

# Gypsum Foundation Plan

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**A structure built upon a strong foundation  
will always stand the test of time**



**Developed Spring 1998 through Summer 1999**

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# INTRODUCTION, MISSION & VISION STATEMENTS

## Introduction

The Foundation Plan is a complete re-write of the Town's original master plan, the Town of Gypsum Master Plan 12/20/95 Final Draft. The Foundation Plan was initially meant to be an amendment to the original plan, but the scope was enlarged to such an extent that the new plan now totally replaces the old plan. However, care was taken to make sure that the new plan incorporated the major concepts that were contained within the original plan.

The Foundation Plan is a policy document; a document that is intended to guide the decision making process of the Planning Commission, Town Council, and Town Staff. It provides a framework for the growth and development of the Town over the next 10 to 20 years. It contains written material, tables, and maps that together convey the general methods by which the Town intends to direct growth and satisfy the community's needs.

The Foundation Plan is an expression of the community's will. It is the end result of a public participation process that consisted of surveys, public meetings, and various subcommittee work sessions where ideas were generated that gradually developed into a plan for Gypsum's future. It will help potential new residents and business owners evaluate and understand what the Town of Gypsum is all about and where it hopes to go in the future.

The Foundation Plan is advisory in nature and guides development rather than strictly controlling it. The Plan is a living document that must be updated periodically if it is to accurately reflect the changing needs and desires of the community. Periodic reviews should occur every at least every three to five years, depending upon the pace of development within the community.

## Mission Statement

The Foundation Plan is a master plan for community development that attempts to define the positive motivating factors (needs and desires) held in common by a majority of the Town's citizens. These common motivating

factors are sometimes referred to as a Community's value system and are often expressed in a master plan as the vision and goals.

The primary purpose of the Foundation Plan is to document the Community's goals regarding future growth and development so that current and future community leaders will have a written set of guidelines upon which to rely when making decisions regarding land development proposals and the investment of civic time and resources. If consistently acted upon, the Community's goals will channel energy in appropriate directions ensuring achievement of the "Vision."

## **Vision Statement**

Gypsum's vision is to harness the positive forces that create change and make them work for the Town while protecting the best of what we have now and never forgetting this Community's heritage as first an agricultural production center and rural residential community, and second as a good place for the working class to find an affordable place to live and raise a family. Gypsum will become a unique and positive influence in the region by evolving into a complete, socially balanced, family oriented community that is financially sound and economically diverse

# CHAPTER 1

## BACKGROUND & INTRODUCTION

### The History and Physical Setting of Gypsum

#### History

The Eagle Library has a repository of historical information on Eagle County set aside in an alcove. Research of this information yielded the following historical information on the Gypsum area.

The earliest Plat map of the Town of Gypsum was recorded by Eagle County on December 2, 1890. First Street, Second Street, Railroad Avenue and portions of Eagle Street were laid out by survey and subdivided. According to the Colorado Department of State, the Town of Gypsum was incorporated on or about October 17, 1911. The 1911 Plat map of the Town is very similar to the 1890 Plat map. By 1937, additional development was occurring along Eagle Street, stretching out to the west. By 1952, US Highway 6 & 24 had been platted in its current location. Development had spread southward up Valley Road, and northward and westward along Highway 6 & 24. Copies of the 1890, the 1911, and 1937, and 1952 Plat maps of the Town were found at the Eagle County Clerk and Recorder's Office. These maps were copied and are kept with the Town's mylar files.

The Gypsum and Dotsero areas were surveyed by the government in the early 1860's. The Denver and Rio Grande Railroad was extended to Gypsum in 1884, and Gypsum became an end station for a short while until the railroad was extended on to Glenwood Springs. The Town undoubtedly benefited from the railroad, with several area business people capitalizing on the increased activity it brought in. The Gypsum and Ulin Hotels were completed in 1900 and 1903, respectively. A few small mercantile and dry goods shops were constructed in the vicinity of the rail yard in the late 1800's and early 1900's. A grade school was built just after the turn of the century, and a high school came to Gypsum in 1910.

