Growth Boundary, preserve the attributes and quality of the “country lane” experience along Brush Creek Road (note “countryside” designation on FLUM).*
- C. *New land uses within the Urban Growth Boundary should be designed to be compatible with the intents and purposes of this Eagle Area Community Plan.*
- D. *Preserve the attributes and qualities of the Brush Creek Character Area outside the Town’s Urban Growth Boundary as they currently exist. Limit new development to that provided by current zoning. The clustering of residential units that might be approved through an Eagle County Special Use Permit for a Conservation Subdivision should be restricted to lands with Resource zoning.*
- E. *Implement rural design standards to maintain the historic agricultural character of homes and structures outside the Town’s urban growth boundary.*
- F. *Avoid and protect critical wildlife habitat areas and movement corridors inside and outside the Town’s urban growth boundary.*
- G. *Protect and preserve the quality of viewsheds and prominent view corridors.*
- H. *Preserve the quality of wetlands, streams and riparian corridors, and the vegetative communities that they support.*
- I. *Promote the acquisition and/or conservation of private properties as open rural land. Support efforts to implement a transfer of development rights (TDR) program to conserve the open and undeveloped character of the area outside of the urban growth boundary.*
- J. *Enhance multi-modal and pedestrian connectivity within the Brush Creek Character Area.*
- K. *Improve or add public land access points where appropriate.*
- L. *Work towards removing unnecessary fencing, and encourage the use of wildlife friendly fencing according to CDOW standards.*
- M. *Avoid development on ridgelines and steep slopes.*
- N. *Maintain public land boundaries in their existing configuration, unless the public benefits derived from a land trade or exchange significantly outweigh any resulting negative impacts.*

#7: Western Gateway Character Area



Western Gateway Character Area

The Western Gateway Character Area includes the West Eagle Addition properties and lands generally west of the Sylvan Lake Road roundabout that contribute to the visual quality of the area as experienced by travelers on both US Highway 6 and I-70 as they approach the Town from the west. The Fairgrounds property, which is very visible from the Interstate, is also included. The character is generally rural, with irrigated pastures and small ranches and agricultural buildings on the valley floor. A number of residential lots exist along US Highway 6 west of Town. Similar to the Eastern Gateway Character Area, the Eagle River is a predominant valley floor feature, and a considerable reach of Brush Creek at its confluence with the Eagle River is also included. Lands not privately owned within the Western Gateway Character Area are managed by the Bureau of Land Management or Eagle County.

The appearance of the landscape and development within this character area is important, as it serves as both the Town's western gateway and as the community buffer between Eagle and the Town of Gypsum. Residential development in the area oc-

curred many years ago, and older style manufactured and mobile homes are common. There are also improvements which, in their present state, are inconsistent with the desire for a high quality visual experience at the Town's western entrance. An auto salvage yard operation, a gravel processing plant and scattered residential properties that harbor non-conforming and/or poorly screened commercial activities are examples of sites where improvements could be made.

Planning Principles: Western Gateway Character Area

- A. *Maintain an attractive, well managed landscape and distribution of land uses at the Town's western boundary.*
- B. *Work to improve the appearance of developed areas at the Town's western edge by:*
 - 1) *Encouraging screening or other enhancements to building facades and outdoor storage areas to improve visual quality.*
 - 2) *Phasing out non-conforming and/or unsightly uses.*
 - 3) *Maintaining vegetation that currently provides screening of less-attractive sites.*
 - 4) *Restoring scarred hillsides, like those north and west of Hockett Gulch.*
 - 5) *Assuring that new development includes architectural elements and treatments consistent and compatible with established design guidelines for the Town of Eagle.*
- C. *Evaluate and update the Master Plan for the County's Fairgrounds property, incorporating design guidelines to improve the appearance of structures and facilities.*
- D. *Maintain an undeveloped community buffer between the Town of Eagle and the Town of Gypsum preserving the agricultural and rural character of the area. Support irrigation, grazing, haying and other agricultural practices.*
- E. *Provide adequate access but otherwise preserve the quality of the Eagle River corridor and the Brush Creek corridor and related habitats. Relevant planning principles from the Eagle River Corridor Character Area should apply.*
- F. *Support conservation easements and other open space preservation projects in the area.*
- G. *Preclude buildings or land disturbances on steep slopes and ridgelines.*
- H. *Work towards removing unnecessary fencing, and encourage the use of wildlife friendly fencing according to CDOW standards.*
- I. *Maintain public land boundaries in their existing configuration, unless the public benefits derived from a land trade or exchange significantly outweigh any resulting negative impacts.*

**CHAPTER 6:
Community Design and
Appearance**



Community Design and Appearance

How a community is designed and what a community looks like are attributes fundamental to the satisfaction of its residents and the success of its businesses. People's pride in their community often begins with their feelings

about its attractiveness and the way that its layout enhances their quality of life. Attributes of design and appearance are also fundamental to a community's character and its sense of place. The purpose of this chapter is to discuss the

topics of design, appearance, sense of place and character in the Town of Eagle, including the surrounding unincorporated lands.



The Broadway streetscape, completed in 2005, provides a vibrant setting for the annual Flight Days event.

Elements of a Small Town

The phrase “small town character” was repeated often in the written portions of the Community Survey. In order to maintain the small-town feel experienced within the Town, Eagle should strive to retain or create the following:

- A. Compactness with concentric, incremental growth;
- B. Retail and service destination areas with shops, offices, restaurants and public buildings that front a single main street;

- C. Civic parks with shade trees in close proximity to the downtown core area;
- D. Single row parking on town center streets, or small perimeter parking lots;
- E. A mix of locally-owned businesses;
- F. Commercial services that meet everyday needs (grocery, drugstore, hardware, etc.);
- G. Residential neighborhoods close to the town center, sometimes with residential abutting commercial uses;
- H. A variety of housing types and sizes;
- I. A grid or modified grid pattern of residential development;
- J. A pedestrian scale that encourages walking;
- K. Easy access by automobiles;
- L. Pedestrian and bike connectivity to all Town destinations;
- M. Streets dimensioned for small town uses (not designed for maximum capacity);
- N. Opportunities for casual socializing and community interaction;
- O. Extensive agricultural lands and lands in an undeveloped natural condition in immediate proximity to the town boundary;

- P. A safe, secure, trusting environment; and
- Q. Good, safe schools within walking distance to most neighborhoods.

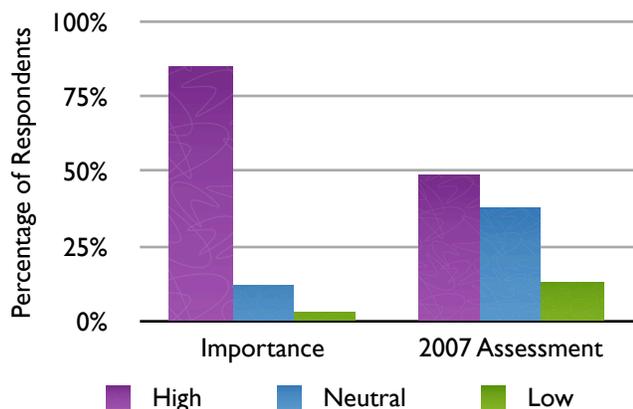


Eagle Ranch Commercial Neighborhood



Broadway Commercial Storefront

Community Survey Ratings of Scenic and Visual Quality: Importance as a Value and Assessment of Eagle's Status (2007)



The community survey graph above reveals that appearance of Town is very important to Eagle residents, but their assessment of Eagle's appearance shows that it could be improved. Through the development of community-wide design standards, the Town can promote a high standard of design that assures new development builds upon the existing character of Eagle, adding aesthetic value to the community. These standards can be enforced through the development review process, and should address the following: context, scale, massing, form, orientation, materials, density, texture, color, connectivity, signage, parking and streetscape improvements. These design standards should recognize Eagle's historic architectural character, particularly in the Town Center. The Town Center

Character Area contains multi-story wood and masonry buildings that abut one another, each with its own unique elements, but visually and spatially appearing as a whole. It is essential that historic resources be preserved, while encouraging compatible infill and redevelopment where appropriate.

Design standards are an important strategy that can successfully guide developers to construct buildings that maintain and showcase local character. Design



Landscaping design elements were part of the Broadway Streetscape project.

standards for the Central Business District, Broadway District, Chambers Avenue Commercial Area, Chambers Avenue

Industrial Area, North Interchange Area and U.S. Highway 6 Corridor have been established to this end. (See Chapter 4.07 in the Town of Eagle Land Use and Development Code.) These standards are evident in the design of Eagle Town Hall, Post Office Crossing, Capitol Theatre, mixed-use buildings in Eagle Ranch and the Broadway Redevelopment Streetscape project . The Streetscape project included the renovation of sidewalks, utilities, site furnishings, intersections, signage and pavement.

The Town and County should continue to work to maintain and improve the appearance of community gateways and streetscapes to attract and inspire future development and redevelopment and to create a sense of arrival and departure. Such enhancements might include the addition of trees and landscaped areas along streets and sidewalks, better lighting, public art, and acquisition of desirable open space along U.S. Highway 6.

Creating a Sense of Place

“Sense of place” is defined by the Eagle County Comprehensive Plan as the feeling that one experiences upon arriving at a unique and special destination. “Quality of life” and “family oriented community” infer a particular character of place. The 2007 Town of Eagle Community Survey records “quality of life” as the foremost reason residents live in Ea-

gle, and “family-oriented community” as the second most important reason. Respondents defined quality of life as accessible open space, safety for their families, and friendliness of locals.



Flight Days and other community events help to create a sense of place in Eagle.

Implementing design standards and providing for improved automobile and pedestrian connectivity throughout the area create opportunities to enhance Eagle’s existing sense of place. These measures can introduce unifying materi-

als, designs and furnishings to further establish and strengthen the Town’s unique identity. In addition, a uniform signage program that guides residents and visitors within the Town and throughout the Eagle Planning Area can be used to reinforce Eagle’s sense of place.

Maintaining a Sense of Community

The Town of Eagle is well equipped with places for community gatherings, events and socialization for all age groups. The community survey showed strong support for the Town’s cultural programs and local and regional community events such as Flight Days, Christmas on Broadway, 12th Night, 4th of July fireworks, Show Downtown Concerts, recreation



South end of Broadway District



Eagle Ranch Commercial Neighborhood

district activities, and the Eagle County Fair and Rodeo. These events require significant local involvement and work, bringing local residents together and strengthening community ties and civic pride.

The maintenance and enhancement of parks, community buildings,

public spaces and the Fairgrounds should be a continued priority. The Broadway Redevelopment Streetscape project completed in 2007 is one demonstration of the Town's commitment to building and maintaining a stronger sense of community. The Town should continue to improve community facilities such as pocket parks, ball fields, basketball courts, and playgrounds to promote small town feel and community interaction. (See Chapter 9, Open Space and Recreation)

Guiding policies adopted in the 1996 Eagle Area Community Plan were aimed at maintaining the unique and special character and sense of place in Eagle. Many of

these policies and strategies have been successfully implemented. Others from the 1996 list combine with new policies to create the focus of this 2010 plan.



Commercial and residential solar applications promote energy efficiency

Energy Efficient Design

Another increasingly important aspect of community design is energy efficiency. Energy costs for local businesses and residents are significant and growing, and there are broader related concerns for the environment, for society and for the well being of the planet. Efficient design can bring costs down, reduce reliance on non-renewable fuels and improve the overall quality of

the environment. Locally, making energy efficiency a priority can also be a source of new jobs and a more diversified economy.

The Eagle area enjoys a high elevation semi-arid climate, with dry air and over 300 days of sunshine a year. There are wide variations in temperature between summer and winter months, and the potential for significant snowfall events. In this climate, neighborhood and building designs which can take advantage of solar gain in the winter and solar shade in the summer should be a priority. Attention should be given to the orientation of roads, driveways, trail corridors, building envelopes, roof lines and window openings in relation to the sun. The relationship of improvements to existing vegetation and the design of new landscaping on a site are also important considerations.

The Town of Eagle has recently demonstrated leadership in adopting R-58 and R-21 requirements in roof and wall insulation, and now allows clean-burning pellet stoves and boilers which can utilize local salvage wood (like beetle kill Lodge Pole pine) for fuel. For its part, Eagle County has adopted the Eco-Build efficient building codes, and has also adopted a Sustainable Community Index (SCI), a regulatory points-based development review tool which promotes resource efficiency, pedestrian- and transit-oriented design, and environ-

mental quality into new development projects.

Efficient transportation is another important energy consideration. This plan speaks clearly to the desire to improve public transportation systems, and to reduce reliance on the personal automobile by encouraging development that is compact, close to public transit routes, close to job and service centers and well connected to both internal and external destinations by well designed and managed pedestrian and bike trail systems.

Continued improvements in energy efficiency, indoor air quality, materials conservation, and environmental stewardship can and should be pursued through the implementation of new and innovative building codes and design guidelines. The Town could look to adopt its own Sustainable Community Index and/or to incorporate LEED (Leadership in Energy and Environmental Design) guidelines to better ensure safe, durable, efficient and environmentally friendly developments. Efficient public transit and multimodal movement systems between neighborhoods and community centers should be an on-going priority. Eagle County should continue its work to enhance regional transportation systems, and should also be a leader in the analysis, testing and implementation of renewable energy systems and cost effective energy efficient design strategies.

Community Design Goal #1: *Eagle’s small town character and neighborhood look and feel is preserved.*

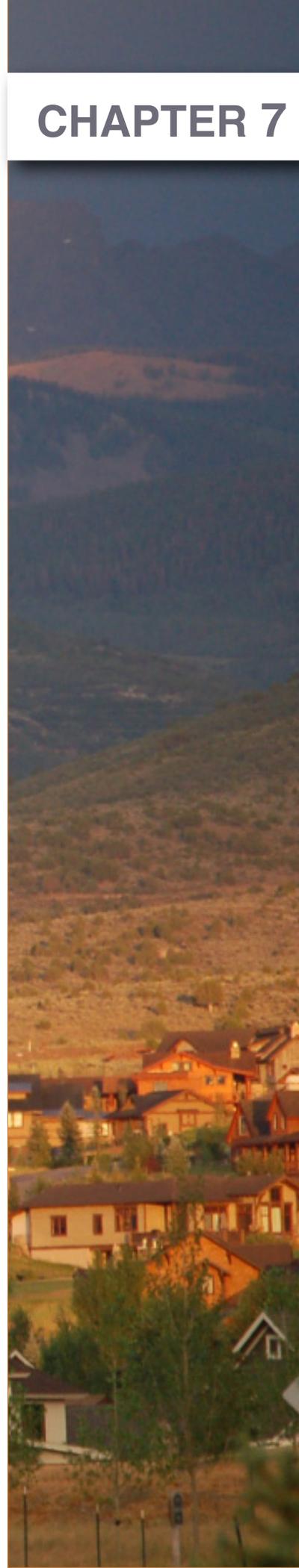
POLICIES	RECOMMENDED STRATEGIES
<p>Community Design Policy 1.1</p> <p>New development should build upon and add value to Eagle’s unique community character through adherence to high quality standards of design and construction.</p>	<ul style="list-style-type: none"> A. Develop new design standards for parts of Town where they are currently lacking that address the following, at a minimum: character, building orientation, scale, massing, street alignments, architectural features, parking, lighting, signage, and streetscape improvements. B. Revise existing design standards to improve design direction, clarify contradictions, provide better and more accurate definitions, and address issues related to mixed-use development. C. Develop design standards for unincorporated areas within the planning area boundary. D. Ensure that all design standards developed for the Eagle Planning Area reflect applicable Character Area design features and attributes (refer to Chapter 6). E. Create a development review matrix to streamline the review process and better ensure adherence with design standards. F. Retain and showcase existing design elements that contribute to the heritage and sense of place of the community and encourage new design to reflect such forms and materials, particularly within the Town Center Character Area.
<p>Community Design Policy 1.2</p> <p>Maintain and improve the appearance of community gateways and streetscapes to better establish and reinforce the Town’s identity and sense of place.</p>	<ul style="list-style-type: none"> A. Work to enhance the Town’s Wayfinding, Signage and Gateway Guiding Document that identifies appropriate locations, and designs for directional signs in the area. Address vehicular, pedestrian, transit, trail and other signage. B. Design gateways to reflect the town’s unique identity, providing a clear sense of arrival and departure. Gateways should be enhanced through the addition of landscaping, signage and public art. C. Design streetscapes to include a set of common design elements for the Town, building on the Town’s unique character and sense of place.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Community Design Policy 1.3</p> <p>Work to maintain and enhance the sense of community in the Eagle area.</p>	<ul style="list-style-type: none"> A. Enhance pedestrian access and the quality of public gathering areas within established parts of town. B. Require new development to provide amenities that promote social interaction such as sidewalks, parks, open space systems, and bicycle paths. C. Design public gathering areas to accommodate activities consistent with their intended use. Differentiate areas suitable for small scale neighborhood activities and events from those suitable to support larger community activities and events. D. Promote community events and festivals, including but not limited to Flight Days, Christmas on Broadway, 12th Night, 4th of July fireworks, Show Downtown Concerts, recreation district activities and the Eagle County Fair and Rodeo.

Community Design Goal #2: *Energy efficient designs and building codes promote energy conscious lifestyles, and help to reduce overall energy consumption in the Eagle Planning Area.*

POLICIES	RECOMMENDED STRATEGIES
<p>Community Design Policy 2.1</p> <p>New development should build upon and add value to Eagle’s unique community character through adherence to high quality standards of design and construction.</p>	<ul style="list-style-type: none"> A. Adopt progressive building and construction codes and high standards related to energy efficiency and materials conservation. B. Support and contribute to efforts to educate local residents regarding energy efficient designs and practices. Provide information through the Town of Eagle and County website and government sponsored brochures, press releases and events, as well as other outlets. C. Adopt as a minimum energy efficiency standards related to solar gain and shading, to include guidelines related to building orientation, roof designs, window orientation and design, landscaping and solar energy rights. Balance the desire for the appropriate utilization of passive solar design with the desire for attractive building form and architecture. D. Adopt beyond-minimum-compliance energy efficiency standards, codes and incentive packages for all new buildings, redeveloped buildings and new development areas. Address lighting, heating, cooling, circulation, insulation, building materials, appliances and solar orientation. E. Implement incentives for improving energy efficiency within existing buildings.
<p>Community Design Policy 2.2</p> <p>Support transit oriented development, and improvements that promote multi-modal transportation options within the Town’s Urban Growth Boundary.</p>	<ul style="list-style-type: none"> A. Work collaboratively to secure the necessary funding for an efficient user-friendly local and regional public transit system. B. Identify and secure future locations for regional transit stops within the Eagle Planning Area. C. Promote compact development, allowing increased residential, retail and mixed use densities in areas close to transit stops. D. Ensure multimodal connectivity between all residential areas and public destinations.

**CHAPTER 7:
Transportation, Mobility
and Circulation**



Transportation, Mobility and Circulation

The purpose of the Transportation, Mobility and Circulation Chapter is to state clearly the transportation objectives of the community. The Town of Eagle should strive to become a more pedestrian-friendly community with multiple transportation options: pedestrian, bicycle, vehicular and mass transit. The goals, policies, and action items of this chapter reflect the desire for greater transportation choices.

Throughout the nation communities are planning for alternative modes of transportation due to increased traffic congestion, reduced parking availability, higher energy prices and concern about pollution and global warming. These are also concerns for the growing communities in Eagle County.

There are local and regional influences on road congestion in the Eagle Planning Area. Traffic is expected to increase due to population growth both in the town and in surrounding communities. The need for local workers to commute to jobs outside of the planning area may continue to rise as well. Continued increases in the amount of vehicle traffic will add to road congestion, air pollution, water pollution, and noise, and could further exacerbate the fragmentation of wildlife habitat and movement corridors.

As stated in the 1996 Eagle Area Community Plan, “transportation problems cannot be solved solely by building new roads.” Creating more local jobs and a shift to alternative modes of transportation will help to alleviate some of these impacts. This Plan encourages compact, mixed-use development and transit oriented land use patterns to help reduce traffic impacts to residents and visitors.

A Regional Approach

Transportation issues need to be analyzed from a regional perspective. The Town and County should collaborate with developers, the Eagle County Regional Transportation Authority and the State of Colorado to develop and/or improve regional transportation systems.

Regional transit service, park-and-rides and rideshare/vanpool programs should be expanded, and should include more parking as necessary at Park-and-Rides. The Eagle County Regional Transportation Authority currently provides service between Dotsero, Gypsum, Eagle County Airport, Eagle, Avon, Minturn, Leadville and Vail. Statistics from winter 2007 show that 4 percent of ECO Transit ridership occurred in Eagle at about 105 boardings per day. Potential expansions might include more frequent service dur-

ing rush hours, additional stops (currently three in the Town of Eagle), additional support infrastructure such as bus shelters and signage, and/or a town shuttle system to complement and tie into the regional bus system.

The Eagle County Comprehensive Plan states that a county-wide passenger rail system should remain an important priority. Increased fuel costs may make rail more attractive (rail consumes a third of the energy of trucks); accommodations for rail freight service to industrial areas near the existing rail line via spurs should be encouraged. This Plan advocates a transit center at the north end of downtown, strategically located to incorporate a potential passenger rail line. A direct regional passenger rail system between Denver and Glenwood Springs via Summit County, Vail and Eagle such as the Rocky Mountain Rail Coalition and the I-70 Coalition is also supported. A passenger rail system may be part of a long-term regional transportation solution, and the transit center could serve as a local connection.

In the nearer term, main arterial roads should be improved to effectively accommodate automobiles, bicycles, pedestrians, and other transit options. New development should be connected

to these transportation networks.

Capacity Issues and Potential Improvements

The 1996 Eagle Area Community Plan addressed traffic issues through a guiding policy that states; “Develop a circulation and transportation system of roads, mass transit, and pedestrian/bicycle paths that will provide for safe and convenient movement of goods and people within the Town of Eagle and the surrounding area.” Two of the proposed implementing actions regarding capacity issues were completed between 1996 and 2010: the installation of the traffic signal at the intersection of Eby Creek Road and

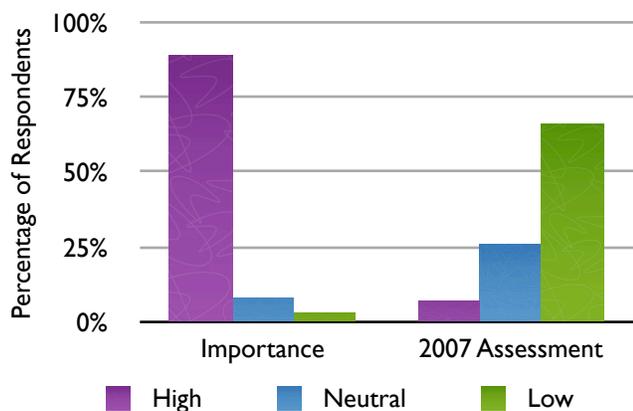


Public input into the Community Plan revealed strong support for improvement of traffic circulation.

Chambers Avenue, and the construction of Sylvan Lake Road from US Highway 6 to Eagle Ranch. Many of the traffic issues and concerns identified in the 1996 Plan remain today. The anticipated growth in population and jobs make transportation improvements imperative.

Circulation and transportation remain major issues in the community. The community survey presented a number of initiatives and projects the Town of Eagle could undertake, and survey results showed that improvement of traffic circulation was the most supported initiative. When Eagle residents were asked to prioritize the allocation of resources for town projects and services, the improvement of traffic circulation was rated highest on the priority list.

Community Survey Ratings of Traffic Circulation: Importance as a Value and Assessment of Eagle’s Status (2007)



A direct way to reduce traffic and congestion is to create more jobs that pay well and build more affordable housing units (a better jobs-to-housing balance) in the area. This would ensure that people who work in Eagle can afford to live here and that residents have employment opportunities without long commutes.

Improving alternative transit options should also be a high priority. As the Eagle County Comprehensive Plan notes, expanding opportunities for mass and multi-modal transportation assists with affordability challenges by allowing wages to be spent on other necessities such as the high cost of housing in the region.

Pedestrian improvements throughout the Town are needed to improve the walkability of the community. Examples of these improvements include:

- A. Provide and/or improve pedestrian and bike connectivity between the Town Center and businesses in the I-70 Influence Character Area.
- B. Provide and/or improve more direct and user-friendly pedestrian and bike connectivity between Eagle Ranch and Town Center destinations.
- C. Extend the Regional ECO Trail from Violet Lane east through Town and on toward Wolcott
- D. Provide adequate and appropriate connections from the Town’s internal

trails to the County's Regional ECO Trail system

- E. Provide additional pedestrian access points to the Fairgrounds from Town.
- F. Within the Town Center, expand the sidewalk system to enhance safety and connectivity between residential areas and main street destinations.
- G. Provide pedestrian and bike connectivity between the West Eagle Addition and downtown.
- H. Provide pedestrian and bike connectivity between the West Eagle Addition and Eagle Ranch.

Continued development and the accompanying rise in traffic volumes require improvements to alleviate congestion and provide sufficient carrying capacity, particularly along major roadways including U.S. Highway 6 and Eby Creek Road. The I-70 Eagle Interchange Upgrade Study is underway and should be completed in 2010. This study will be a critical component of the Town's future transportation planning, and is available for review at the Town of Eagle offices.

The following areas have been identified as places in need of transportation improvements:

- A. Eby Creek Road between Market Street and U.S. Highway 6 (study in progress with CDOT);
- B. Highway 6 between the Sylvan Lake Road roundabout and the Eby Creek Road roundabout;

- C. Connection between of U.S. Highway 6 and Capitol Street through the U.S.F.S parcel west of Bull Pasture;
- D. Connection from Nogal Road to Chambers Avenue;
- E. Connection from Chambers Avenue east to U.S. Highway 6;
- F. Pedestrian access from the Town Center to Chambers Avenue;
- G. Capitol Street between Highway 6 and Eagle Ranch;
- H. Connection from U.S. Highway 6 to Fairground Road;
- I. New interchange to/from Interstate 70 connecting to U.S. Highway 6 east of the current interchange;
- J. New interchange between Interstate 70 connecting to U.S. Highway 6 west of Eagle.

Other strategies may be implemented in the review process for new development. Such strategies include the reduction of vehicle trips and vehicle miles generated by new development through requiring pedestrian, bicycle and automobile connections between neighborhoods and local retail and service centers. These connections should be part of a regional sidewalk and trail system. Established neighborhoods should be retrofitted in the same manner when financing and connections are available. The development review process should also ensure that neighborhoods have multiple access points, connections to surrounding neighborhoods, traffic calming devices, and street design standards to minimize

congestion and cut-through traffic. In order to increase transit efficiency, new development areas should be concentrated near existing or potential transit facilities.

Mobility Options

Eagle should be a place where people have the option to leave their personal automobiles at or near home. Transit Goal #1 states, “The transportation system in Eagle should be an efficient, interconnected, and accessible system of roadways, transit corridors, bicycle paths and sidewalks that link regional and neighborhood centers to residential areas.” To ensure the necessary levels of investment, citizens, developers, elected officials and others must recognize that a healthy transportation system requires multiple modes.

The Town should develop a transportation plan that includes options for pedestrian and bicycle movement. Major transportation routes should provide connection to the regional bus system. Selected roads retrofitted with bicycle paths and separated multi-use paths will increase mobility options and promote additional benefits such as health, recreation and social interaction. Plowed pedestrian connections should be provided at



ECO transit connects Eagle to other parts of the County.



Schools are an excellent destination for bike riders.



Enjoying a local bike path.

major intersections and bus stops. Bicycle parking should be available at all bus stops and commercial centers.

Wayfinding

A comprehensive signage plan, or wayfinding system, is needed to improve traffic flow and help visitors navigate their way through town. A wayfinding system can include signs, maps, gateways, landscaping, decorative elements, banners and informational kiosks. For example, a good wayfinding system would direct Interstate and Highway 6 traffic to the restaurants and shopping destinations in the Town Center Character Area. Signage within the downtown area will help visitors locate businesses, parking, and amenities.



Appropriate signage is an important element in a comprehensive wayfinding system.

Parking

In order to serve as a destination for residents and visitors, parking needs to be available and convenient. An increase in mass transit usage will increase the need for additional park and ride lots. Parking availability within mixed-use areas should be improved to support the infill and redevelopment strategies in this plan. Policy 6.1.4 details a number of strategies to improve parking conditions in the downtown area.

Funding

Funding for transportation improvements will be a joint effort of the public and private sector. Within the development review process, applicants should conduct a traffic studies to determine the effects of the proposed development on road infrastructure, and should propose solutions. Developers will be responsible for mitigating traffic and parking impacts. The Town should team with ECO Transit to build quality shelters, park-and-ride lots and other facilities through impact fees, town sales tax revenues, and CDOT funds.

Transportation Goal #1: *The Eagle Planning Area is served by an efficient, interconnected and accessible system of roadways, bicycle paths, side-*

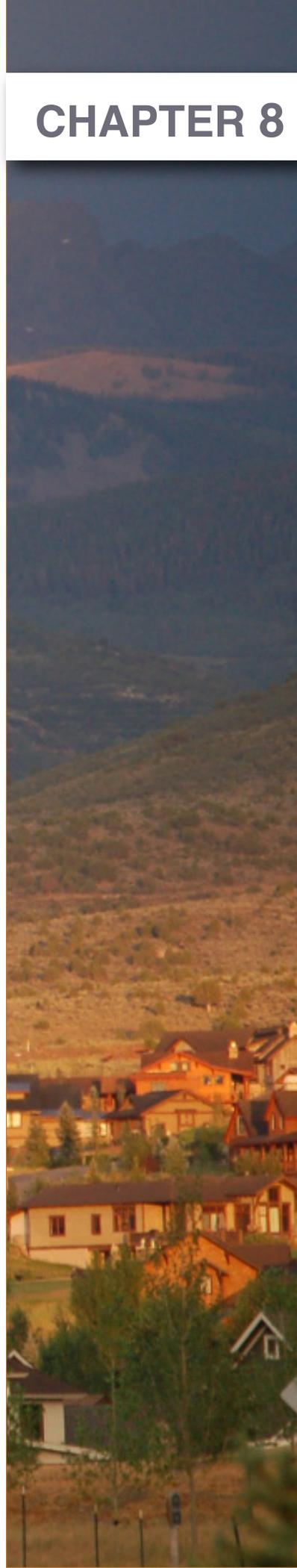
POLICIES	RECOMMENDED STRATEGIES
<p>Transportation Policy 1.1</p> <p>The Town and County should work cooperatively with all affected stakeholders to integrate and fund local and regional transportation improvements.</p>	<ul style="list-style-type: none"> A. Develop a plan with CDOT, the County and other jurisdictions and stakeholders that addresses future transportation needs in the Eagle Planning Area. B. Collaborate with developers, the Eagle County Regional Transportation Authority, the State of Colorado and the federal government to fund necessary transportation improvements. C. Require developers to pay their fair share for transportation improvements related to their project. D. Encourage the expansion of regional transit service and ride share/van pool programs. E. Support and participate in valley-wide efforts to bring commuter rail service to the area. F. Plan transit improvements around a future community transit center to be located in a central location. G. Encourage efficient multimodal connectivity between all destinations in the area. H. Support appropriate connection to and easterly continuation of the ECO Regional Trail within the Planning Area Boundary.
<p>Transportation Policy 1.2</p> <p>Maintain desired levels of service (LOS) on all travel routes, and work to increase the efficiency of the existing street system.</p>	<ul style="list-style-type: none"> A. Evaluate, update as needed and otherwise apply Town and County required Level-of-Service (LOS) policies. B. Require development applicants to provide traffic studies and traffic impact analysis appropriate to the location, scale and nature of proposed improvements. C. Provide efficient pedestrian, bicycle and vehicular connections between established and new neighborhoods and public destinations.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Transportation Policy 1.2, continued</p>	<ul style="list-style-type: none"> D. Allow flexible street design standards to promote efficiency and connectivity. E. Require new development to plan for postal delivery on-site, and encourage retro-fitting cluster boxes into already-built developments. F. Identify and implement Level of Service or automotive connectivity improvements in the following areas: <ul style="list-style-type: none"> 1) Eby Creek Road between Market Street and U.S. Highway 6, including the Eby Creek Roundabout; 2) Connection between U.S. Highway 6 and Capitol Street through the former Road and Bridge/Horse Pasture parcels in West Eagle; 3) Connection from the east end of Chambers Avenue to U.S. Highway 6; 4) Capitol Street between US Highway 6 and Eagle Ranch; 5) Connection from U.S. Highway 6 to the Eagle County Fairgrounds; and 6) New interchange(s) to/from I-70. G. Locate high traffic generating land uses close to collector and arterial roadways and transit centers. H. Develop and maintain an access control plan on major roadways that achieves community goals of this Eagle Area Community Plan.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Transportation Policy 1.3</p> <p>Promote alternative modes of transportation to reduce reliance on the personal automobile.</p>	<ul style="list-style-type: none"> A. Ensure that transportation planning efforts consider and incorporate improvements supporting alternative modes of transportation. B. Secure a location for one or more primary multi-modal transit centers for the Town of Eagle. C. Provide efficient pedestrian and bicycle connections between neighborhoods, businesses and other public destinations. Identify and implement pedestrian connectivity improvements in the following specific areas: <ul style="list-style-type: none"> 1) Between residential neighborhoods and commercial areas within the Town Center; 2) Between West Eagle and the Town Center; 3) Between the Town Center and businesses on Market Street; 4) Between businesses and off site destinations in the Chambers Avenue, Sawatch Road and Nogal Road area; and 5) Between the Eby Creek Subdivision and the Market Street area. D. Prepare and work to implement a comprehensive sidewalk plan for the Town. E. Encourage a compact development pattern, and establish minimum transit oriented development densities for new developments in areas adjacent to regional public transit routes or proposed transit centers. F. Ensure that streets effectively accommodate transit, bicycles, pedestrians and other transportation options as determined appropriate. G. Work to retain the Union Pacific Rail Corridor for future freight and public transportation. H. Work with businesses to develop incentive programs to increase the utilization of public transit systems by local workers.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Transportation Policy 1.4</p> <p>Enforce appropriate and adequate parking standards throughout the Eagle Planning Area.</p>	<ul style="list-style-type: none"> A. Encourage compact development and maximize opportunities for shared parking in retail and business locations. B. Create a parking management plan that implements the following strategies: <ul style="list-style-type: none"> 1) Minimum parking standards for various locations, land uses and land use intensities; 2) Minimum service, delivery and loading area standards for various locations, land uses and land use intensities; 3) Incentives for shared parking arrangements and other management plans to maximize the efficiency of parking areas; 4) Standards for parking area lighting and pedestrian movement; 5) Impact fee structures to fund centralized parking facilities; 6) Incentives for building-integrated parking to encourage compact, pedestrian-friendly design; 7) Paid parking or time limit parking zones in certain areas; and 8) A system to enforce parking rules and standards. C. Review and revise Town of Eagle Zoning regulations that address parking to ensure that appropriate provisions are included.

**CHAPTER 8:
Natural, Scenic and
Environmentally Sensitive
Areas**



Natural, Scenic and Environmentally Sensitive Areas

The purpose of this Chapter is to state clearly the objectives of the community as they pertain to the rich natural environmental and wildlife assets in the Town of Eagle Planning Area. Future growth should be developed in a manner that protects the natural, scenic, wildlife and environmental goals of this plan while providing for the needs of local residents and businesses.

An Outstanding Natural Environment

The natural environment within the Eagle Planning Area is of the highest quality, and represents a critical asset related to lifestyles and the local economy that should be preserved and protected. To facilitate responsible stewardship of the area's air, water, wildlife and environmentally sensitive lands, the community must understand how people and business activities affect natural areas and natural systems. The Town of Eagle and Eagle County should work collaboratively to provide information that fosters and encourages good stewardship of all natural attributes within the Eagle Planning Area by adhering to the following guidelines:

1) Use natural resources efficiently.

The Town and County should work together to assure the efficient utilization of natural resources within the planning area. Where appropriate rock, sand and gravel should be extracted from the ground in advance of development. Timber harvesting may be found to be an effective and profitable resource management strategy on public lands. The treatment and distribution of domestic water should balance agricultural needs, community needs and the benefits of maintaining healthy flows in local streams and rivers. As active stewards of the land, citizens and businesses should support and promote the efficient use of natural resources. Development review processes should require applicants to demonstrate proposed efficiencies like the reduction of solid waste, the use of green building practices, the use of renewable energy, and/or the minimization of carbon footprints.

2) Maintain and enhance air quality.

Air quality is essential to the quality of life in Eagle, especially when one considers the importance of outdoor recreation and scenic views to local residents and businesses. The Town and County should work to reduce air pollution from existing sources such as wood burning

fireplaces, construction sites and areas of traffic congestion. Energy efficient green building should be encouraged to reduce carbon dioxide emissions from homes and commercial, industrial and institutional buildings. Disturbed areas should be promptly revegetated, and dust control measures should be enforced at construction sites and gravel pits. The approval process for asphalt batch plants should ensure adherence to current state emission standards, and should require consideration of local air flow dynamics when determining plant locations and operating procedures.

3) Maintain and enhance water quality and quantity.

High quality water is an expectation in communities like Eagle that are located in the Colorado high country. The clear waters of local streams and rivers minimize the need for extensive domestic water treatment, and support high quality recreational activities like fishing, camping and wildlife viewing. Stream flows in Brush Creek, Eby Creek and the Eagle River are important to the Town and will be protected by the Town to the greatest extent possible. Brush Creek has a minimum stream flow standard, and the Town has stream management plans that can be utilized to maintain adequate flows during



Stabilizing river banks aids in erosion control.

dry years.

The requirements for waste water treatment, erosion control and storm water management are elevated within the Eagle Planning Area in order to maintain high water quality standards. The Town and County should work to identify and reduce impacts from point source and



Improvements to Brush Creek provide shade, cooler

non-point source pollution, including urban runoff from streets and parking lots. If not properly managed, agricultural uses can increase sediment and nutrient loads in Brush Creek at certain times of the year. The Town and County should continue to support policies and action items from the Eagle River Watershed Plan, particularly with regard to protection of riparian vegetation, in-stream flows, revegetation of riparian habitat and sedimentation control. Future efforts might include the development of a water budget and implementation of water conservation tools throughout the planning area.

4) Avoid natural hazards and protect environmentally sensitive areas.

Development in flood plains, high wildfire hazard areas and areas subject to rock falls, debris flows or other significant geologic hazards within the planning area should be avoided. Development on sensitive lands, which include wetlands, riparian habitats, critical wildlife habitats, and areas supporting unique vegetative communities or rare or endangered plants or animals, should also be avoided. In the event that development on sensitive lands is found to be necessary, the impacts of development should be fully mitigated. Applications for changes in land use should include site specific analysis of any hazards or envi-

ronmentally sensitive lands that exist on the property, and should propose and implement mitigation strategies consistent with those recommended through the Town's and County's application referral process.



Open Space (Hernage Creek shown above) can help to protect environmentally sensitive areas.

5) Protect wildlife habitat and wildlife movement corridors.

Wildlife is an important component of the natural, scenic, environmental and economic systems of the region. Feedback from the community shows that residents are concerned about the future of the region's wildlife. Development and related activity within wildlife habitat and movement corridors directly and in-

directly impacts the ability of the area to support healthy populations, and increases the possibility for conflicts between wildlife and humans. A healthy wildlife population also provides great economic benefit. Hunting, fishing, and wildlife viewing bring visitors to the area and build economic strength through non-resort based activities. Businesses such as guiding and outfitting are created for, and depend upon, wildlife-centered activities.