The first settlers appear to have arrived in Gypsum in the early 1880's. Many of these folks located south of Town in the Gypsum Creek Valley, establishing homesteads and ranches. The ranchers slowly began to convert the brush covered valley bottom areas for agricultural purposes, but their success was hampered by the lack natural precipitation, especially rainfall.

Before long it became apparent that some kind of irrigation system would be necessary. A series of ditches was laid out in order to capitalize on the abundant water available in Gypsum Creek. With plenty of water made available for agricultural use, many ranch operations began to thrive.

O. W. Dagget and Sammuel Olesen were a couple of the first settlers. Sammuel Olesen and Hans Olesen, Sr. emigrated to America from Germany, establishing successful ranches in the Gypsum area. Gustavius Ulin worked off debt at various ranches in the area, eventually earning enough money to establish his small ranch. Frank Doll, with the help a wealthy Chicago brother, established a successful business raising race horses in the Valley. He sold race horses to wealthy Denver society folk and several other well healed families back east.

Julius Olesen came to Town after leaving a bookkeeper position in Leadville. He established a retail merchant business that included the sale of building materials. F.M. Skiff owned much of the early town site. He and his wife ran a dry goods store in town. Jacob Butler, a hunter, trapper and hunting guide settled in Gypsum. He was rumored to have guided Teddy Roosevelt on a hunting trip to the Flat Tops in 1905.

Gypsum had its own newspaper in the early 1900's. Early copies of the Gypsum Democrat indicate that in 1915 you could get a room with an adjoining bath for \$2. Theo. Stremmes sold a complete line of "Gents Clothing of the finest quality" and it was reported that the first car housed in Eagle County was owned and operated by George Price of Gypsum in 1903. The airport appears to have been established sometime in the 1940's.

According to Census data, the population of Gypsum reached 164 in 1920. The population changed little in the '20's, but began to grow in the '30's. Between 1930 and 1950 the population doubled. The '50's and '60's saw very little growth in the Town's population. But, beginning in the '70's the Town's population began to explode, approximately doubling in size every decade since.

The population increase is attributed to the success and growth of the Vail Ski Area and the Town of Vail. The ski area was established in the early '60's, but it took time to build momentum as a resort destination. The success of Vail and the construction of I-70 spurred on residential growth in Eagle and Gypsum, with both towns quickly becoming bedroom communities for the work force that was constructing and maintaining the upvalley resort communities. Today, we continue to project long term growth rates at 4-7% per year as the communities of Eagle and Gypsum evolve and mature.

## **Physical Setting**

Gypsum and the surrounding areas are blessed with beautiful mountain scenery, a relatively mild mountain climate, and a convenient location along the Interstate 70 corridor on the western slope of Colorado's Rocky Mountains. The surrounding mountains catch snow in the Winter, shedding it as clean, clear and cold runoff in the Spring and early Summer. Sunny days far outnumber cloudy days, and summers are warm and wonderful. Wildlife is abundant, the air is usually clean, and the water quality of our streams is very good to excellent. The large flat area between Eagle and Gypsum and the surrounding low hills provide an ample opportunity to bring in large commercial jet liners at the Eagle County Regional Airport. Most of the area that makes up Eagle County is protected as publicly owned and managed lands.

### **Geology:**

Gypsum and the surrounding lands are located roughly in the west-central portion of Colorado, in the Southern Rocky Mountain physiographic province. The Town itself is located primarily on various terraces of alluvial material deposited in the lower reaches of the Gypsum Creek and Eagle River stream valleys. Elevations range from 6,200' to 6,800' above sea level. Small areas of Town are located within active floodplains and on active stream terraces.

The Eagle Valley Formation underlies the alluvial materials of the valley floors. It also outcrops in the low hills that surround Town and in the steep cliff face north of Town. The Eagle Valley Formation is comprised of white to gray gypsum and associated greenish-gray clay, silt, and sand stones. The Maroon Formation outcrops in the higher mountains located to the west (Red Hill) and the south (Red Table Mountain and Hardscrabble Mountain). This formation is comprised of grayish-red to moderate reddish-orange siltstone and silty sandstone; and grayish-red, pale red and pale red-purple arkosic sandstones.

### **Climate:**

Summers in the region are warm to hot in the valleys and cool in the surrounding mountains. The average Summer temperature in the valleys is 67 degrees Fahrenheit (F) and the average daily maximum temperature is 86 degrees F. The highest temperature on record, 102 degrees F, occurred at Glenwood Springs on June 23, 1954. Winters can be long and hard or mild. The average Winter temperature in the valleys is 26 degrees F and the average daily minimum is 14 degrees F. The lowest temperature on record, negative 51 degrees, occurred at Eagle on January 12, 1963.

The average annual precipitation is 10 to 16 inches, the average annual air temperature is 40 to 46 degrees F, and the average frost-free season is 85 to 105 days. Of the total annual precipitation, 50% usually falls in April through September. In 2 years out of 10, rainfall in April through September is less than 5 inches in the valleys. Average seasonal snowfall is 50-60 inches in the valleys. The greatest snow depth recorded in the valleys was 40 inches. On average at least 20 days have at least 1 inch on the ground, although this number varies greatly from year to year.

The relative humidity is less than 33 % at mid-afternoon in the Spring and about 44 % during the rest of the year. The sun shines about 77 % of the time possible during the Summer and 61% during the Winter. The prevailing wind is from the south-southwest, with the highest average wind speed, 10 miles per hour, in June. Additional historic information on temperature and precipitation, freeze and thaw, the length of the growing season, etc., can be found in Tables 1, 2, and 3 of the Soil Survey of Aspen-Gypsum Area, Colorado (Issued May 1992).

### **Geologic Hazards:**

Most of the Town and the surrounding areas appear to be relatively hazard free. However, many areas are subject to one or more of the following types of geologic hazards: active floodplains; actively downward cutting streams and dry gulches; debris fans; corrosive soils; and subsidence. Areas of shallow groundwater also occur throughout the vicinity. There are some areas within the upper Gypsum Creek Valley that are subject to rockfall hazard.

Active floodplains are mapped by the Federal Emergency Management Agency (FEMA) along Gypsum Creek and the Eagle River. These areas are subject to frequent and recurring flooding that can be extremely violent, causing loss of life and property. Actively downward cutting dry gulches occur throughout the hills surrounding Town, and actively downward cutting intermittent streams occur in the Spring Creek Area (Spring Creek and Alkali Creek). Areas along these downward cutting drainages are subject to erosion, undercutting, possible slope failure, and infrequent flash flooding.

Debris fans are mapped at the bottom or mouths of dry gulches and deep canyons. These areas are subject to frequent, undefined sheet flow flooding and debris flows (a semi-fluid mixture of mud, rocks, vegetative matter), and hydrocompaction. Major debris fans occur at the mouths of Grundell Creek, Hardscrabble Gulch, and Tenderfoot Gulch along the east side of the Gypsum Creek Valley. Minor debris fans occur at the mouths of several dry gulches that discharge at the base of Red Hill along the west side of the Gypsum Creek Valley. Other notable debris fans occur at the mouths of several

gulches that emanate from the hills north of Town including and especially West Gulch, Road Gulch, and Cottonwood Creek.

Corrosive soils containing minerals that have detrimental effects on concrete and metal occur throughout the greater Gypsum area, but particularly along the eastern slopes of the Gypsum Creek Valley and throughout the Spring Creek Area.

Limited areas of potential rockfall hazard occur in the upper Gypsum Creek Valley where the valley narrows and steepens dramatically.

Subsidence is caused by either hydrocompaction of low density (fluffy) soils or solution (dissolving) of underlying strata causing collapse (sink holes and piping). Subsidence can cause foundation cracking and failure, water and sewer main ruptures and leaks, and road failure. Subsidence is prevalent in areas where soils are derived from the Eagle Valley Formation. Areas of the Gypsum Creek Valley and the Eagle River Corridor, and most of the Spring Creek Area can exhibit significant problems with subsidence. This is especially true in areas where agricultural practices have included flood irrigation for an extended period of time.