County by hunters and fishermen totaled \$32.2 million annually. The overall gain to the County's economy as those direct dollars circulate through the community was estimated to be \$57.8 million annually. In addition, the report concluded that \$940 million is spent in Colorado each year by residents and visitors pursuing other related activities including wildlife viewing, wildlife photography, etc. Given the rich wildlife resources in Eagle County, it is reasonable to assume that such "watchable wildlife"



Elk graze in open space next to Town.

Sprawling development should be minimized to benefit local wildlife populations.

A 2002 report commissioned by the Colorado Division of Wildlife and prepared by BBC Research and Consulting found that direct expenditures in Eagle

uses contribute millions of dollars to Eagle County's economy. The report also provided an estimate that 20,000 jobs are generated statewide as a result of

wildlife resources and activities (no county by county jobs data was provided). Lands that support critical wildlife habitat or movement corridors within the Eagle planning area should therefore be protected and/or enhanced to ensure their ability to sustain wildlife in perpetuity.

Wildlife mapping in the development review process was an implementing action set forth in the 1996 Eagle Area Community Plan and has been accomplished. At the writing of this plan, critical wildlife habitat of relevance includes elk production areas, elk migration corridors, elk severe winter range, deer migration corridors, deer winter range, deer severe winter range, elk and deer winter concentration areas, blue heron rookeries, raptor nesting areas, riparian areas and areas critical to the support of rare or endangered species.

Wildlife habitat in Eagle County is dynamic, and future wildlife impacts and mitigation strategies should be determined on a case-by-case basis by the Colorado Division of Wildlife. It is generally agreed that minimizing development of a sprawling nature in the Brush Creek, Castle Peak, Eastern Gateway and Western Gateway Character Areas will benefit local wildlife populations. It is also generally agreed that several wildlife movement corridors and deer and elk winter ranges should be identified and preserved as open space across the floor

of the Brush Creek valley south of the Town of Eagle.

The Town and County should continue to coordinate with local land and resource management agencies to maintain and enhance the health of local wildlife populations. Coordinated land planning will better ensure the maintenance of high quality, non-fragmented wildlife habitat in the Eagle Planning Area.

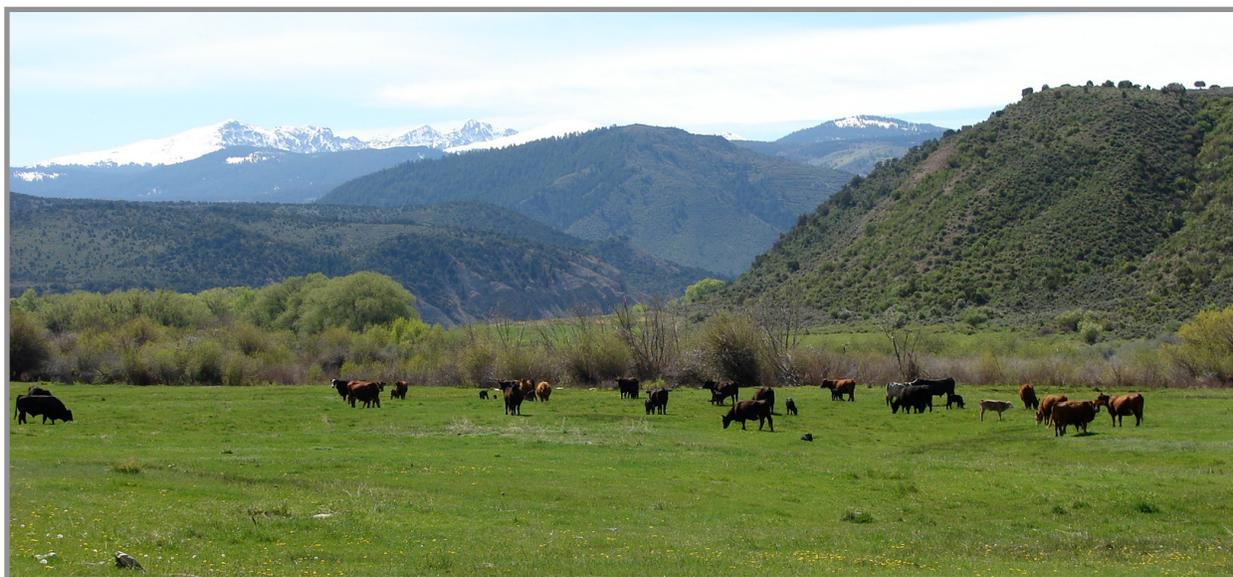
Potential funding sources for the protection of wildlife include but are not limited to the Colorado Division of Wildlife, the Natural Resources Conservation Service, Great Outdoors Colorado, the Rocky Mountain Elk Foundation, the Mule Deer Foundation, The Wild Turkey Foundation and Ducks Unlimited. Locally, the Eagle Ranch Wildlife Trust continues to contribute to wildlife habitat enhancement projects.

6) Enhance visual quality and protect view corridors.

The scenic quality of the Eagle Planning Area exemplifies the natural beauty and spirit of the Rocky Mountain west, and is vital to its character and sense of place. Views of surrounding rural lands from locations within the town contribute strongly to its small-town feel and western character. The panoramic views of mountains, ridges, valleys and stream corridors from travel routes surrounding the community are assets that add

greatly to the quality of life enjoyed by local residents, the attraction of the area to visitors, and the success of local businesses. Castle Peak, the Sawatch Range, Hardscrabble Mountain and the Seven Hermits, Red Canyon, and the riparian corridors of Eby Creek, Brush Creek and the Eagle River are especially significant natural features. These combine with the built form of the commu-

footprint, implementing strategies for open space acquisition and preserving existing agricultural uses can be emphasized as a means to protect the visual quality of the area. Setbacks from rivers and streams, and development restrictions on steep slopes and ridgelines should be enforced. Agricultural uses and large-lot zoning should be maintained by Eagle County within the com-



Views in the Eagle Planning Area contribute strongly to the desirability of living here, and should be preserved or enhanced.

nity and agricultural buildings, fences, fields and pastures that surround it to create the visual palette that defines the Eagle Planning Area as a special and unique destination.

As future development occurs, the visual quality of natural and built environments should be preserved or enhanced. Structures should be strategically positioned with natural viewsheds in mind. Maintaining a compact development

community buffer areas east and west of Town, and in the Eby Creek and Brush Creek drainages to the north and south. Maintaining high visual quality should be of particular importance in areas considered gateways to the community, or gateways to recreation areas on surrounding public lands.

The development of additional design standards and special planning area principles can help the Town provide

guidance for viewshed protection during the development review process. Where they do not currently exist, design guidelines can be used to encourage the use of street orientations, building forms, architectural treatments and landscaping to enhance viewsheds and visual quality. Large existing vegetation stands, riparian areas and other sensitive lands should be determinants in locating open spaces, parks and trail corridors within new neighborhoods. In this manner, new development can be better integrated with the existing scenic landscape patterns.

- 7) Provide opportunities for education and involvement.

The Town of Eagle and Eagle County should lead and contribute to environ-

mental sustainability by providing information and encouraging sustainable practices among residents and visitors. Local governments can set positive examples by increasing the sustainability of their own buildings and operations. Public information on resource efficiency, including energy and water conservation, air quality, water quality and quantity, building practices, waste management, greenhouse gas production and other relevant topics should be distributed through the Town and County's website, brochures, and events. Incentives could include reduced permitting fees and rebates. The Town and County are currently working to reduce their consumption of energy and production of solid waste. These efforts should be publicized to provide positive examples of sustainability and awareness to residents and visitors.



The Town and County can set positive examples and provide public information about resource efficiency.

Natural Resources Goal #1: *Natural Resources in the Eagle Planning Area are appropriately and efficiently utilized, and the quality and function of the natural environment and natural systems is preserved.*

POLICIES	RECOMMENDED STRATEGIES
<p>Natural Resources Policy 1.1</p> <p>Support and demonstrate the efficient use of natural resources.</p>	<ul style="list-style-type: none"> A. Coordinate with the County’s regional waste management plan to reduce solid waste by maintaining and improving local recycling facilities and services. B. Encourage all construction efforts to utilize green building practices. C. Evaluate the feasibility of utilizing local renewable energy resources, including wind, solar, micro-hydro, biomass and geothermal. D. Encourage energy conservation and energy efficient lifestyles by implementing relevant strategies listed in Chapter 6 under Community Design Goal #2. E. Identify and work to correct energy inefficiencies in public buildings and government services. Area Community Plan.
<p>Natural Resources Policy 1.2</p> <p>Support measures to maintain and/or improve air quality.</p>	<ul style="list-style-type: none"> A. Prohibit traditional wood burning fireplace installations, allowing instead only EPA approved gas stoves and wood pellet fireplace appliances (Consult Town and County ordinances and land use regulations for further information). B. Encourage site designs and alternative transit incentives that reduce the demand for automobile trips in the area. C. Implement and enforce regulations for excavation, mining and construction-related dust suppression. D. Implement best management practices to minimize impacts to local air quality from asphalt, concrete and gravel mining operations. E. Implement best management practices to minimize impacts to local air quality from unpaved roads in the area and from the sanding of roads through winter months. character and sense of place.

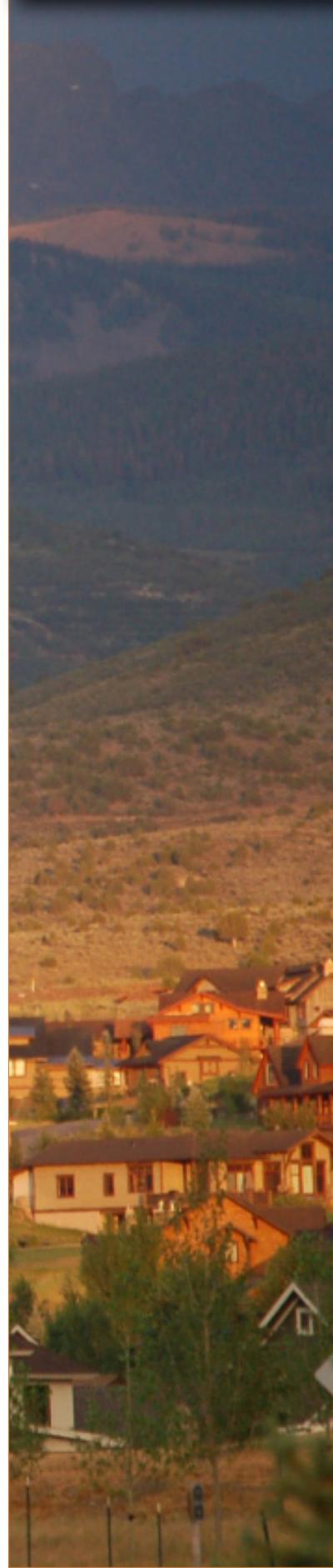
<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Natural Resources Policy 1.3</p> <p>Support measures to maintain and/or improve water quality and water quantities in the area.</p>	<ul style="list-style-type: none"> A. Work collaboratively with all stakeholders to assure that master plans, land use regulations, resource management plans and forest plans adequately address water quality and water quantity concerns. B. Implement applicable policies and action items from the Eagle River Watershed Plan, including but not limited to education and conservation programs, enforcing stream setbacks, maintaining optimum stream flows, preventing and controlling erosion, managing storm water runoff, improving riparian habitat, and protecting ground water recharge areas. C. Work with USGS to monitor water quantity and quality by utilizing the Eagle River Watershed Retrospective Assessment Program. D. Maintain and enhance in-stream flows in rivers, creeks, and streams within the Eagle Planning Area. E. Utilize “Best Management Practices” to minimize impacts from point source and non-point source runoff. F. Implement a Source Water Education and Protection Plan to increase community awareness about potential risks to water quality. G. Work with public land and other involved management and service agencies to ensure high quality potable water at the Town’s water treatment plants by reducing wildfire potential in source water areas. H. Promote water conservation in the Eagle area by: <ul style="list-style-type: none"> 1) Requiring the use of water saving household appliances. 2) Creating and implementing regulations related water efficient landscaping, to include incentives/requirements to install water efficient irrigation systems, reduce the use of water-consumptive ground covers and increase the use of native and/or drought tolerant plants. 3) Encouraging the use of water efficient irrigation methods on agricultural properties.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Natural Resources Policy 1.4</p> <p>Development should avoid natural hazards and impacts on environmentally sensitive areas.</p>	<ul style="list-style-type: none"> A. Utilize the most current resource analysis tools to identify natural hazards and environmentally sensitive lands. Address avoidance and the mitigation of impacts through the development review process. B. Enforce a setback from streams, rivers, wetlands and riparian vegetation based on site-specific analysis that is sufficient to protect surface and ground water quality, wildlife habitat, regional ecosystem integrity, viewsheds and dispersed recreational opportunities, as applicable. Use a minimum setback standard of 75 feet from the high water mark. C. Educate and assist landowners in the protection of river/stream corridors and wetlands. D. Provide incentives including tax relief, flexibility in site development and Transfer of Development Rights programs to preserve environmentally sensitive lands. E. Implement vegetation and tree protection standards which require developers to document the extent and type of high quality vegetative cover on a site, and implement strategies to protect and preserve such cover to the greatest degree practicable. F. Require appropriate and timely revegetation of graded and excavated areas. G. Avoid and/or severely restrict development on steep slopes, areas subject to geologic hazards (including areas harboring unstable or erosive soils), flood plains and wildfire hazard areas. H. Ensure that development does not create or exacerbate exposure to natural hazards on adjacent properties.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Natural Resources Policy 1.5</p> <p>Protect and enhance wildlife habitats and movement corridors in the Eagle Planning Area.</p>	<ul style="list-style-type: none"> A. Coordinate with state, national and local agencies, as well as interested citizens and organizations to maintain non-fragmented wildlife habitat. B. Utilize the most current analysis tools and mapping to identify critical wildlife habitats and movement corridors. C. Identify and establish strategies to protect critical habitats and movement corridors defined by the Colorado Division of Wildlife. Work additionally to identify and protect habitats and movement corridors on lands not inventoried by the Colorado Division of Wildlife (i.e. productive agricultural properties) throughout the Eagle Planning Area. D. Utilize wildlife habitat information to identify open space priorities. Require the inclusion of critical wildlife habitats and ecosystem connections within open space areas created through the development approval process. E. Work with landowners to remove unnecessary fencing. Where fencing is necessary, require wildlife friendly fencing according to CDOW standards. F. Work with the Division of Wildlife to identify and create safe highway crossing areas for wildlife in the area. G. Secure and expand funding sources for the protection of wildlife from agencies like the Colorado Division of Wildlife, the Natural Resources Conservation Service, Great Outdoors Colorado, the Rocky Mountain Elk Foundation, the Mule Deer Foundation, and the Eagle Ranch Wildlife Trust.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Natural Resources Policy 1.6</p> <p>Maintain and work to enhance the quality of valued viewsheds and view corridors in the Eagle Planning Area.</p>	<ul style="list-style-type: none"> A. Utilize public input to identify and map visually sensitive areas and iconic viewsheds and view corridors. B. Create visual quality and viewshed protection design standards for the Eagle Planning Area. (both Town and County) to assure the protection and/or enhancement of visual quality and view corridors through the development review process. C. Protect the area’s dark skies using the International Dark Sky Association standards as a guide to prepare local codes and design guidelines.
<p>Natural Resources Policy 1.7</p> <p>Work to promote an understanding of local initiatives to reduce greenhouse gas production within the Eagle Planning Area.</p>	<ul style="list-style-type: none"> A. Inventory the existing greenhouse gas footprint for the Town. B. Review the Town of Eagle and Eagle County Building Codes and revise where appropriate to reduce greenhouse production using an appropriate per unit basis. C. Create an educational program to inform residents of greenhouse gas reductions that can be achieved at the household and individual lifestyle level. D. Work to achieve a community design that encourages walking, bicycle and public transit usage.

**CHAPTER 9:
Open Space, Recreation
and Trails**



Open Space, Recreation and Trails

Open space, recreation, and trails are integral to the quality of life enjoyed by Eagle residents, and to the success of local businesses that rely on related activities. In the 2007 Town of Eagle Community Survey, residents listed “open space on the fringes of town” as the most important enhancement to quality of life in the community. The intent of this chapter is to define a general approach and philosophy regarding open space, trails and recreation for the Eagle Planning Area.

The Benefits of Open Space

The definition of open space in this plan was proposed in the Eagle Area Open Lands Conservation Plan (EAOLCP) approved by the Town in 2004, and reads as follows:

“ . . . undeveloped areas characterized by scenic lands and sensitive environmental resources which provide numerous community benefits if conserved in perpetuity.”

Results of the 2007 Community Survey show that scenery and recreational amenities are major reasons residents choose to live in the Eagle Planning Area. Community survey respondents rated “acquire open space areas” as the second highest priority for the Town of Eagle.

Add Photo of Open Space Trails

Preserving open space has many benefits, including but not limited to the following:

- protects habitat for wildlife and plant diversity;



Open Space trail on Third Gulch south of Eagle.

- reduces storm water runoff and water pollution;
- preserves scenic views and rural atmosphere;
- provides access and connectivity to nature;
- enhances recreational uses;
- creates buffers between communities;
- encourages the efficient concentration of development;
- preserves and fosters agricultural land uses in out-lying areas; and
- enhances livability, and the attractiveness of the area to new businesses

It is important to note that 74% of the open lands surrounding the Town of Eagle (within the Eagle Area Community Plan boundary) are federally owned. While generally stable in configuration, these lands may or may not remain open space in perpetuity. Federal lands can be transferred to private ownership through land trades or exchanges. Additionally, resource extraction activities (mining and logging) on these lands can diminish their value to residents and recreationalists as open space.

A variety of tools are available to the Town and the County to help preserve open space and sensitive lands. The 1996 Eagle Area Community Plan identified a lodging tax as a funding source for open space acquisition. Local voters approved this tax in 1996, and since then the Town has acquired open space and

made a significant contribution to perpetually preserve Sylvan Lake State Park on East and West Brush Creek. In 2002, county residents approved an increase in property taxes to fund open



Residents value public open space as an enhancement to quality of life.

space acquisitions, resulting in a pool of available money that is now administered by Eagle County. Public open space funds can be used to purchase open space properties in fee simple, or to purchase conservation easements, which in essence purchase the development rights on a property while allowing it to

remain in private ownership. This approach is beneficial for a number of reasons:

- It strategically reduces the amount of development that can occur on a property.
- It assures that a property's environmental, cultural or open space values are properly preserved and managed.
- It allows the land to continue to be used in profitable ways by the land owner.
- It assures long-term maintenance of the land (by the property owner) without public subsidy, and
- It is significantly cheaper than a fee simple purchase of the property.

Future efforts should focus on targeting specific lands for open space and implementing appropriate acquisition strategies. In addition to utilizing public open space funds, both the Town and the County can work with developers and land owners to preserve quality open space areas through annexation and/or entitlement processes. General preservation priorities include:

- Riparian corridors, particularly along the Eagle River and Brush Creek;
- Sensitive wildlife habitat and movement corridors;
- Prominent ridgelines and hillsides;
- Public trails and points of access to public lands;

- Lands east and west of the Town of Eagle that serve as community buffers;
- Lands that contribute to scenic viewsheds
- Lands that contribute to the preservation of the area's character, heritage and sense of openness

The work to evaluate lands, land use patterns and land use impacts for the purpose of identifying key parcels for conservation should be a collaborative venture, involving local governments, state, national and local agencies, and involved organizations, citizens and other stakeholders.