Shallow groundwater is generally a localized occurrence in the greater Gypsum area. It is due primarily to flood irrigation water that percolates downward into the soil until it becomes vertically confined. The confined water flows horizontally along an impervious layer, sometimes flowing only a few feet below the surface of the ground and eventually day-lighting in a spring, seep, or sub-irrigated marsh or other wetland area. Shallow groundwater creates problems during and after land development if it is not properly treated. Shallow groundwater adds to the expense of installing infrastructure. It also puts hydrostatic pressure on foundations which can cause cracking and seepage into the below grade portions of structures. Shallow groundwater is also a major source of infiltration into sewer mains.

Most of the geologic hazards noted above are mapped in detail on the "Robinson Maps." The Robinson Maps were developed by Charles Robinson & Associates, Inc. of Golden, Colorado, in 1975 (updated in January 1996). A set of these maps covering the greater Gypsum area are kept in the Town of Gypsum Building and Planning Department. A set of hazard maps were also developed for the Town of Gypsum by Jerome Gamba and Associates. Both of these hazard maps are hereby adopted by reference as part of the Town of Gypsum Foundation Plan.

## **Soils & Vegetation:**

The predominant soil map units for the greater Gypsum area are #3 Earsman-Cushool-Rentsac, #5 Forelle-Yamo-Almy, and #6 Gypsum Land-Gypsiorthids as indicated by the Soil Survey of Aspen-Gypsum Area, Colorado (Soil Survey), issued in May 1992. See the General Soils Map near the end of that document. A brief description of these soil map units follows. For a more detailed description of these units and for further information regarding specific soil types see the Soil Survey or contact the staff of the Natural Resources Conservation Service in Eagle.

The #3 map unit is comprised of moderately to very steep, well drained and somewhat excessively drained, shallow and moderately deep soils; on mountainsides, ridges, hills, and mesa side slopes. The slope is 12 to 65%. The native vegetation is mainly grasses, forbs (broad-leaved flowering plants), woody shrubs, pinyon, juniper, and scattered other small conifers. This unit is used as rangeland or as wildlife habitat. It is also a source of firewood and fence posts. The unit is very important as winter range for elk and mule deer. Irrigated hay interspersed with pinyon and juniper on ridges makes this an ideal habitat for these animals as well as myriad species of birds and mammals.

The #5 map unit is comprised of gently sloping to steep, well drained, deep soils located on fans, benches, toe slopes, and mountains. The slope is 1 to 25%. The native vegetation is mainly woody shrubs, grasses, forbs, and scattered small conifers. This unit is used for rangeland, hay, pasture. It provides habitat for a broad range of mammals and water birds and is an important winter range for mule deer and elk. This unit contains all four of the individual soil types that meet the "Prime Farmland" criteria listed below, and it is seeing rapid and significant conversion for residential and commercial development purposes.

The #6 map unit is Gypsum land and moderately steep to very steep, well-drained, shallow and moderately deep soils located on eroded hills, mountainsides, and breaks. The slope is 12 to 65 %. The native vegetation is mainly forbs, grasses, woody shrubs, pinyon, and juniper. This unit is used as wildlife habitat or for limited livestock grazing. It is highly valued as critical winter range for mule deer. It provides habitat for various birds of prey, including the golden eagle.

## **Prime Agriculture/Ranch Lands:**

Prime farmland is of major importance in meeting the Nation's short and long-range needs for food and fiber. Because supply of prime farmland is limited, the U.S Department of Agriculture recognizes that responsible levels

of government, as well as individuals, should encourage and facilitate the wise use of our Nation's farmland.

Prime farmland is defined by the U.S. Department of Agriculture as the land that is best suited to food, feed, forage, fiber, and oilseed crops. It may be cultivated, pasture, woodland, or other land, but it is not urban or built up land or water areas. It is used for either food or fiber crops or is available for those crops. The soil qualities, growing season, and moisture supply are those needed for a well managed soil to produce a sustained high yield of crops in an economic manner. Prime farmland produces the highest yields with minimal expenditure of energy and economic resources, and farming it results in the least damage to the environment.