Recreation and Trail Amenities

The 1996 Eagle Area Community Plan identified access points, potential trail corridors, and sites for recreational activities. Improvements since 1996 include completion of the Eagle Area Open Lands Conservation Plan in 1997, creation of the Eagle County Regional Trails Plan in 2001, construction of the Eagle Pool and Ice Rink in 2003, and improvements to Eagle Town Park in 2006. Based on the State of Colorado Small Community Park and Recreation Planning Standards, the Town currently exceeds the standard for parks (.8 acres of park land per 1,000 residents) by providing 2.29 acres of park land per 1,000 residents.

The demand for outdoor recreation is expected to grow, from both locals and visitors to the area. The community survey suggests alpine skiing, hiking, and walking/jogging as the most popular recreational activities for residents of the Eagle Planning Area, followed by fishing, golf, mountain biking, road biking and snowshoeing. Recreational resources include numerous neighborhood parks, Eagle County Fairgrounds, Eagle Pool and Ice Rink, Eagle Ranch Golf Course, an extensive trail system, the Eagle River and Brush Creek, the Visitor Center Park, and the expansive public lands outside of the Growth Boundary.

The Town and County should continue to acquire new, and maintain and manage existing open space and recreational sites and facilities including appropriate trails, river access points, and access to publicly owned lands. Particular focus should be given to open space areas and trails in close proximity to the Town's boundary access. The expansion of paved paths and trails in collaboration with the Eagle Valley Regional Trails Plan was a strongly suggested recreational enhancement in the community survey. The Town should pursue additional funding sources for trail maintenance and construction, and

coordinate with the BLM and U.S.F.S for access to federally owned lands. Appropriate parking and signage should be developed to direct people to open space, recreation and trails. Signage within the downtown area will help visitors locate businesses, parking, and amenities.



The Eagle Pool and Ice Rink is an important year-round recreational amenity.

Open Space Goal #1: *Open space in the Eagle Planning Area is appropriately preserved and managed*

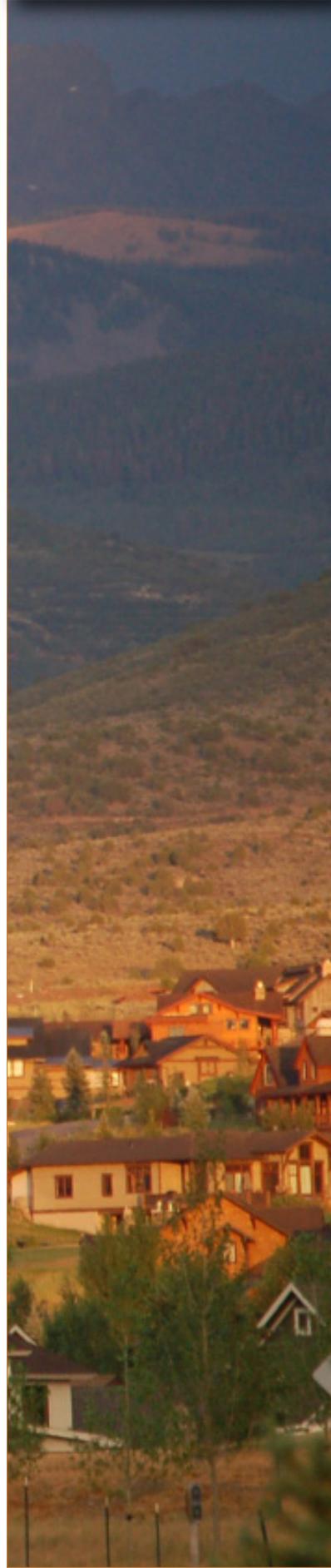
<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Open Space Policy 1.1</p> <p>Protect lands of high conservation or recreation value as open space.</p>	<p>A. Utilize relevant and available resources, including current resource maps and Town and County Open Space Plans, to identify open space lands worthy of preservation.</p> <p>B. Work with state, national and local agencies, as well as interested citizens and organizations to evaluate and coordinate the acquisition of the targeted open space lands.</p> <p>C. Retain existing public land configurations in the area unless the public benefits realized through a public land trade or exchange significantly outweigh any negative impacts.</p> <p>D. Implement strategies for the preservation of open space including:</p> <ol style="list-style-type: none"> 1) Acquiring conservation easements. 2) Preserving open space through development negotiations and/or exactions. 3) Requiring/creating buffers between development and adjacent public lands. 4) Promoting a transfer of development rights (TDR) program. 5) Promoting lease-back arrangements. As part of a land purchase contract, the Town can lease the land back to the seller for a specified time for continuation of farming or ranching. 6) Developing zone districts and/or future land use designations that require “conservation oriented development”. Conservation oriented development emphasizes the preservation of lands of high conservation value as a part of a development proposal. 7) Fostering appropriate intergovernmental and interagency collaboration. 8) Working to educate landowners about tax incentives associated with the preservation of open space.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Open Space Policy 1.2</p> <p>Support efforts to enhance or expand Town parks, trails and recreation amenities.</p>	<ul style="list-style-type: none"> A. Prepare a detailed Recreation Master Plan that addresses the importance of both dispersed and organized recreational activities and supporting amenities and facilities in the Eagle Planning Area. B. Identify enhancements to existing or proposed Town parks and trails. Recommended improvements include, but are not limited to: <ul style="list-style-type: none"> 1) Improved access to the Eagle River through town. 2) The development of a park and connecting trails at the confluence of Brush Creek and the Eagle River. 3) Expanding parks and trails to keep pace with a growing community. 4) Expanded linkages to and extensions of the Eagle County (ECO) Regional Trails Plan. Work with the Eco Trails Committee to identify needs and construct new trails. C. Pursue funding for trail maintenance and for the construction of new trails and parks. D. Require new development to provide adequate parks, trails and other recreational facilities. E. Require new development to provide trail connections to local and regional destinations or existing trail systems. F. Explore opportunities for a white water park at or near the Eagle County Fairgrounds.

Open Space Goal #2: *Residents and visitors to the Eagle Planning Area are provided appropriate access to public lands, open space and river/stream corridors.*

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Open Space Policy 2.1</p> <p>Work to preserve and acquire appropriate access to public lands, open space and river/stream corridors.</p>	<ul style="list-style-type: none"> A. Work with stakeholder groups to identify and map existing and desired access points to public lands, rivers and streams. B. Maintain, improve or work to add public land access points where appropriate. Use a variety of techniques such as development incentives, acquisition of development rights, and donation of easements to preserve, enhance and/or acquire such access. C. Secure public rights-of-way, for existing or new access to public lands. D. Require that all development applications or annexation proposals for property adjacent to public lands include appropriate public access. E. For lands adjacent to public lands, require a pre-application consultation with relevant state and federal land management agencies to discuss issues such as appropriate travel/use restrictions, site development, seasonal closures and similar issues that would affect adjacent public lands. F. Develop programs to educate citizens on appropriate use of public lands, including the need for seasonal closures to protect wildlife.

**CHAPTER 10:
Housing**



Housing

In recent years, the cost of housing has increased at a rate that is faster than the increase in earnings of area workers, particularly low- to moderate-income households. The Urban Land Institute (*Advisory Services Panel Report, 2006, p. 15*) reports that most new jobs in Eagle County in the next 5-10 years will be in the service sector, with relatively low wages. This means owning a home is beyond the means of many families within the Eagle Planning Area. In addition, high housing costs create problems for area employers. Employers responding to the annual Economic Council Workforce Report (www.economiccouncil.biz) state that the lack of affordable housing negatively im-

pacts their ability to recruit, hire, and retain staff.

Eagle residents identified “affordability” as one of the top three reasons for living in the area, according to the 2007 Community Survey (the other two were quality of life and having a family-oriented community). Based on the high cost of real estate, employers’ needs for workforce housing, and the desire of residents to keep Eagle affordable, the Town has recognized the importance of affordable housing as a valuable community resource. According to the Town’s Local Employee Residency Program (LERP), affordable housing produced through the Program should remain available not only for current residents and employees, but also for those who may come to the area in the future.

An additional need is housing for senior citizens. The Town of Eagle is currently home to Seniors on Broadway and the Golden Eagle Senior Apartments, two independent senior living complexes. A 2005 study from The Highland Group, Strategic Research, Planning,



The Lofts above the Eagle River.

and Marketing Solutions for Seniors Housing and Care Communities, identified demand in the Eagle County for both assisted living and skilled nursing facilities. This study is currently being updated by Eagle County.

Affordable Housing

Affordable housing is generally defined as a home with a housing payment that does not exceed 30 percent of gross monthly household income and that is of sufficient size to meet the needs of the household (*Eagle County Housing Needs Assessment 2007, p. 6*). A study of

using this definition, and the median home prices in the Eagle zip code area (81631). Countywide, approximately 4% of homes could be considered “affordable” in 2008, with the only single family homes in this category found in Eagle and Gypsum.

Area Median Income (AMI) is another commonly used measure of housing affordability. According to the Department of Housing and Urban Development, the 2009 Area Median Income for Eagle County is \$86,600 for a family of four. A family at 100% AMI could afford a \$334,000 home, or rent at \$2,165/



The Eagle area boasts a variety of housing types including single family homes, townhomes and condominiums.

Shown above are affordable units at the Bluffs.

housing affordability in Eagle County (“*Special Report: Affordability 2009*” at www.economiccouncil.biz) identified close to a 50% gap in 2007-2008 between what local families could afford to buy

month. Families earning below 80% AMI are considered low income: a family of four at 80% of 2009 AMI would earn \$69,280 annually and be eligible to pur-

chase a \$267,000 home (or pay rent at \$1,732/month).

The result of this disparity between wages and housing costs is not only cost-burdened households (those spending more than 30 percent of their income on housing), but employees holding multiple jobs and/or households comprised of multiple roommates to afford the cost. The influx of retirees and second-homeowners has created a demand for construction in Eagle County. Because of the high cost of real estate, some homes that traditionally housed local workers have been purchased by out-of-area residents, further widening the affordability gap by removing homes from the local resident pool. Large second homes generate a demand for additional workers, who in turn need affordable housing (*see the Northwest Colorado Council of Governments studies “Social and Economic Effects of Second Homes 2004”, and “Transitions in Mountain Communities: Second Home Study, Phase II, 2006” at www.nwc.co.gov*).

The Town believes that a healthy vibrant community should have a diverse workforce and a range of housing choices for residents at all income levels, and that the development of workforce and affordable housing in Eagle can help to ensure a more sustainable community. A community that includes both housing and employment opportunities is desirable. There are many benefits when

people work in the same community where they live. Parents are closer to their children and are able to be more involved in their education. Less income is used for transportation and is available for other purposes. The local economy benefits because people who work in town spend more money in town, increasing local sales tax revenues. Community identity is enhanced. Good schools, housing choices, efficient roads and a strong economic base create incentives for more businesses to locate in the Town.

Housing the Local Workforce

The 1996 Eagle Area Community Plan led to the adoption of standards for affordable housing and local employee deed restricted housing. In 2000, the Town changed its zoning standards to permit accessory dwelling units (ADUs) in all residential zoned districts in an attempt to increase the supply of rental housing. It is anticipated that these units will be rented as workforce housing. To date, there are approximately 106 constructed and occupied ADUs in the Town.

In fall of 2002 the Town adopted inclusionary residential requirements for local employee housing, titled “Local Employee Residency Program” (LERP). The program officially began in January 2004. The purpose of the Local Employee Residency Program is to increase

the supply of permanently affordable housing for those who live and/or work in the Town.

The Town of Eagle LERP requires new residential development of 10 or more units to provide affordable housing distributed throughout the new development. The units are subject to an appreciation cap and specific resale procedures, both intended to make the initial price as low as possible and keep it that way well into the future. The program

PUD to create a housing program, originally administered by the Eagle Ranch Housing Corporation. This program has created a total of 61 units throughout the Eagle Ranch PUD, including single family homes, townhomes and condominiums. In 2009, the Eagle County Housing and Development Department assumed management responsibilities for the Town of Eagle LERP and Eagle Ranch affordable housing programs.

Housing the Local Workforce



Eagle boasts a variety of housing types and sizes.

has created a total of 33 units to date, including a mixture single family homes, townhomes and condominiums.

Prior to the adoption of the LERP, the Town of Eagle required the Eagle Ranch

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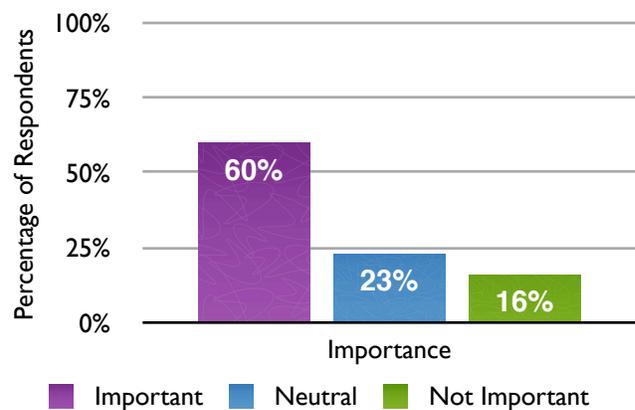
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Future Direction

The Town of Eagle should continue to promote a wide range of housing choices and to preserve the existing stock of quality workforce housing. The Town should increase the existing inventory of affordable units. In addition, the Town should evaluate the need for increased percentages for inclusionary zoning, as well as the addition of inclusionary requirements for commercial and mixed-use development, in order to increase the supply of affordable homes in multiple locations throughout Eagle. The Town should continue its collaborative approach to housing solutions, working with other municipalities, the private sector, the County, and community/regional/state agencies to monitor and address the affordable housing gap and the need for quality senior housing options.

Community Survey Ratings of Affordable Housing



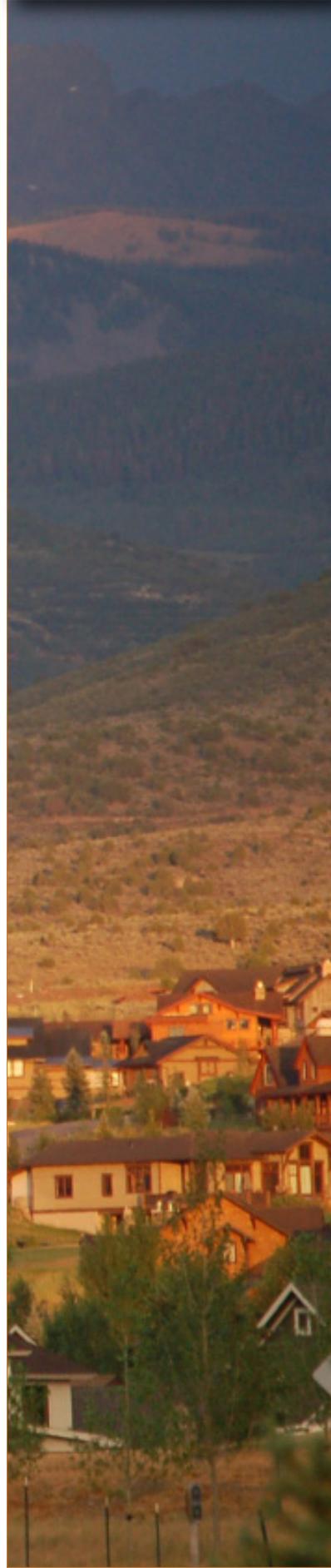
60% of respondents said Affordable Housing is “Important or “Very Important” for Eagle.

Housing Goal #1: *Citizens from a wide range of economic levels and age groups are able to find housing in the Eagle Area.*

POLICIES	RECOMMENDED STRATEGIES
<p>Housing Policy 1.1</p> <p>Support and contribute to efforts to address the needs for affordable housing.</p>	<p>A. Monitor the needs for affordable housing in the region, utilizing the following indicators:</p> <ol style="list-style-type: none"> 1) The ratio of local jobs to affordable workforce housing units 2) The availability of affordable housing stock 3) The local demand for affordable housing 4) The status of down payment assistance funds 5) The availability of programs to educate potential home buyers 6) The status of current regulatory issues <p>B. Educate community members about existing affordable housing opportunities and down payment assistance programs.</p> <p>C. Implement community developed solutions that incorporate federal, state and local programs and resources as needed and appropriate.</p> <p>D. Adhere to Eagle County Housing Guidelines in unincorporated areas.</p> <p>E. Collaborate with Eagle County to provide a Continuum of Care Retirement Community with associated living facilities in the area.</p> <p>F. Encourage and provide appropriate incentives for the construction of entry level housing by the private sector.</p>

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Housing Policy 1.2</p> <p>Promote the preservation and/or creation of a wide range of housing units, including single family, duplex, multi-family and mixed use arrangement units.</p>	<ul style="list-style-type: none"> A. Implement strategies to prevent the loss of affordable housing stock. B. Create opportunities for affordable home ownership, rental, and special needs housing units for low, moderate, and median income households. C. Encourage a mix of housing types and price points that are affordable to an appropriate range of incomes. D. Periodically review the Town of Eagle’s Local Employee Residency Program and related affordable housing plans to ensure that they are responsive to the needs of the community. E. Allow and encourage accessory units within single family residential zones and in new development. F. Distribute for sale and for rent affordable housing units throughout the Town’s incorporated area. G. In new developments, work to establish a real estate transfer fee to help fund workforce housing.
<p>Housing Policy 1.3</p> <p>Promote increased residential densities in mixed use commercial residential areas.</p>	<ul style="list-style-type: none"> A. Create more detailed statements of intent with regards to housing for targeted areas within the Town through the implementation of sub-area master planning. Address the integration of uses, density, scale, transitions, transportation, architectural standards, parking, recreation, etc. through these planning efforts B. Revise codes that inappropriately limit housing variety options in residential zoned districts

**CHAPTER 11:
Economic Development
and Sustainability**



Economic Development and Sustainability

The overall economy of the Town and the Town government's finances are inextricably tied together. State statutes require the Town government to balance the demands for services placed on government with its income. The purpose of this chapter is to define the issues and develop guiding principles for decisions related to the economy and Town finances.

Demand for additional services, amenities, and infrastructure comes from growth and increased community expectations. In the past, Town government was responsible for water, sewer, minimal street maintenance, and police protection. Now, residents expect their Town to provide and maintain parks and open space, affordable housing, trails, recreational amenities, and other services. To the degree that they are determined to be necessary and appropriate, the Town Board must meet the budgetary challenges of paying for these services, amenities and infrastructure.

Funds can be raised through sales and property taxes, increases in the amount of goods and services purchased locally, or construction-related fees (for example, impact and use fees). Across the State, revenues come largely from sales tax because State laws limit municipal authority to increase property tax rates (voters

must approve any increase in property taxes).

To achieve a sustainable economy and balanced budgets, the community faces a variety of choices and options:

- generate new sales tax dollars,
- capture a greater amount of the dollars spent on goods and services,
- raise funds through exactions and impact fees from new development,
- increase the property tax rate, and/or
- reduce government services,

This Plan encourages both infill and re-development of existing commercial areas, the development of new regional oriented commercial development and additional residential growth within the Town's Urban Growth Boundary.

To assure a sustainable balance between the services provided by the Town and the cost of those services to the taxpayer, the Town should strive for an economy that is:

1) Predictable:

The Town should plan for fluctuations in the economy. These plans could include building reserves during strong economic periods and educating Town residents about the budget demands for providing services and amenities.

2) Diverse:

The Town should build a diverse economic base. Investment in business sectors beyond resort, real estate, and construction will provide some resiliency to market downturns.

3) Data-driven:

The Town should strive to make demographic and economic information available for current and prospective business owners.

4) Budget conscious:

The Town government is required by state statute to have a balanced budget, but the community must be aware of the trade-offs at play with their requests. Additional services, amenities, and infrastructure require additional funding sources.

5) Supported by good-paying local jobs:

Policies should promote a community in which people can live, work and play. By encouraging development of businesses with higher paying jobs, residents can

work locally and avoid long and expensive commutes up-valley for employment.

6) Supported by businesses that compete well in the regional economy:

The Town can improve economic health by minimizing economic leakage to other communities, and capturing sales tax dollars from outside the community. Providing opportunities for Eagle residents to spend more of their disposable income within Town for goods and services is healthy for the economy. “Basic dollars” spent within town impact the economy through the “multiplier effect”: money turns over resulting in more dollars spent and additional people employed.

Town Finances: Revenues

The Town obtains revenues from a variety of sources. Property taxes and sales taxes have provided the most reliable and predictable income streams. The State does not provide much funding to towns. The various revenue sources available to the Town are discussed as follows:

Sales Tax

Sales tax revenue accounts for a large portion of the Town’s revenues. The table below shows that sales tax accounted for about 55 percent of the general revenue fund in 2008. In Eagle, sales tax is the highest rate allowed under Colorado

law, 8.4 percent. Of that, the Town receives 4%, the State of Colorado receives 2.9%, and Eagle County receives 1.5%. Merchandise is taxed at point of sale, so only those goods and services purchased in Eagle provide sales tax revenue to the Town.

Although the sales tax rate cannot be raised, the Town can work to increase the purchase of goods and services within Town. Increasing the number of jobs available locally would likely result in greater patronage of local businesses. There is also great potential of drawing additional business from travelers on Interstate 70. Since there is a direct relationship between square footage of commercial space, gross sales, and sales tax revenues, the Town should evaluate opportunities for maximizing the use of currently zoned commercial properties. Within the dynamic environment of the local economy, the Town should strive to determine which commercial uses are the most likely to produce sales taxes and focus business development efforts on those uses.

Property Tax

An increase in property tax revenues requires that a community vote to tax itself at a higher rate. This comes with challenges, as long-time locals may feel that new development is creating the demand for more services, amenities, and infrastructure. The Town has a low mill levy assessment and receives approxi-

mately \$425,000 per year in property tax revenue. This amount constitutes approximately 9% of annual general fund revenues. While property tax is an important revenue source for the Town, the revenue base is difficult to grow because of constitutional and statutory limitations. Voter approval for a property tax increase is required, and voters are more likely to approve increases for specific projects than for ongoing governmental operations.

Impact Fees and Use Taxes

Impact fees and use taxes are revenue sources linked to construction. The purpose of impact fees is to pay for a portion of the additional costs of public services that new development may cause and to ensure that the Town's level of service standards are maintained. Use taxes raise revenue for the Capital Fund, which provides funds for projects such as building and park development, street construction and equipment purchases. The use tax is imposed for using or consuming construction or building materials in the Town of Eagle, regardless of point of sale. The rate is 4% of the retail cost. The Town needs to be sensitive to the overall impact of building related fees and taxes as they relate to the cost of construction.

Enterprise Funds

Enterprise funds pay for the non-general fund services of water, wastewater (sewer), and refuse utilities. These serv-

ices are not paid for with tax money (other than a small mill levy on wastewater services). Instead, users of these services – all residents and businesses – receive bills for the services they use. These utilities are run just like private businesses; the Town provides the services and customers pay for them directly. The costs of the services are determined by the amount of services consumed. There are a variety of other small funding sources for the town such as licenses and permits, fines, fees and

rental income. Increases in these funding sources would have minimal impact on the town’s finances.

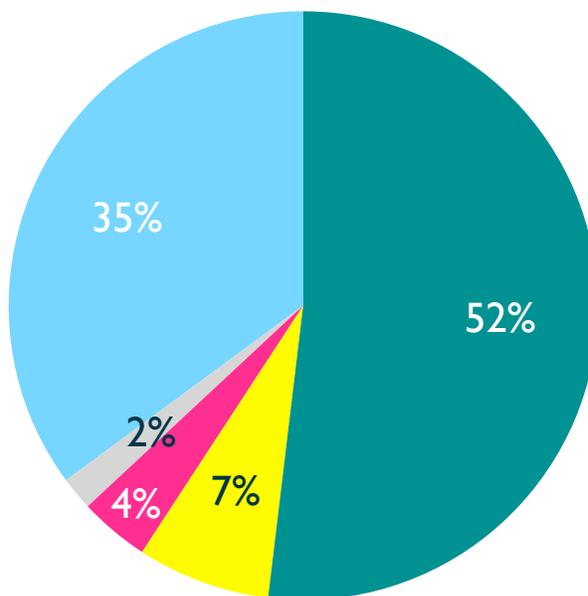
Other funding

The Town should continue to work with the County and other jurisdictions to capture funds from projects that have a regional benefit. In the past, the town has received funding assistance from the Colorado Department of Transportation, Western Eagle County Metropolitan Recreation District (WECMRD), the Colorado Division of Wildlife, Great Outdoors Colorado (GOCO) and Eagle County. All funding from outside agencies is for project specific expenses, not ongoing operations.

General Fund Revenues



2010 General Fund Revenues (Projected)



The graphs above and to the right show the makeup of General Fund revenues for the Town of Eagle. Sales tax accounts for over one-half of the revenues projected for 2010. Revenues from construction-related permits and fees have fallen since 2008.

- Sales Tax
- Property Tax
- Permits, Impact Fees, Use Taxes
- Enterprise Funds
- Other Revenues

Town Finances: Expenditures

The Town has three major types of expenses: operations/services, community requests, and capital costs, as further detailed below.

Operations/Services

Operations expenses include the cost of salaries and benefits, supplies, contracted professional services, energy costs, and insurance. Services include the maintenance of streets, police protection, maintenance of public buildings and grounds, and debt service. The cost of these services has steadily risen over time somewhat proportional to the population and the cost of doing business (i.e. rising energy costs). Like any local government, personnel costs are a large part of conducting the Town business.

Community Requests

Community requests include funds spent on the support of local organizations providing value to the community such as the Chamber of Commerce, Bravo, and the Eagle Valley Seniors. In addition, they include events such as Flight Days, Fourth of July Fireworks, and parades. The requests have steadily risen to reflect the community's expectations that government be as actively engaged as its citizens.

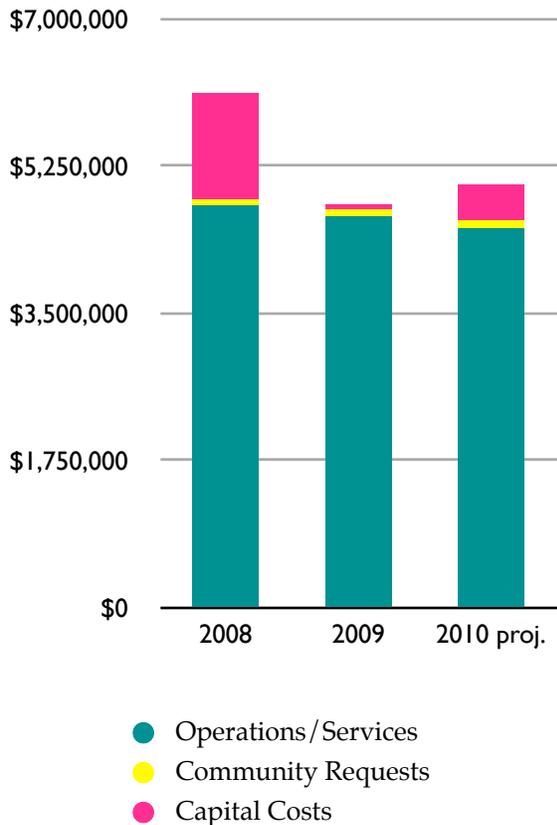
Capital Costs

Non-utility capital expenses include expenses and debt service for construction

projects. The capital expenses are in three categories: 1) buildings, parks and open space; 2) streets and rights of way; and 3) equipment. Projects and expenses tend to fluctuate from year to year depending on the needs and desires of the community coupled with available revenue sources. One year a significant outlay of cash will go towards purchasing and constructing a park, the next year something else. Some years see a smaller capital projects budget with the expectation of saving for projects in a future year. As construction costs increase and the community demands more amenities, expenditures for capital improvements rise over time.

All of these expenditures continue to rise in part due to population increases and inflation. However, there is another factor at play – rising expectations of the citizens in the community. Citizens demand more services and more recreational opportunities. Community requests are now being received from groups that did not exist a decade ago. Trails and open space maintenance are examples of new expenditures for the town. Investing in streetscapes requires investing in the equipment to maintain them. The desire by the community to redevelop the Town Center also comes at a cost. Capital investments must be made to replace or repair old water and sewer lines, install new storm drainage facilities, and add pedestrian amenities.

General Fund Expenditures



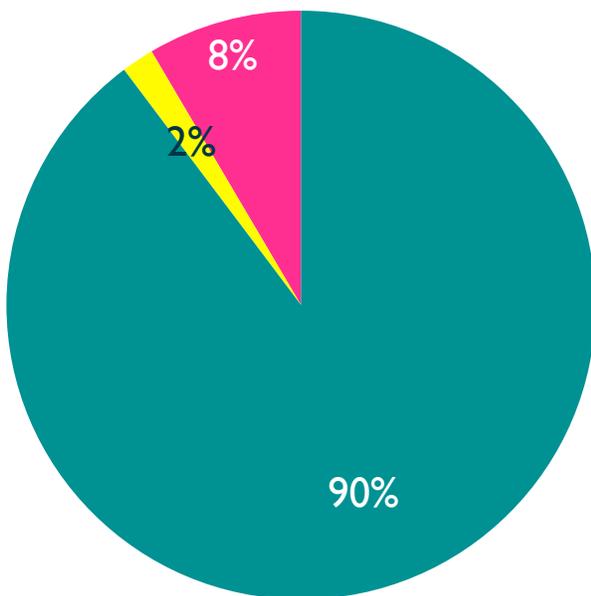
The graphs to the left show the makeup of General Fund expenditures for the Town of Eagle. Operations and services include administration, public works (streets and buildings), and public safety (police).

A Balanced Approach

A number of trends make it challenging to balance the Town’s revenue with expenditures:

- A. The community is getting closer to “build out”. As this happens, it will be harder to pay for additional needs and demands with new construction revenues. Construction fees, sales/use taxes on construction materials, and development fees will fall.
- B. Aging facilities will require increased maintenance and replacement over time.
- C. Energy costs may continue to rise as resources become scarcer.
- D. The community will continue to demand high quality services, amenities, and capital improvements.

2010 General Fund Expenditures (Projected)



In the face of these challenges, it will be important to set good guiding policies for decision-makers to use when faced with Town finance decisions. Those guiding policies include but are not limited to:

- A. Provide a balanced yearly budget.
- B. Maintain a healthy financial reserve.
- C. Focus primarily on revenues from property tax and sales tax.
- D. Maximize available commercial space.
- E. Secure appropriate exactions from new construction projects. Seek a realistic funding and phasing strategy including operations and maintenance costs for all new development.
- F. Recognize that in the long term the revenue generated from residential property tax does not cover expenses associated with the maintenance of residential neighborhoods.

Building a Sustainable Economy

A sustainable economy is defined as a system which maintains and/or enhances economic opportunity without compromising the ability of future generations to meet their economic needs. The number and types of businesses in an area, the number and types of jobs that are supported by those businesses, the impacts of regional economic activities and drivers and forecasts of future economic trends are all important considerations in this regard.

A. Jobs and Wages

Employment in Eagle is typical of mountain towns in Colorado. The construction industry represents approximately 24 percent of the jobs in the Town. Education, Health and Social Services provides 15 percent, while Arts, Entertainment, Recreation, Accommodation, and Food Services represent 12 percent of the em-

ployment. Public Administration, because of Eagle's position as the County Seat, is relatively high at 9 percent. Public administration includes the Town, County, School District and other governmental offices (data from Bureau of Labor Statistics, 2008).

Wages are tracked by the Department of Labor (employer reported), but are only reported at the county level. According to the Department of Labor, the average weekly wage in Eagle County is \$837 compared to the state's average of \$932. (Colorado Department of Labor, 4th Quarter 2008) The lower wages are due in part to a larger proportion of workers in service industry jobs, which typically pay a lower hourly rate.

B. Economic Development

Strong community development is essential to strong economic development. Adherence to the guiding policies provided by this plan is considered integral to maintaining a strong economy in Eagle. Several specific strategies will help bolster the economy:

- 1) Encourage diversification of the local economy to reduce leakage of shopping dollars to others areas and to help weather larger economic shifts. New businesses should reflect and build upon the unique character of the community.

- 2) Provide incentives to attract the kinds of businesses to the area that offer higher wages.
 - 3) Optimize commercial development to create more jobs and provide additional outlets for goods and services within the five existing commercial centers that have evolved over time in Eagle. These centers are identified as:
 - A. The Town Center: This area includes the commercial corridors on U.S. Highway 6, Broadway, and Capitol Street.
 - B. The West Eagle Commercial Center: This is part of the Town Center Character Area but is more specifically those commercial uses on U.S. Highway 6 in West Eagle.
 - C. The North Interstate 70 Commercial Center: This area includes the commercial and lodging properties located north of Interstate 70 along Eby Creek Road and Market Street.
 - D. The South Interstate 70 Commercial Center: This area includes the commercial and lodging properties located south of Interstate 70 along Eby Creek Road, Chambers Avenue, Fairgrounds Road and undeveloped areas east of town and within the urban growth boundaries.
 - E. The Eagle Ranch Commercial Center.
 - 4) Use environmentally appropriate strategies to promote organized and dispersed recreational tourism in the area. Dispersed recreation includes fishing, hunting, hiking, kayaking and biking, and utilizes river access points like those provided at the Fairgrounds. Dispersed recreation also includes destinations like Sylvan Lake State Park, the Tenth Mountain Hut system, back country roads and campgrounds, and trail systems located on public lands. Hunters, fishermen, rafters and other outdoor enthusiasts bring outside money to local shops and businesses. In 2007, 25 percent of hunting and fishing licenses sold in Eagle County were purchased in the Town of Eagle.
- The Town should also pursue opportunities provided through the operation of facilities for organized sports and events. The Fairgrounds, Eagle County Event Center, WECMRD recreational fields complex, Eagle Pool and Ice Rink, Eagle Ranch Golf Course and numerous mountain bike trails and loops in close proximity to Town provide high quality venues for both local and regional events. These facilities should continue to be enhanced, utilized and marketed to

draw more people and businesses to the Town.

A primary concern of the 1996 Eagle Area Community Plan was that the local economy should not be too tightly tied to the high-end resort/tourism economy that has become so prevalent in the eastern part of the County. Strengthening non-resort based recreational tourism should continue to be encouraged.

- 5) Use appropriate studies and analysis to track economic progress and assure future economic success. Periodic market analyses, economic analyses, jobs inventories and housing needs assessments will help local business owners and officials gain an understanding of town finances, changing market forces and population and employment trends. Information gained can help to define the best development scenarios and land use options for specific areas within the Town. Based on the results of this economic analysis, strategies might include infill, redevelopment, affordable housing incentives, and/or the formation of Business Improvement Districts. Creating a cohesive business community within the Town should be a primary goal. Through an inclusive data collection process, an economic development strategy can

be pursued that would create a vital, sustainable, and diverse economy consistent with the community vision.

Summary

In conclusion, the Eagle economy is strong but difficult to sustain on its current course. Economic development efforts should continue to encourage more jobs, better wages, reduced leakage, increased sale of goods and services, and increased sales tax revenues. A focus on community development will help to retain the attractiveness of the community to local employers and employees. Sustainability infers a strong need for monitoring and the ability to adjust to changes. Monitoring the sources of revenue and the needs and desires creating Town expenses will be imperative in continuing efforts to fine tune Town budgets. Market analysis, fiscal impact analysis and community education must be ongoing in order to better understand and strengthen the local economy.

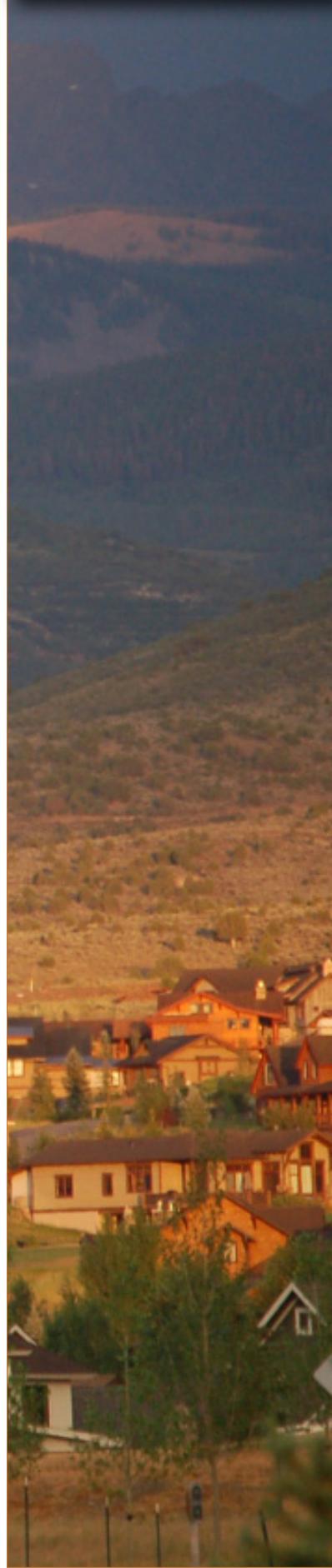
Economic Development Goal #1: *The Eagle Planning Area supports a vibrant, sustainable, and diverse economy.*

POLICIES	RECOMMENDED STRATEGIES
<p>Economic Development Policy 1.1</p> <p>Support an economic development strategy that is consistent with the vision statement.</p>	<ul style="list-style-type: none"> A. Implement regular monitoring of the local economy that includes market analysis, financial analysis and job production. Establish an Economic Development Advisory Committee that would provide recommendations to appointed and elected officials on topics including economic development strategies, marketing strategies, and efforts to help educate and inform the local citizenry on matters of Town finance. The committee would also provide recommendations to appointed and elected officials on economic development opportunities and their effect on Town finances. B. Work with surrounding jurisdictions to facilitate economic development, as determined appropriate. C. Adjust zoning within the Town’s growth boundary to accommodate anticipated commercial uses as shown on the Future Land Use Map. Include the five commercial centers identified in this chapter. D. Utilize current economic analysis data and potential tax revenues and housing needs in the development of land use plans for specific areas. E. Promote businesses and activities that benefit from Eagle’s proximity to the I-70 corridor. F. Work to better capitalize on the Town’s proximity to the Eagle County Regional Airport. G. Work to attract businesses that provide higher wage jobs. H. Promote local, regional, and national retail that fits the desired character of the community and at a pace that is supportable by the community and surrounding region. I. Attract viable businesses and trades specifically for Eagle and/or potential local niche markets.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Economic Development Policy 1.2</p> <p>Expand retail diversity to reduce sales tax leakage.</p>	<ul style="list-style-type: none"> A. Support opportunities to expand the number and diversity of businesses in Eagle; B. Implement economic development programs including small business incubators, entrepreneurial training, business recruitment, business attraction and marketing incentives; C. Work to create more local jobs and additional outlets for goods and services; D. Optimize commercial development. Determine factors that are preventing build-out of existing commercial centers E. Retain the commercial and warehouse/distribution uses in the Chambers Avenue Area.
<p>Economic Development Policy 1.3</p> <p>Create incentives to retain existing and attract new retail uses to the Town of Eagle.</p>	<ul style="list-style-type: none"> A. Update the 2002 Central Business District study of existing parking demands to address future infill and redevelopment requirements. B. Improve signage to draw visitors off of Interstate 70 and US Highway 6 to the Town’s retail centers. C. Implement the following revisions to the Town’s Land Use and Development Code to address potential barriers to commercial and residential infill and redevelopment: <ul style="list-style-type: none"> 1) Encourage a mix of uses, including residential, within the CL District; 2) Increase height allowances within the CBD to more easily accommodate three story buildings; and 3) Create more detailed intent statements for the CBD and CL Districts to focus on the integration of mixed-uses.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Economic Development Policy 1.4</p> <p>Support and participate in economic partnerships between the public and private sectors.</p>	<p>A. Consider unified Business Improvement Districts in instances where the Town wants to take affirmative steps to encourage development, particularly commercial development that will generate sales tax revenues.</p> <p>B. Consider the formation of a Tax Increment Financing District for funding public improvements.</p> <p>C. Ensure the Town of Eagle Economic Development Advisory Committee includes interested public and private sector leaders in the community.</p>