Prime farmland has an adequate and dependable supply of moisture from precipitation or irrigation. The temperature and growing season are favorable. The level of acidity or alkalinity is acceptable. Prime farmland has few or no rocks and is permeable to water and air. It is not excessively erodible or saturated with water for long periods and is not frequently flooded during the growing season. The slope ranges mainly from 0 to 6%.

The Soils Survey lists four individual soil types that meet the criteria for Prime Farmland. All four of these soils are found in significant quantities in the Gypsum Creek Valley south of Town. One of these soils is found in significant quantity in the Spring Creek Area, occurring along both sides of the Alkali Creek drainage channel. A map has been compiled identifying the locations of these four soil types. That map is contained in Appendix D of this document.

This master plan recognizes the importance of conserving significant areas of Prime Farmland. Many areas in the Gypsum Creek Valley have been farmed successfully and continuously for almost a century and in some cases longer. These lands contain Prime Farmland soils as well as contiguous soils that occupy similar topographic position, and physical qualities, which make them equally as productive.

Large areas of these prime agricultural soils are still held in singular ownership, having never been subdivided for residential development. These large ranches have also been identified as important community assets for a variety of reasons including their social and environmental value as open space and their wildlife habitat value.

Ranch preservation has been identified as a goal of the Town. Attempts to promote and ensure the continuation of agriculture in the greater Gypsum area will be sought out and encouraged. A variety of tools shall be explored

and promoted as a means of preserving and conserving these important agricultural properties.

## **Past Planning Efforts**

In 1993, in response to the rapid growth of the Town, a group of citizens got together to develop Gypsum's first master plan. The "Citizens Committee" put together a Draft Master Plan that was intended to direct future growth and facilitate infrastructure funding decisions. During the planning process it became clear that a professional administrator was needed to guide the Town's planning efforts, prepare a proper master plan, and begin the implementation of the plan. A Town Manager was hired and charged with these duties.

On December 20, 1995 the Gypsum Planning Commission and Gypsum Town Council adopted and published the Town of Gypsum Master Plan. By the Summer of 1997 it had become clear that the 1995 master plan was not far reaching enough to encompass lands where development was considered desirable and imminent. Late in the Spring of 1998, the Town Council directed staff to pursue development of a new master plan.

The Planning Commission and Town Council indicated that they wanted the new plan to reflect the ideas that were contained in the 1993 Citizens' Draft Master Plan and the 1995 Town of Gypsum Master Plan. Accordingly, Staff analyzed each of these documents. A brief summary of the major planning concepts of each document can be found in Appendix A.

## **Foundation Plan Purpose and Process**

The past 30 years of rapid growth combined with a high potential for continued rapid growth in and around Gypsum has made this planning effort a very high priority with the Town Council. In response to rapid growth the Town Council desires to revise its Master Plan and consider the details of where and how to expand its infrastructure into the surrounding lands. The following information illustrates just how fast the community has grown over the past 30 years. A similar rate of growth can be expected for the next 10-20 years unless a major economic change occurs or the community becomes less receptive to accommodating new residents and businesses.

## **Demographics**

United States Census data for the Town of Gypsum is available beginning in 1920, and again every 10<sup>th</sup> year since then up to 1990. For the period of 1990 through 1999, the Town projected population growth rates based upon the standard methods used by the Colorado State Demographer's Office. The following table depicts census data on population growth within the Town. This data shows strong growth periods during the '30's and '40's followed by a relatively slow growth period in the '50's and '60's. Rapid expansion occurred in the '70's followed by unprecedented and extremely rapid growth in the '80's and '90's.

<b>Year</b>	<b>Population</b>	<b>% Increase</b>
1920	164	N/A
1930	165	0.6
1940	245	48.5
1950	345	40.8
1960	358	3.8
1970	420	17.3
1980	743	76.9
1990	1,750	135.5
2000 (Projected)	3,492	99.5

The number of new housing permits has increased by an average of 10% to 15% percent a year in the last few years. If this trend continues Gypsum will have approximately 10,000 residents by the year 2010.