**CHAPTER 12:
Historic Preservation**

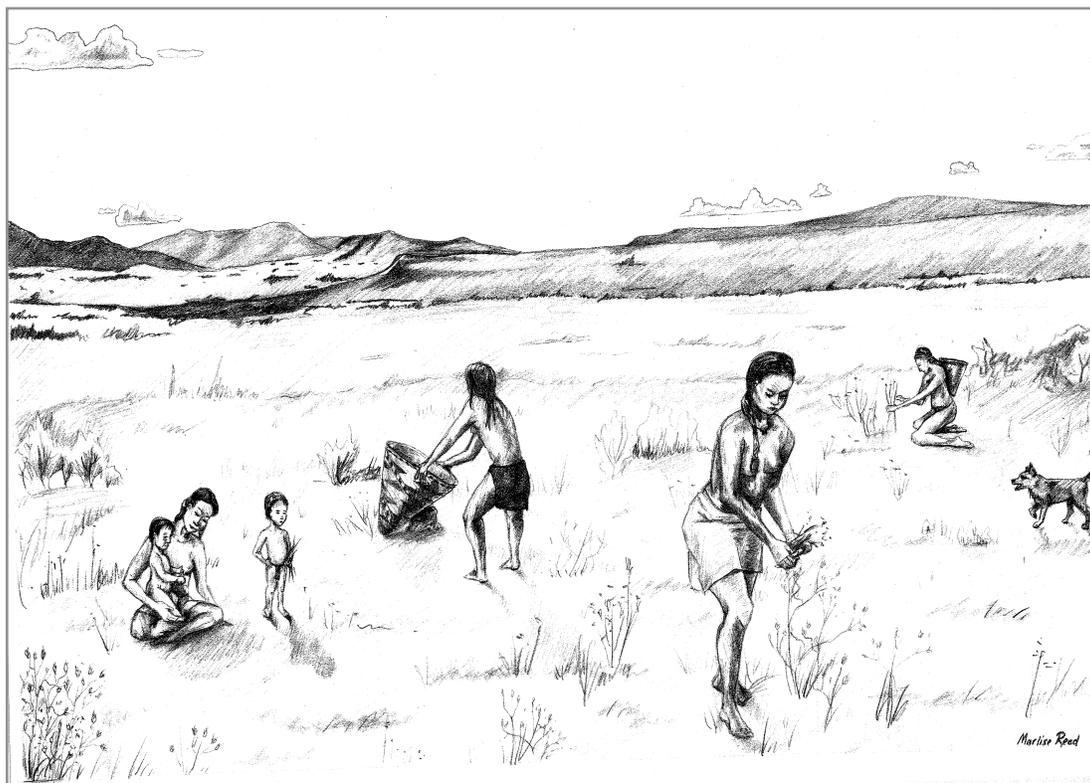


Historic Preservation

A Brief History of the Eagle Planning Area

The history of the Eagle area begins with prehistoric hunter-gatherers who were in the region as early as about 12,000 years ago. The higher elevations in and around Eagle were areas where these people came seasonally to collect resources and hunt. By about 6,000 years ago, there is good evidence from within Eagle County that small numbers of prehistoric people were staying through the winter in the area. Though some of

the prehistoric technologies like projectile points changed over time, and some new technologies like grinding implements and ceramics were developed or adopted, the hunter-gatherer lifestyle remained the means of subsistence in the higher elevations until EuroAmericans arrived. The most recent prehistoric to occupy this area were the Ute Indians, who were here when EuroAmericans arrived and who were removed from western Colorado to reservations by about 1881. Archaeological sites, especially from the later part of the



Women gathering Indian Rice grass

prehistoric era, and from when Utes were the valley's occupants, are present around Eagle and provide the only link to Eagle's prehistory prior to the arrival of EuroAmericans.

By the late 1800's, EuroAmerican explorers and trappers had arrived. New boomtowns with names like Redcliff, Astor City, Gold Park and Holy Cross City sprang up in the Upper Eagle River Valley as word spread nationwide about gold and silver strikes. Thousands of hopeful prospectors came for a chance at a fortune. One of these enterprising individuals was named William Edwards, who in the mid-1880s bought a 156-acre site at the confluence of the Eagle River and Brush Creek.

He declared the parcel to be a town and named it Castle. After a few name changes, Castle would become Eagle and would serve for more than a century as the commercial hub for the surrounding mining, ranching and agricultural communities. Eagle itself was a farming and ranching community, raising cattle, hay and potatoes.

The Town's early years were marked by a number of interesting events. The Town's carousel of changing names included Brush, Eagle River Crossing (to freight and stage drivers), Rio Aquilla, Spanish for "Eagle River," and McDonald. By the mid 1890s, with the moniker Eagle firmly and finally in place, the Town had begun to take on the trappings of a full-fledged community. It had its own newspaper, the Eagle County Examiner, and was becoming home to a rapidly growing

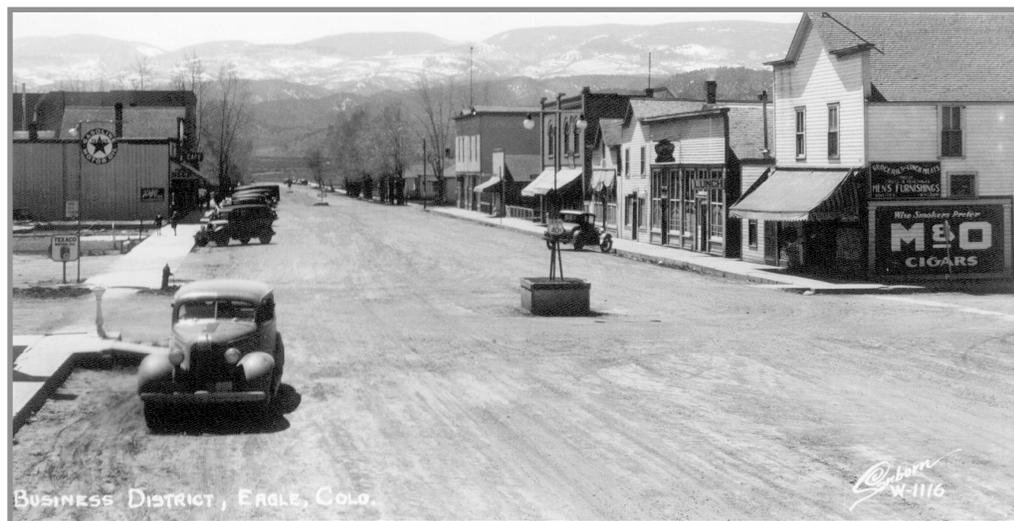


Early Stage Coach stop south of Eagle

number of businesses. The Denver & Rio Grande Railroad came to Eagle in 1887, and in 1900, with a Town population of 124, the Methodist Church was built. The Town was officially platted and incorporated in 1905.

Throughout the first several decades of the Town's existence there was a move to have Eagle replace Redcliff as the county

seat. In 1921 the voters approved the measure. The first electric lights appeared on July 5, 1927. By this time, Broadway had become the Town's main commercial street and many of those



Broadway in the early days of Eagle.

buildings have survived to this day.

Eagle has always maintained a cohesive community spirit, one that often shone brightest in early days at Woodman Hall. Opened in 1936 and located where the present day Brush Creek Saloon stands, this fraternal order served as a community gathering place and cultural center of sorts. The upper floor was used for movies, theater, dances, and even basketball games. Fourth of July celebrations also bonded the community, as did the annual Eagle County Fair and, later, Eagle Flight Days, all of which continue today. A pivotal event for Eagle was the

opening of a small airplane landing strip west of Town in 1939.

Eagle has been part of the rapid growth of the County during the latter part of the 20th Century. Its close proximity to internationally renowned resorts and a bustling airport brought the world to the Town's doorstep. While the increased sophistication of technol-

ogy, ease of transportation and growth in population and wealth led to the loss of the historical character in much of the West, Eagle has retained its historical roots. Although its population is now nearly 6,500, in many ways it is still a traditional western small town.

Historic resources within the Eagle Planning Area that can still be observed today include the Union Pacific Railroad tracks, the Eagle River Bridge, some structures in the Town Center Character Area, some structures along Brush Creek and the historic mining Town of Fulford which is located at the head of the East Brush Creek drainage.

Integrating the Past into the Future

Approximately half of Eagle’s residents have moved to the area in the past decade. With this influx of new residents, it will be important to maintain the area’s cultural heritage and historic resources so that newcomers can benefit from and work to preserve the rich history and culture of the area. In an effort to recognize and preserve the cultural heritage of the Eagle Planning Area, the Town and County should organize efforts, promote opportunities, preserve resources and design new projects in the context of this overarching goal.



Businesses on Broadway have retained Eagle’s historic character.

1) Organize Efforts

In order to be eligible for matching grant funds from the State Historic Preservation Office, the Town needs to become a Certified Local Government (CLG). CLG

status from the National Park Service creates a local, state, and federal partnership for preservation efforts and assistance. The process involves (1) enacting a local historic preservation ordinance, (2) establishing a historic preservation commission, (3) completing a request for certification to include the requirements and eligibility outlined in the “Colorado Certified Local Government Handbook.”

Within this organizational effort, the Town should explore and evaluate appropriate funding sources and financial incentive programs in conjunction with interested stakeholders and other local preservation efforts. These incentive programs could be at the local, state and/or federal level.

2) Promote Opportunities

Historic preservation requires community awareness. Preservation efforts should include educational outreach and advocacy with Town residents. The Town and County should publicize preservation events, issues, and information. Local, state, and federal grant funds are sometimes available to properties meeting historic preservation eligibility requirements. In order to facilitate this promotional effort, the Town and County should work with and enhance the resources of the Eagle County Historical Society.

3) Preserve Resources

The Town and County should work together to prioritize the study and documentation of pre-historical, historical, architectural and culturally significant properties to prevent the degradation and loss of significant sites, buildings and structures. Local designation is one way to more effectively document and recognize historic features. Local designation should be considered for the Eagle River Bridge, the historic mining Town of Fulford and a number of build-

ings within the Town Center. The State Historical Fund, managed by the Colorado Historical Society, should be considered as a potential funding source.

4) Design New Projects

New development, including infill and redevelopment, should incorporate references to the physical and cultural history of the Eagle Planning Area. Historic patterns should help shape the physical design of new development. Design stan-

dards may ensure that historic patterns are considered throughout the development review process. (See Chapter 6, Community Design and Appearance.)



Old Chambers' Dairy Barn

The Eagle County Historical Society actively preserves resources and makes them available to the public.

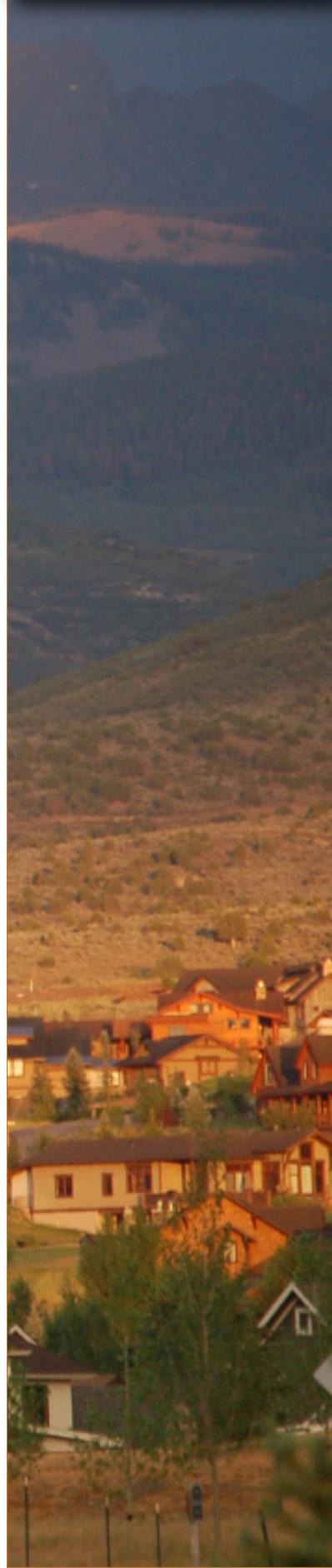
Historic Preservation Goal #1: *The rich cultural heritage of the Eagle area is appropriately showcased and preserved.*

POLICIES	RECOMMENDED STRATEGIES
<p>Historic Preservation Policy 1.1</p> <p>Support efforts to document pre-historic, historical, architectural or culturally significant properties and structures to prevent the degradation and loss of significant cultural assets.</p>	<p>A. Identify, document and work to preserve historic sites and structures through local, state and national designation.</p> <p>B. Consider amending the Town of Eagle Land Use and Development Ordinance and Eagle County’s Land Use Regulations to strengthen historic preservation efforts.</p> <p>C. As determined appropriate and desirable, encourage the use of historic features to influence the physical design of new development.</p>
<p>Historic Preservation Policy 1.2</p> <p>Work to improve communication, education, and advocacy for historic preservation through community awareness and outreach programs.</p>	<p>A. Include interested community members in the establishment and attainment of historic preservation goals.</p> <p>B. Publicize community preservation events, issues, and information.</p> <p>C. Work with and enhance the resources of the Eagle County Historical Society, including its site adjacent to the Town’s Visitor Center.</p>
<p>Historic Preservation Policy 1.3</p> <p>Support efforts to secure funding and develop financial incentive programs to preserve the Town’s cultural heritage.</p>	<p>A. Utilize information and assistance provided by state and national preservation agencies and organizations.</p> <p>B. Develop effective local sources of preservation funding and financial incentives.</p> <p>C. Assist eligible property owners to obtain local, state, and federal preservation funding and financial incentives (for example, Certified Local Government status).</p>



Renovated 1932 Eagle County Courthouse

**CHAPTER 13:
Public Services
and Infrastructure**



Public Services and Infrastructure

Introduction

The Town of Eagle and Eagle County work diligently to provide public services and infrastructure that meet the needs and expectations of the community. The Town provides a range of services that include police protection, maintenance of streets and utilities, provision of water and wastewater treatment, maintenance of civic facilities (parks, open space, recreation amenities), building inspection, and a variety of general administration activities for properties within the Town's boundaries. Eagle County provides general administration and land use approvals on lands outside the Town's municipal boundary, and works with various land management agencies to main-

tain roads and travel routes on unincorporated lands. Law enforcement in the areas outside the Town boundary is provided by the Eagle County Sheriff. The Greater Eagle Fire Protection District provides fire protection services to property located within the Eagle Planning Area. Emergency medical services for the Planning Area are provided by the Western Eagle County Ambulance District. Both of these districts have stations within the Town of Eagle.

Adequate infrastructure is critical for the Town and County to provide public services in an efficient, sustainable, and equitable manner. Growth will result in demand for the expansion of existing facilities and services. In addition, changes

in community desires may result in demand for new facilities and services. Future growth areas, illustrated in the Future Land Use Map, are currently not adequately



Eagle's police force serves the needs of a growing population.

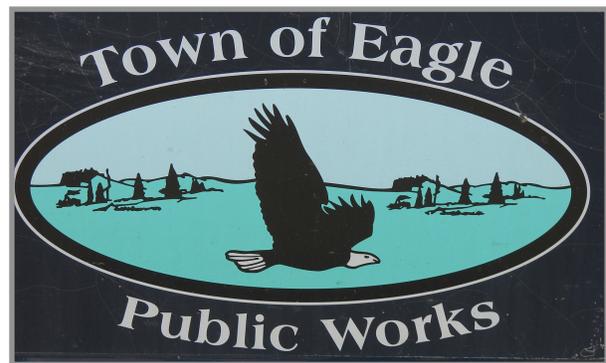
served by the Town's public infrastructure. The Town may not have the capacity to provide service to these areas with existing resources. In some areas within the older parts of town, in-fill and redevelopment could stress infrastructure and public services beyond existing capacities. The purpose of this chapter is to better define the challenges involved in providing public services and infrastructure, and to develop strategies for best meeting those challenges.

Level of Service Standards

The Town and the County evaluate their ability to provide public services and infrastructure by establishing Level of Service standards. These Level of Service standards are based upon the needs and expectations of the community and also consider the financial resources that are available. Chapter 4.14 of the Town's Land Use Code, (Assurance of Adequate Public Facilities), requires that adequate infrastructure is available to serve new development. The County has similar requirements enforced through its Land Use Regulations, with Level of Service standards for traffic found under *Section 4-620, Roadway Standards*. The Town and County should schedule periodic reviews of Level of Service standards to ensure that levels are adjusted to reflect community desires and needs.

Existing Conditions

Infrastructure and services are provided by a variety of entities, both public and private. The Town and County desire infrastructure and services that are up to date and meet acceptable levels of service. The following is a summary of the adequacy of various infrastructure systems and services.



1) Transportation

The Eagle Planning Area generally has acceptable levels of service for vehicular traffic except at certain intersections on Eby Creek Road and Grand Avenue during high volume periods of the day. Future growth will erode levels of service, with additional development in the Brush Creek valley and in the Town of Gypsum adding many vehicle trips to local roads. The Town and CDOT are currently studying capacity improvements for Eby Creek Road; the preliminary study was completed in late 2009 and construction level drawings will be complete by August, 2010. The Town is

planning for an East Eagle Interchange to serve future growth in the East Eagle Mixed Use Area. Future transportation planning efforts will largely be related to improvements on Grand Avenue. See Chapter 7 for additional information on Transportation improvements.

The Town has a good recreation path and sidewalk system, although improvements including a comprehensive sidewalk system in the Town Center, better connection from the West Eagle area to the Town Center, pedestrian access across I-70 on Eby Creek Road, pedestrian movement along Capitol Street and a pedestrian connection to town from the Eby Creek Mesa Subdivision are needed. Eagle County is working to provide a regional trail system to connect all urban and suburban areas of development in the county. Portions of that trail system still need to be completed within the Eagle Planning Area boundary.

2) Water

The Town currently has limited residual capacity at its Brush Creek Water Treatment Plant to serve existing approved subdivisions. If substantial demand is added to the system by new, large subdivision approvals, the Town will need to construct a secondary water treatment plant, known as the Lower Basin Water Treatment Plant. The preliminary study for the LBWTP will be complete by June, 2010. Construction level drawings are planned to be com-

plete by June, 2011. Water infrastructure would have to be enlarged in a number of already developed areas and/or extended past existing end points to serve future development identified within the Urban Growth Boundary.

The Town generally has a modern water distribution system. However, to meet prevailing fire flow standards, certain line replacements are necessary in the Town Center, the West Eagle area, and in specific areas of Chambers Avenue. The Town of Eagle should continue to work collaboratively with Eagle County, affected land management agencies and property owners to assure high quality source water in the Brush Creek Drainage. Division 4-6 of Eagle County's Land Use Regulations provides a variety of requirements and strategies related to water quality and stream corridor protection.

3) Wastewater

The Town recently completed the Wastewater Treatment Facility Expansion Project, which increased the treated capacity of its plant on lower Brush Creek from 0.63 to 1.65 million gallons per day. The expansion is expected to serve the next 20+ year period and the growth anticipated by current master planning efforts. Most wastewater collection lines are modern and have adequate capacity. However, older collection lines in the Town Center and West Eagle areas need to be replaced. Additionally, substantial



The Town of Eagle Wastewater Treatment Plant serves both incorporated and unincorporated areas.

upsizing of existing wastewater mains in the Chambers Avenue and Fairgrounds areas are necessary in order to support development within the East Eagle Mixed Use Area. Eagle County administers the installation of Individual Sewage Disposal Systems (ISDS) for land uses in unincorporated areas.