The Town's rapid population increases have significantly affected land and home prices. During the three-year period from 1992 to 1995, the average cost of a single-family home in Gypsum rose from \$101,481 to \$146,666, an increase of 44.5%. Gross annual sales of residences over this same three year period rose from \$4.5 million to nearly \$56 million. Although the cost of housing in Gypsum is skyrocketing, the area is still relatively affordable when compared to other Eagle Valley communities. Thus, the housing cost increases have not deterred families from making this town their home, especially given the plentiful nature of high paying jobs in the area.

## **Planning Process**

Once Staff was directed to begin the master planning process in earnest, a work program was developed . One of the first tasks was to devise and mail a community survey to every boxholder and direct delivery customer served by the Gypsum Post Office.

The Town of Gypsum Master Plan Survey—Summer 1997 was well responded to with 256 entries returned out of the approximately 1600 copies that were mailed out. The 16% return rate was deemed to be extremely successful given the five-page length of the survey. A summary table documenting the survey results is contained in Appendix B. A copy of the actual survey questions and response tally is also contained in Appendix B. The complete records of all survey responses are kept in the Gypsum Building and Planning Department files.

Another task completed in the initial phase of the planning effort was to gather information on how other communities have approached the master planning process. The principles and concepts devised by other communities were studied. Information on the planning process was gathered from a variety of sources including the following:

- ⇒ Recent planning literature and articles published by the American Planning Association (APA)
- ⇒ Recently completed master plans from local governments and from selected government entities across the nation as recommended by the Planner's Advisory Service (a professional advisory branch of the APA)
- ⇒ Interviews with various private and governmental planners within the region (e.g. Vail, Minturn, Avon, Eagle, Eagle County, Basalt, Carbondale, Glenwood Springs, Silverthorne, Frisco, etc.)
- ⇒ Interviews with various governmental advisory and advocacy groups within the region (e.g. Northwest Colorado Council of Governments, Colorado Department of Local Affairs, Colorado Municipal League, Center for Community Development @ University of Colorado at Denver, etc.)

The next task was to define the scope of the master plan study area. It was decided that the study area should encompass all of the privately owned lands surrounding Town that could be reasonably provided with water, sewer, roads, and other Town of Gypsum services, if desired. The master plan study area was split into three planning sub-areas based upon geographic and functional location. The planning sub-areas were named as follows:

- (1) Eagle River Corridor
- (2) Spring Creek Area
- (3) Gypsum Creek Valley

The Eagle River Corridor includes lands located along the Eagle River and both sides of Highway 6 from the American Gypsum wallboard plant eastward almost to the western edge of the Town of Eagle. The Spring Creek Area includes lands located south of the Eagle County Regional Airport, the

airport terminals, the airport parking areas and commercial lease spaces. The Gypsum Creek Valley includes lands located south of Town within the Gypsum Creek drainage basin.

Next, several different review and advisory groups were set up to guide the planning process and give the Town's Planning Staff advice and feedback. Initial land use and policy recommendations were developed primarily by a Steering Committee that was appointed by the Town Council. Two other review and advisory groups were formed; a Technical Advisory Committee and affected private property owners located outside of town.

A series of meetings was held which each of these groups for the purpose of reviewing the work of the Planning Staff and the Steering Committee. Input was solicited regarding specific land use recommendations for each planning sub-area. Minutes and/or at least hand written notes were kept by Staff for most meetings. These records are kept in the Building and Planning Department. Appendix C contains additional information regarding the function and membership of each committee/group.

A series of publicized town residents' meetings were held and information and input were gathered. Meetings were held in March, April, August, and October of 1998. The meetings were publicized in the Eagle Valley Enterprise and the Vail Daily, on the cable network community information channel (Reader Board), and meeting notices were posted at the Gypsum Post Office, Columbine Market, Stop N Save, and Gypsum Town Hall.

Approximately 20 people attended the first town residents' meeting. This meeting included a general discussion of the master planning process and key planning issues. Town residents were asked to express their views regarding the growth and development currently occurring in Gypsum. They were also asked what they would like to see happen regarding future growth and development. The land use concepts that were initially developed by the Steering Committee were presented and discussed.