4) Town Provision of Water and Wastewater Services in Unincorporated Areas

The Town currently provides water and/or wastewater services in the Eby Creek Mesa Subdivision, Upper Kaibab Subdivision and water service to many properties along Brush Creek, including the Frost Creek Subdivision 5 miles south of town. *Section 4-690, Sanitary Sewage Disposal Standards* and *Section 4-680, Water Supply Standards* of Eagle County's Land Use Regulations provide

requirements for water and wastewater service to homes and development in unincorporated areas. At this time there are no plans to provide additional services to those areas or to expand services to areas beyond the Town's Urban Growth Boundary. The Town enforces an ordinance which requires properties requesting new water or wastewater service to annex to town (if contiguity requirements are met) or to execute a pre-annexation agreement. Additional service to unincorporated areas is dependent on the requirements of the ordinance, conformance with this Plan and proximity to the town's utility systems.

In the context of service to unincorporated areas, it is important to note that the Brush Creek Water Service Agreement, first promulgated in 1983 and since amended, obligates the Town of Eagle to provide a number of water taps to the Adam's Rib Ranch property if it should be developed. The ranch property consists of approximately 1,034 acres located in unincorporated Eagle County on the Brush Creek Valley floor south of the Town's Urban Growth Boundary. The zoning on the ranch is Resource (R). The Water Service Agreement originally provided 400 water taps to the Adam's Rib development in exchange for land to improve the Town's

water system. Since that time, with the development of Mill Park (now called the Bluffs), Frost Creek and Salt Creek, the number of available water taps has been reduced. One hundred and fifteen (115) taps currently remain to be allocated.

The Service Agreement does not require the Town to support any development proposal, only to supply water taps if the property is approved for development. The agreement stipulates that development cannot occur in specified “no build zones”, which include riparian areas, critical wildlife habitat and a Brush Creek Road setback.

There are a number of alternatives that could occur concerning the remaining 115 water taps:

- A. No development, in which case no water taps would be issued;
- B. Development compatible with resource zoning, in which only those taps needed for the approved density would be delivered (Conservation Oriented Development should be promoted);
- C. Significant up-zoning of the property where most or all of the taps would be issued (this scenario would not meet the intent of the 2010 Eagle Area Community Plan); or

- D. Transfer of the water taps to other property Adam’s Rib owns (JHY, Salt Creek or Frost Creek).

5) Recreation

The Town, in conjunction with Eagle County and the Western Eagle County Metropolitan Recreation District (WECMRD), has excellent recreation facilities and programming. Additionally, the dispersed recreational opportunities provided by the surrounding public lands continue to be listed in community surveys as one of the most important reasons people chose to live in the area. As Eagle grows, additional facilities and programming will be needed and joint planning between the County, WECMRD, the Forest Service, the Bureau of Land Management and the Town will be necessary. New residential development should include adequate recreational amenities at the neighborhood level. Lands are also available for additional public recreational facilities at both the Fairgrounds and the Pool and Ice Facility.

6) Schools

In June, 2009 the School District completed a “Long-Term Facility Demand and Property Analysis.” This study calls for an additional elementary school in the Eagle area, and also discusses the possible need for a future high school. Pursuant to its Adequate Public Facilities Ordinance, the Town requires new

development to meet Level of Service Standards for schools. This plan advocates that new schools built in the Eagle Planning Area should be located within the Urban Growth Boundary, and that they should be appropriately integrated into the community. Developers of large projects should meet with the School District early in the planning process to ensure that adequate school sites are appropriately identified for consideration. The shared use of school facilities has contributed positively to the Eagle community and shared uses are encouraged to continue and expand to the extent practical. The topic of schools and school capacities as they relate to population forecasts and master planning should be collaboratively and frequently reviewed by local officials as the area continues to grow.

7) Fire Protection and Emergency Medical Services

The Eagle Planning Area is served by the Greater Eagle Fire Protection District and the Western Eagle County Ambulance District. Both agencies have modern facilities, equipment and professional personnel. The Town of Eagle's Land Use Code has level of service standards for both fire protection and emergency medical service, which are currently being met. The Town and County support both agencies by applying impact fees to new development. The Fire District is now planning an additional station to better serve the upper Brush

Creek area. Future fire and medical service facilities should be located within the Urban Growth Boundary in a manner that efficiently serves the population in the Eagle Planning Area.

8) Storm Water Management

Stormwater management facilities in the town are owned and operated by the Town and private home owners associations. The Town's stormwater management goals have been twofold: to attenuate the increased runoff associated with urban development in order to reduce flood damage to downstream properties, and to remove pollutants from stormwater runoff before water enters natural waterways. Currently no development within the town is located within regulatory floodplains. Certain areas (the Terrace subdivision, the Lower Kaibab area, the Downtown area) are subject to nuisance flooding and minor property damage associated with runoff from nearby undeveloped steep hillsides. In newer subdivisions, the Town has required diversion and sedimentation structures to be constructed to mitigate these problems. Increasingly with new development, water quality has become more of a concern as greater value has been placed upon the cultural, ecological, and recreation values of natural waterways. Although storm water quality standards are difficult to define and implement, the Town strives to consider water quality during development reviews and to require the construction of water quality

mitigation measures with new development.

The County addresses storm water management and flood and debris flow hazards in unincorporated areas through its Land Use Regulations, specifically *Section 4-650, Drainage Standards* and *Section 4-420, Development in Areas Subject to Geologic Hazards*.

Financial Challenges

There are many funding challenges to providing public services and infrastructure. While some services are paid for through the collection of fees (building inspection, utilities), many others are not (police, administration, maintenance of streets, parks, etc.). Services



Eagle’s stormwater management includes storm drain (above) and diffuser (right) systems.

not funded through dedicated fees must be paid for through other means, typically with sales and property tax revenue. Whether a service is fee based or not, there may often be fluctuations in the revenue stream supporting service provision. Some infrastructure projects are funded through borrowing (i.e. the sale of bonds) with the intent that the debt will be repaid by the collection of impact or tap fees. These fees are often collected as development occurs; thus revenue necessary to repay debt fluctuates over time based on market conditions. For this reason the Town must exercise great care when constructing infrastructure projects that will result in long-term debt.

Most of the town's long-term debt is related to providing water and wastewater treatment facilities. Water and wastewater treatment plants are usually constructed to provide adequate capacity for a long period of time, often twenty years or more. This results in a large up front cost (and debt) that is paid for over time through the collection of fees. Two sources provide revenue for these funds: monthly service fees and tap fees. Monthly service fees provide a more consistent revenue stream, and are usually applied towards operating expenses. Tap fees are collected as new construction occurs and are thus more variable. Ideally tap fees are relied upon to pay down debt associated with growth, but the cyclical and fluctuating nature of de-

velopment results in tap fee revenue being variable. This leads to challenges with debt repayment. In order to ensure a steady revenue stream that allows for the continuous repayment of debt, the Town must also look towards service fees, and service fees must be adjusted to take this into account.

Growth generally brings with it the need and demand for expansion of services and infrastructure. Historically the Town has sought to have development pay its own way. This focus should continue. New "green field" development always requires additional infrastructure and the expansion of public services. The exact impact of green field development upon public services and infrastructure should be assessed during the review process and appropriate mitigation measures included in approvals. A variety of mechanisms should be used to ensure that new development is financially sustainable from a civic services perspective. Such mechanisms may include, but are not limited to:

- impact fees
- developer construction of infrastructure
- developer contributions
- utilization of metro or special districts to provide for funding and maintenance of services
- provision of services by owner's associations

In-fill and redevelopment of existing areas may often have impacts similar to green field development. Accordingly, the impacts of these types of development should be measured against the same standards used in evaluating green field development, and similar mitigation mechanisms implemented.

Funding services and infrastructure that serve both new growth and existing development is particularly challenging. With new growth there is always the opportunity to collect impact fees or require infrastructure construction, but there is no opportunity to go back in time to collect additional fees from existing developments. The Town must be exceptionally diligent in determining what mitigation measures are appropriate when new development is approved. In the case of serving existing development the Town must rely upon revenue from service fees or general tax collections. For larger infrastructure needs it may be necessary to explore the creation of special districts or other dedicated revenue sources so that existing development pays its fair share.

The review of all development applications should include a financial analysis for the purpose of determining if the Town can provide services and infrastructure in a sustainable way.

The Town's Capital Fund has limited revenue sources. There are three princi-

pal sources: street impact fees, use tax, and transfers from the General Fund. Both street impact fees and use tax are dependent upon new growth, so the revenue streams from these sources are variable. Transfers from the General Fund are limited and are largely dependent upon sales tax collection. In order for the Capital Fund to have income during low growth periods, the town needs to grow its sales tax base.

Other revenue sources are sometimes available to the Capital Fund. The Town occasionally receives partnership funding from outside agencies like WECMRD, Eagle County, and CDOT. The Town also has the option to have a voter approved property tax increase for a specific capital project.

Timing Challenges

It is necessary for the Town to be able to provide public services and infrastructure concurrently with new development. This is often challenging because growth may require infrastructure that takes years to plan and construct. Often private development is able to occur at a much faster pace than infrastructure can be planned and constructed. Development applications must be carefully evaluated to ensure that services and infrastructure will be provided concurrently with development. Often it is necessary to craft specific

phasing provisions in development approvals so that services keep pace with growth.

There can be a tendency to assume that development impacts will not be felt until years after a development begins. Experience has shown that this belief is usually false, and often the impacts during the initial construction of development equal the impacts expected as the project matures. Whenever possible, provisions should be made so that services and infrastructure are available at the outset of development projects. The Town should ensure that some or all fees are paid on a bulk, up-front basis.

Because infrastructure projects can be so lengthy to construct, the Town should plan major projects well in advance of need. If planning is appropriately conducted, construction can be better timed to allow needs to be met concurrent with development. It is far better to be proactive in planning for infrastructure than it is to play catch up after impacts have already occurred. Proactive planning also allows the Town to better assess and deal with the financial challenges described above. Licenses sold in Eagle County were purchased in the Town of Eagle.

Quantity Challenges

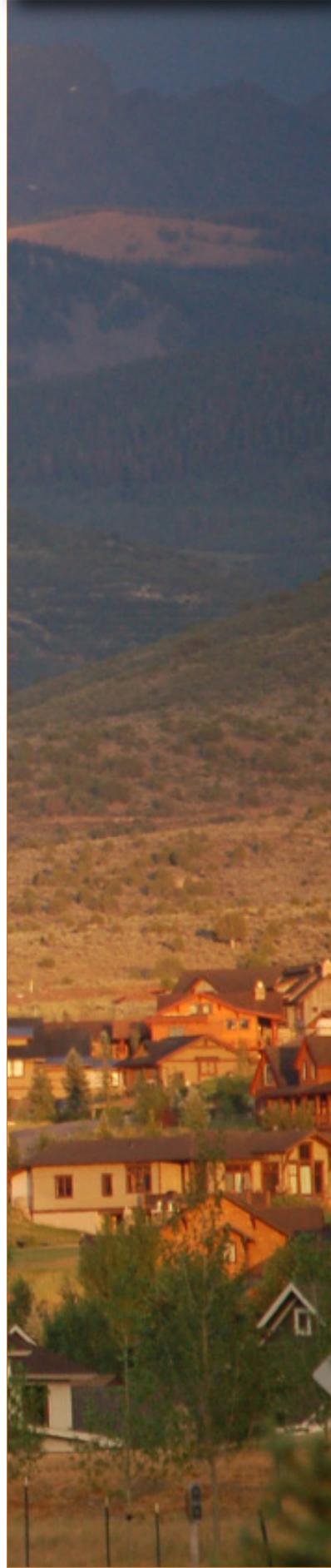
It is often necessary to build infrastructure that will serve growth well into the future. Estimating the rate of growth and the ultimate size of the community are challenges faced when deciding how much infrastructure to construct at any given time. This challenge can best be met by diligent estimation of future growth and infrastructure needs. The Town of Eagle through its Capital Facilities Planning regularly projects and monitors growth trends to ensure that necessary infrastructure is planned and constructed to accommodate new development. This Eagle Area Community Plan and the specific phasing plans approved with new development help the Town to meet this challenge.

Public Service and Infrastructure Goal #1: Services and infrastructure in the Eagle Planning Area meet the demands and expectations of the community, and are provided in a manner that is equitable, timely, financially responsible and sustainable.

POLICIES	RECOMMENDED STRATEGIES
<p>Public Service & Infrastructure Policy 1.1</p> <p>Seek solutions to limited existing infrastructure capacity.</p>	<ul style="list-style-type: none"> A. Continue programs that maintain and monitor the condition of existing road, pipe and other service systems. B. Develop a prioritized plan for the rehabilitation of existing infrastructure and the construction of expanded infrastructure. C. Evaluate and implement as practicable mechanisms for the funding of infrastructure projects that are in already developed areas of town where infrastructure is deficient.
<p>Public Service & Infrastructure Policy 1.2</p> <p>Position the Town and County to effectively meet the pace and demands of growth.</p>	<ul style="list-style-type: none"> A. Prepare population and growth estimates and update periodically. B. Maintain Level of Service Standards in the Town and County per community expectations. C. Continue to coordinate with appropriate special service districts to provide more efficient levels of service to residents within the Planning Area Boundary. D. Continue to support and/or implement engineering studies and sub-area planning efforts to prepare accurate estimations of the timing and quantity of future growth. E. Prepare capital and service plans in advance of growth so as to anticipate the financial implications and be able to deal with growth impacts proactively rather than reactively. F. Utilize and hold to appropriate phasing plans to ensure that the pace of growth does not exceed the Town’s ability to provide the necessary services and infrastructure. G. Require through an IGA or an MOU that applications for 1041 permits within the planning area boundary be mutually approved by the Town and County. H. Develop and execute a MOU between the Town of Eagle and Eagle County clarifying the preferred land use scenarios & the intended outcome of the Brush Creek Water Service Agreement.

<i>POLICIES</i>	<i>RECOMMENDED STRATEGIES</i>
<p>Public Service & Infrastructure Policy 1.3</p> <p>Ensure that new growth “pays its own way” to the degree possible. Evaluate all new development proposals for the impacts they create on both infrastructure and services.</p>	<ul style="list-style-type: none"> A. Based on the complexity or size of the proposed development, and as determined necessary by the Town Board of Trustees, require development applicants to include a financial analysis of the cost of providing town services to their project. B. Utilize a variety of mechanisms to ensure that new development properly mitigates its impacts on services and infrastructure that will be created. C. Take steps to ensure that the necessary infrastructure and services will be provided concurrently with, or in advance of, the arrival of development impacts. D. Periodically evaluate fee structures to ensure that growth based fees are adequately funding the services and infrastructure they are associated with.
<p>Public Service & Infrastructure Policy 1.4</p> <p>Utilize appropriate mechanisms to require existing development to pay its fair share of service and infrastructure costs.</p>	<ul style="list-style-type: none"> A. Utilize town-wide tax and/or fee based revenues to provide infrastructure and services that serve the community as a whole. B. Consider the use of special improvement districts or similar instruments for funding infrastructure projects that primarily serve existing limited developed areas. C. Use a real estate transfer fee in larger development approvals for the funding of on-going needs and/or development mitigation.

**CHAPTER 14:
Action Plan**



ACTION Plan

The Town of Eagle Planning and Zoning Commission and the Eagle County Planning Commission reviewed the recommended strategies for each policy contained in the Eagle Area Community Plan. The Action Items listed in this Chapter include those strategies identified as most important to implement in order to achieve the goals contained in the Plan.

The first part of this Chapter lists those action items (strategies) most appropriate to be implemented by the Town of Eagle. In some cases similar strategies listed under several policies have been aggregated into one action item. The second part of this Chapter lists those action items most appropriate for Eagle County to implement.

Where appropriate for both jurisdictions to be involved, the table identifies the action item as a joint responsibility of the Town of Eagle and Eagle County.



Castle Peak north of Eagle

ACTION ITEMS, Town of Eagle Focus

Plan Reference	OBJECTIVE	Shared Responsibility with County
	<p>Community Outreach: Periodically conduct and/or update local public opinion surveys, and otherwise encourage and incorporate public participation in the land use decision making process.</p>	
	<p>Mixed Use Code: Review and revise Town of Eagle's Land Use Code to encourage mixed use development including live/work arrangements in certain areas, particularly the Town Core and the West Eagle Planning Area.</p>	
	<p>Sub-Area Planning: Prepare sub-area plans that focus on encouraging infill development, particularly the Town Core and the West Eagle Planning Area. Include land use and design standards within the sub-area plan that facilitate development within these sub-areas by a consideration of market demand, density, transitional considerations, transportation and recreational needs. Consider benefits of flexible land use tools such as form based codes, performance standards, overlay districts and PUDs to provide framework for development within the sub area. Evaluate opportunities for public/private partnerships to remedy water, sewer and roadway deficiencies. Prepare a capital plan identifying and cost estimating the remedy for all deficient water lines, sewer lines and roadways in the Town Core and West Eagle Planning Area.</p>	
	<p>Design Standards: Develop new design standards for parts of Town where they are currently lacking that address the following, at a minimum: character, building orientation, scale, massing, street alignments, architectural features, parking, lighting, signage, and streetscape improvements.</p>	
	<p>Night Skies: Review and revise lighting standard in the Town of Eagle Land Use Code and Eagle County Land Use Regulations using International Dark Sky Association guidelines and incorporate, to the extent practical, energy efficient light sources.</p>	<p>X</p>

Plan Reference	OBJECTIVE	Shared Responsibility with County
	<p>Energy Efficiency/Conservation: Prepare comprehensive educational program highlighting measures that residents can take to reduce greenhouse gas production, conserve energy and water and reduce solid waste. Review energy and water efficiency of public buildings and grounds and make cost effective upgrades to reduce energy and water consumption as well as the production of solid waste. Review and revise where appropriate Land Use and Building Codes to require and/or encourage energy and water efficient development. Focus on items such as materials conservation and energy efficiency through solar gain/shading, building orientation, storm water management, and landscaping.</p>	X
	<p>Place Making: Design gateways to reflect the Town's unique identity, providing clear sense of arrival and departure. Gateways should be enhanced through the addition of landscaping, signs and public art.</p>	
	<p>Housing: Facilitate the development of a Continuum of Care Retirement Community within the Eagle Planning Area. Encourage and provide appropriate incentives for the construction of entry level housing by the private sector.</p>	X
	<p>Process: Create and utilize a detailed development review matrix to analyze development proposals and ensure they are reviewed in the context of the goals and objectives of all relevant master planning documents.</p>	X
	<p>Multimodal Connectivity: Plan to inter-connect residential neighborhoods, neighborhood retail centers and other public destinations with a paved recreational path and/or sidewalk system. Work with the County and HOA to provide pedestrian/bike path between the Eby Creek Mesa subdivision and the Town Center. Connect local paths to regional paths at appropriate locations.</p>	

Plan Reference	OBJECTIVE	Shared Responsibility with County
	<p>Economic Monitoring/Assessment: Implement regular monitoring of the local economy that includes market analysis, financial analysis and job production. Establish an Economic Development Advisory Committee that would provide recommendations to appointed and elected officials on topics including economic development strategies, marketing strategies, and efforts to help educate and inform the local citizenry on matters of Town finance. The committee would also provide recommendation to appointed and elected officials on economic development opportunities and their effect on Town finances.</p>	
	<p>Economic Development: Support opportunities to expand the number and diversity of businesses in Eagle and create more local jobs and outlets for goods and services. Consider unified Business Improvement Districts or other types of improvement districts in instances where the Town wants to take affirmative steps to encourage development, particularly commercial development that will generate sales tax revenues.</p>	
	<p>Transportation: Secure a location for one or more primary multi-modal transit centers for the Town of Eagle.</p>	X
	<p>Recreation: Develop a detailed Recreation Master Plan that addresses the importance of both dispersed and organized recreational activities and supporting amenities and facilities in the Eagle Area.</p>	X
	<p>Monitor/Anticipate Growth: Prepare and periodically update population projections for the Eagle Area.</p>	X
	<p>Services and Infrastructure: Develop a plan for the rehabilitation of existing infrastructure and and construction of expanded infrastructure. Prepare capital and service plans in advance of growth. Evaluate fee structures to ensure growth based and service based fees are adequately funding necessary services and infrastructure.</p>	

ACTION ITEMS, Eagle County Focus

Plan Reference	OBJECTIVE	Shared Responsibility with Town
	<p>Regional Collaboration: Negotiate and execute an IGA among Eagle, Gypsum and Eagle County fostering the coordinated development of areas between Dotsero to the west and the Red Canyon to the east.</p>	X
	<p>Multimodal Connectivity: Complete the ECO Regional Trail within the Planning Area boundary. Work with the Town and HOA to provide a pedestrian/bike path between the Eby Creek Mesa subdivision and the Town Center. Work to provide a second point of access to the Fairgrounds property.</p>	X
	<p>Design Guidelines: Develop design guidelines for unincorporated Eagle County to address at a minimum exterior materials, energy efficiency, protection of sensitive lands and the preservation of a dark night sky.</p>	
	<p>Energy Efficiency and Materials Conservation: Review energy and water efficiency of public buildings and grounds and make cost effective upgrades to reduce energy and water consumption as well as the production of solid waste. Review and revise where appropriate Land Use and Building Codes to require and/or encourage material conservation and energy and water efficient development.</p>	X
	<p>Public Transportation: Support efforts to assure long term viability of public transportation in Eagle County. Work to create a plan with CDOT and other affected agencies, jurisdictions and stakeholders that addresses future transportation needs in the Eagle Planning Area., secure more sustainable funding, and to improve ridership in the Eagle Area</p>	X

Plan Reference	OBJECTIVE	Shared Responsibility with Town
	<p>Water Quality/Quantity: Update Eagle River Watershed Plan to include: (a) Implementing a long term monitoring and assessment program for Brush Creek and the Eagle River, and (b) Implementing a source water protection program, to include reduction of wildfire potential, reduction of agricultural impacts, and mitigation of recreational impacts to Brush Creek. Work to maintain adequate stream flows in Brush Creek to protect the fishery ecosystem.</p>	X
	<p>Wildlife: Coordinate with state, national and local agencies, as well as interested citizens and organizations to maintain non-fragmented wildlife habitat. Establish and protect wildlife movement corridors across the Brush Creek Valley based on existing and proposed development patterns.</p>	X
	<p>Visual Quality: Complete a view shed inventory within the Planning Area Boundary.</p>	X
	<p>Open Space: Inventory private lands of high conservation value to prioritize open space acquisitions. Implement an open space public information/education program.</p>	X
	<p>Recreation: Work to enhance recreational opportunities at the Fairgrounds site, to include the development of a whitewater park on the Eagle River.</p>	X
	<p>Public Land Access: Inventory, enhance and/or expand appropriate access to Public Lands within the Planning Area Boundary.</p>	

Plan Reference	OBJECTIVE	Shared Responsibility with Town
	<p>Historic Preservation: Inventory historical sites within the planning area boundary. Amend Land Use Regulations to encourage preservation of historical structures on private lands.</p>	<p>X</p>
	<p>Water Service: Develop and execute a MOU between the Town of Eagle and Eagle County clarifying the preferred land use scenarios & the intended outcome of the Brush Creek Water Service Agreement. Develop and execute a MOU or IGA that requires the mutual approval of 1041 permits within the Planning Area Boundary.</p>	<p>X</p>



APPENDICES



APPENDIX A:

MINOR MODIFICATIONS, EXCEPTIONS AND UPDATES TO THE PLAN

This Area Community Plan is a living document that should be reviewed periodically by the Town, the County and affected stakeholders to assure the continued appropriateness and applicability of goals, policies and implementation strategies.

Minor Modifications and Exceptions

Minor Modifications may be necessary over time. These are defined as changes to the document which do not require analysis or community involvement. Minor modifications typically take the form of small technical corrections or adjustments to text or to maps. Proposals for **Minor Modifications** will be reviewed by both the Town and County Planning Commissions, with the Town Planning and Zoning Commission taking the lead on items pertinent to the Town, and the Eagle County Planning Commission taking the lead on items pertinent to the County.

“Exceptions” to the Plan are also possible, and are required for land use proposals which vary somewhat from the Plan’s stated purpose and intents, or which do not conform to the Future Land Use Map. An initial determination regarding general master plan conformance and whether an Exception might or might not be necessary shall be made by Staff during pre-application meetings for a proposed zone change, subdivision, or special use permit. The applicant may appeal Staff’s decision, in which case the determination shall be made by the Planning (and Zoning) Commission of the affected jurisdiction, which shall occur at a regularly scheduled public hearing prior to the submittal of a formal application. A request for an “Exception to the Plan” must be submitted with an application for land use, and may be subsequently approved by the Town and/or the County so long as all of the following criteria, in addition to those criteria and standards associated with the applicable land use review process, are met:

1. The proposal is the result of a unique or extraordinary situation or opportunity that was not anticipated or fully vetted when the Plan was adopted, and

2. The location and design of related improvements have been made to conform to the goals, policies and strategies of the Plan to the greatest degree possible, and
3. The proposed land use is clearly in the public interest, and addresses a viable public need, and
4. The proposed land use or activity is of a nature that negative impacts to natural resources, traffic, visual quality, infrastructure, recreational amenities or Town or County services are minimal and/or clearly outweighed by the public benefits of the proposal, and
5. If the Exception is for land that is contained within a character area as defined in Chapter 5 of this Plan, the application must adhere to the planning principles for that character area to the greatest degree possible, and
6. If the target property is located on the periphery of the Growth Boundary, the consolidation of densities and/or a transfer of development rights on a larger piece of land has been provided such that the vast majority of the land is left in open space with adequate protections in place.

Proposals for **Exceptions to the Plan** will be reviewed by both the Town and County Planning Commissions. For those Exceptions proposed within the Town of Eagle Urban Growth Boundary, or those involving annexation of properties to the Town, the Town Planning and Zoning Commission will take the lead, obtain comment from Eagle County and ultimately render a decision. For those Exceptions outside the Urban Growth Boundary that do not involve annexation to the Town, the Eagle County Planning Commission will take the lead, obtain comment from the Town of Eagle and ultimately render a decision.

Plan Updates

Given historic trends in the Eagle area, this Area Community Plan is intended to reflect community conditions, values and desires for a 5 to 10 year period. It should be updated at a minimum of every 10 years, or as necessary to reflect new conditions, new community attitudes and/or new opportunities. Changes to the document at the **Plan Update** level shall require the implementation of a full public master planning process as outlined in Chapter 1 under the heading “The Planning Process”.

APPENDIX B: GLOSSARY of TERMS

Accessory Dwelling Unit (ADU)

An additional apartment not exceeding 700 square feet in size allowed to be constructed in association with any single family home in the Town's Residential Zone Districts.

Adequate Public Facilities Ordinance

Chapter 4.14 of the Town of Eagle's Land Use Code. It is the purpose of this Chapter to ensure that Public Facilities needed to support new development meet or exceed Adopted Level of Service standards approved by the Town. These public facilities include public schools, fire protection, emergency medical services, street facilities, water service, and wastewater service.

Arterial Roadway

A moderate or high capacity road which is immediately below a highway level of service. An arterial road carries large volumes of traffic between areas in urban centers and typically has channelized intersections and access control.

Best Management Practices

Techniques, methods, processes, activities, incentives that are believed to be more effective at delivering a particular outcome than any other techniques, methods, processes etc when applied to a particular condition or circumstance. Originally used in relationship to water quality management, the term is now employed more generically.

Biomass Plant

A facility that burns biological material to generate electricity and produce heat. Common sources of bio-mass in this area wood chips, and forest residue.

Brush Creek Water Treatment Plant

At this time, all of the Town of Eagle's potable water is from surface diversions of Brush Creek water treated at a plant located approximately seven miles south of the Eagle River.

Business Improvement District

This type of district is a form of private-public partnership in which businesses located within a defined area pay an additional tax or fee in order to fund improvements within the district's boundaries. They provide services such as cleaning streets, providing security, and marketing the area. The services provided by BIDs are supplemental to those provided by the municipality.

Capital Facilities Planning

A function of Town Government to plan and phase construction of necessary infrastructure to serve the present and future needs of the Town.

Capital Fund

A separate account maintained by the Town whose purpose is to provide funding for capital projects such as roadway and park improvements or new buildings.

Citizens' Advisory Group

The Citizens' Advisory Group consisted of 17 citizens of the Town of Eagle representing various backgrounds appointed by the Board of Trustees to update the 1996 Eagle Area Community Plan. This group worked with Town of Eagle Staff and professional planning consultants to prepare the Draft Update of the Eagle Area Community Plan.

Cluster Boxes (Postal)

Mail boxes aggregated at selected locations that are served on a daily basis by the US Postal Service. Mail box design and location must be reviewed and approved by the local Postmaster prior to installation.

Collector Roadway: A street which is designed to facilitate movement of traffic from local streets to arterial streets. See Town of Eagle's Major Street Plan.

Colorado Small Community Park and Recreation Planning Standards

Standards for the provision of various types of recreational open space recommended by State of Colorado for communities of less than 10,000 people. Recreational categories are presented on the basis of acres per 1,000 residents for various facilities.

Continuum of Care Retirement Community

A facility designed to provide a range of services for the elderly including assisted living through nursing care.

Cost-Burdened Households

Residents who pay more than 30% of annual income on housing. (excluding utilities).

Critical Wildlife Habitat Areas

Lands used by specific species of wildlife necessary to ensure the well being of the wildlife species population. At the time of the writing of this Plan, critical wildlife habitat is specifically defined as elk production areas, elk migration corridors, elk severe winter range, deer migration corridors, deer winter range, deer severe winter range, elk and deer highway crossing areas, sage grouse leks, blue heron rookeries, raptor nesting sites, riparian areas and areas critical to the support of rare and endangered species, as determined on a case by case basis by the Colorado Division of Wildlife.

Down Payment Assistance Funds

Funds available through Eagle County to assist homebuyers with the initial down payment and closing costs associated with purchasing a home using a mortgage. This is a separate loan program administered by Eagle County.

Eagle County Event Center

A building located at the Eagle County Fairgrounds designed to accommodate a variety of large special events including equestrian.

Eagle Planning Area

The land area within which the Goals, Policies and Implementation Strategies of the Eagle Area Community Plan will be used as a guide to direct development and guide land use decisions. See Map in Plan.

Eagle River Watershed Plan

Plan prepared by a variety of agencies, public entities and special interest groups with an interest in protecting and improving water quality, quantity, wildlife habitat, recreational opportunities and promoting compatible land use practices. The Eagle River Watershed Plan is a source of information and a statement of cooperative direction intended for the general public and local public entities for setting priorities, formulating planning projects, and in making decisions regarding the future of the Eagle River watershed. Many of the Plan recommendations are dependent on the educational efforts by the local governments and agencies to promote voluntary actions and improved awareness.

Eagle River Watershed Retrospective Assessment Program:

Eagle County program in partnership with USGS that collects and maintains dynamic databases on numerous sites within the watershed to assess trends over time in water quality, quantity and stream biota.

Eagle Ranch PUD

A large mixed use Planned Unit Development on the south side of Town approximately 2,000 acres of land authorizing a total of 1290 dwelling units, 120,000 square feet of commercial floor area and 175,200 square feet of medical facilities.

ECO Regional Bike Path

Eagle County Transportation Authority has a mandate to plan, design and construct a regional recreational bike path from Glenwood Canyon to Vail Pass, a significant part of which has already been constructed. In the vicinity of Eagle, a path has been constructed from Violate lane on the west side of Town to Cooley Mesa Road in Gypsum.

Economic Leakage

The amount of economic activity stimulated from a base in one community that is manifest another community.

Entitlement Process

The public review procedure to obtain approval for zone changes, special use permits, subdivisions and related land use approvals from the local jurisdiction necessary for development.

Exception to the Eagle Area Community Plan

Process to follow for development applications that are contrary to the goals, principles and policies and Future Land Use Map contained within the Eagle Area Community Plan.

Future Land Use Map

Map identifies 15 different land use designations throughout the Planning Area. These designations (categories) represent the recommended land use for each of these locations. Each land use designation has a description in the text of the plan.

General Fund

A separate account maintained by the Town to support general Town operations and expenses such as salaries, insurance, and maintenance operations.

Geographic Information System

Computer mapping system that integrates data in a spatial format. (Commonly referred to as GIS).

Geothermal Power

System that utilizes heat stored in the earth to generate electricity and provide supplemental heat source for buildings using geothermal heat pumps. In Western Colorado, geothermal applications are more suitable for heating and cooling than electrical generation. Recent advances in technology make geothermal heat applications more practical.

“Green Field” Development

Farmland and open undeveloped land where there has been no prior commercial or industrial development and therefore where the threat of contamination is much lower than in urbanized areas

Greenhouse Gas Production

Processes that emit gasses in the atmosphere that absorb and emit radiation within the thermal infrared range. This process is fundamental cause of the greenhouse effect. The main greenhouse gases in the earth’s atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone. Greenhouse gasses greatly affect the temperature of the Earth. The production of Carbon Dioxide from the burning of fossil fuels is considered one of largest contributors to the greenhouse effect on the atmosphere.

Highest and Best Land Use

Determination of the use of a particular property likely to produce the greatest net return (\$) in the foreseeable future.

Iconic View Corridor

The line of sight (identified as to height, width and distance) of an observer looking toward an object or particular landscape feature that is loved and cherished by the community.

Iconic Viewshed

A land area that is readily visible from multiple areas and is regarded as having a special status as particularly representative of, or important to, or loved by the majority of residents of the community.

Inclusionary Zoning

Regulations that increase housing choice by providing the opportunity to construct more diverse and economical housing to meet the needs of low and moderate income families. Often such regulations require a minimum percentage of housing for low or moderate income housing in new residential development.

Individual Sewage Disposal Systems

This is an on-site wastewater treatment system that typically uses a tank and leach field to treat wastewater from single family homes. However, depending on soil conditions and topographic concerns additional features can be added to the system.

Level of Service Standards (LOS)

Indicator of the extent or degree of service provided by, or proposed to be provided by, a public facility based upon and related to the operational characteristics of the public facility or the capacity per unit of the public facility.

Local Employee Residency Program

Inclusionary housing requirement of the Town of Eagle's Land Use Regulations. The Local Employee Residency Program requires that any new residential development of more than 10 residential units provide 10% of the residential units as affordable to low to moderate income households as further defined in the Town's Local Employee Residency Requirements and Guidelines. These units are deed restricted as to occupancy and resale price.

Long Term Debt

Term of loan exceeds 10 years.

Long Term Facility Demand and Property Analysis

Study completed in 2009 that inventories the existing facilities and land holdings of the Eagle County School District and assesses future facility needs of the District.

Lower Brush Creek Water Treatment Plant

A proposed second treatment plant to be located on the Eagle River immediately southwest of the confluence of Brush Creek. This potable water treatment plan is currently in the design phase.

Micro-Hydro Plants

Term used for hydroelectric power installations that typically produce up to 100 kw of power. These installations can provide power to an isolated home or small community or are sometimes connected to electric power networks.

Mixed Use Development

Development of a tract of land or building with a variety of complementary and integrated uses, such as residential, office, manufacturing, retail or entertainment typically in a compact urban form.

Multi-Modal Transit Center

A transportation hub for several transportation modes such as auto, bus, light rail, bike etc.

Open Space Plan

Eagle Area Open Lands Conservation Plan, October 1997. This plan provides a strategic framework for open land conservation based on highly valued resources. It includes an analysis of natural, scenic and cultural resources in addition to recommendations for implementing open land conservation in the Eagle area.

Planned Unit Development (PUD)

An area of land to be developed under unified control or unified plan of development for a number of dwelling units, commercial, educational, recreational, or industrial uses, or any combination of the foregoing, the plan for which does not correspond in lot size, bulk or type of use, density, lot coverage, or other restriction of the conventional zone districts.

Riparian Areas

Lands adjacent to rivers, streams or wetlands that because of the higher water availability support a variety of denser vegetation not commonly found in upland areas. Riparian areas are also valuable wildlife habitat.

Rural Character

Rural Character embodies a pattern of land use and quality of life based on traditional rural landscapes, activities, lifestyles and aesthetic values. In Eagle County, rural character implies an area or place where most if not all of the following predominate and/or are present:

- Expansive natural views and undeveloped lands
- Agricultural uses, pastures, structures, fencing, livestock
- Small rural centers (post office, church, meeting hall)
- Elements of local history, heritage, culture
- Free flowing streams and rivers
- Wildlife and wildlife habitat
- Publicly owned lands
- Dispersed recreation
- Lack of urban infrastructure and services
- A dark night sky
- Roads with low traffic volumes

Sediment and Nutrient Loads

Sediment particles and biological nutrients that are suspended in the water column and carried with the flow of river thereby reducing water quality.

Special Character Areas

Seven sub-areas within the boundaries of the Eagle Area Community Plan have been identified as Special Character Areas which are treated separately within the Plan. A set of general planning principles have been identified for each of these Special Character Areas to guide development. These planning principles work together with the Goals, Policies and Strategies identified for each of the Land Use Designations identified for these areas on the on the Future Land Use Map.

Special Use Permit for Conservation Subdivision

Conservation Subdivisions require a Special Use Permit to allow lots smaller than otherwise would be allowed by the governing zone district, to be grouped or clustered in one or more areas of the subject property, the location of which is determined through certain design standards. The purpose of this type of subdivision is to grant additional density in exchange for the preservation of sensitive landscapes in their undeveloped condition.

Sub-Area Plan

Subsequent master planning effort focused on a portion of the Eagle Planning Area. Sub Area Plans provide more detailed land use and architectural guidelines for a specific local area.

Tax Increment Financing District

A real estate development technique to cover the costs of publicly provided project improvements. Commonly referred to as TIF and associated with an Urban Renewal Area. This type of District uses increases in real estate tax revenues from new development and increases in sales tax revenues to pay off bonds sold to finance qualifying development costs.

Town of Eagle Community Survey

Community Survey (November, 2007) regarding Town services, program and priorities. Survey also measures quality of life concerns that are important to the residents and business owners of the Town and demographic characteristics.

Transfer of Development Rights

A program that is designed to relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (“donor site”) to another (“receiver site”) chosen on the basis of its ability to accommodate additional units of development beyond that for which it was zoned, with minimal environmental, social and aesthetic impacts.

Urban Growth Boundary

The area within and around the Town of Eagle where development and growth are targeted and which is or is anticipated to be provided with municipal services. See Map in Plan.

Urban Land Institute

The Urban Land Institute Advisory Services Panel Report, 2006, was a comprehensive report with recommendation to assist Eagle County, incorporated Towns and local businesses in providing housing to sustain a solid middle class workforce given the unique challenges of the resort and second home economy of the Eagle Valley.

WECMRD Recreational Fields Complex

Four baseball diamonds with lighting for night playing, seating and parking. Fields are configured to accommodate other sports on special occasions. WECMRD is an acronym for Western Eagle County Metropolitan Recreational District with manages the fields.

Wildlife Movement Corridors

Areas identified by the Colorado Division of Wildlife necessary for the movement of large animals to ensure the sustainability and health of the population. These corridors are mapped on published reports by the CDOW.

Zoning

The delineation of districts and the establishment of regulations governing the use of land and the placement and dimensional limitations of buildings.

APPENDIX C: CONTRIBUTORS

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