The second residents' meeting drew 28 people. The master planning process and public participation and review schedule were explained in detail. Potential future land use maps were posted on the walls around the room and town residents were asked to record their comments on blank sheets of paper placed next to the maps. A discussion followed regarding a community "vision" statement and community goals.

The third and fourth meetings were held during regularly scheduled Planning Commission meetings. Town residents were presented with a copy of an early draft of the Foundation Plan text and revised Land Use Plan maps were displayed. The plan text and maps were discussed in detail. The

major planning concepts behind the land use plans were presented. A summary of the input received from town residents who completed the Summer 1997 Master Plan Survey or had attended the previous residents' meetings was presented.

A summary of the comments received from town residents at these various meetings can be found in Appendix B.

## CHAPTER 2

# COMMUNITY GOALS & STRATEGIES

A goal is defined as a desirable end product towards which effort is directed. Collectively, goals can be thought of as a set of community values. Strategies must be developed to ensure that community goals are achieved. Together the goals and strategies define a pathway for the community to follow, guiding decisions about investment, development, redevelopment and acting as milestones as progress is made toward the community vision. If taken seriously and diligently pursued, they will ensure successful achievement of the community vision.

All goals are somewhat interrelated and should be interpreted and acted upon altogether if the Town is to build a healthy and happy place for individuals and families to call home. One goal cannot be pursued aggressively to the detriment of the others. All goals must be pursued with equal effort and effectiveness, in a balanced and well thought out manner. Good land use decisions will result if development proposals are carefully analyzed for their effect on all applicable goals.

### Goals

#### Gypsum will strive to:

- *Maintain a friendly and informal small town atmosphere*
- *Direct growth into appropriate areas and arrangements, and divert development away from prime agricultural lands, riparian corridors, steep slopes, highly visible hilltop areas, critical wildlife habitat, and geologic hazards.*
- *Manage the type, scale and density, location, and timing of growth so that community infrastructure, facility, and service expansions can accommodate new developments without compromising quality of service goals*
- *Construct and maintain high quality community infrastructure including water supply and sewage disposal systems, an effective transportation network including transit systems, pedestrian and bicycle trails, and parks and recreational facilities*
- *Achieve and maintain high levels of community service*
- *Promote relatively affordable, primary residence, family-oriented housing so that this type of development remains the mainstay of the community while providing a broad spectrum of housing types and costs in order to encourage social diversity and completeness*

- *Seek out and promote businesses that meet the community's basic needs or foster economic health, diversity, and promote long term economic stability*
- *Conserve our abundant natural resources and maintain or improve upon the quality of the environment in which we reside*
- *Improve the visual appearance of the community*

These general statements of intent, or goals, are grouped into different topic areas as outlined below. Each objective is reiterated below and followed by specific strategy statements, which embody the means or actions deemed necessary to achieve the desired objective. A cumulative analysis of the goal and strategy statements will eventually be conducted and will lead to development of an action plan in the near future.

### **Attitude**

**Goal:** *Maintain a friendly, informal, small town atmosphere.*

#### **Strategies:**

- a. Approach all matters with simple effectiveness and all people with a sense of fairness and respect.
- b. Where conflicts arise between the will of individuals and the will of the community, seek a compromise position that allows both the individual and the community to achieve their goals.
- c. Don't over regulate, but insist upon minimum standards of conduct so that the actions of individuals don't have significantly negative impacts on other individuals or the whole community.
- d. Keep an eye on stress levels within the community and take necessary steps to keep the stress levels low.

### **Growth Management**

**Goal 1:** *Direct growth into appropriate areas and arrangements, diverting development away from prime agricultural lands, riparian corridors, steep slopes, highly visible hilltop areas, critical wildlife habitat, and geologic hazards.*

#### **Strategies:**

- a. Promote a compact urban/suburban core land use pattern within well-defined boundaries that transition quickly and effectively to outlying rural residential, agricultural and open lands.
- b. Promote rural residential development in appropriate areas outside the urban/suburban core.

- c. Avoid geologically or physically constrained areas, highly visible hilltops, important wildlife habitat and movement corridors, and active stream terraces and associated riparian and wetland areas.
- d. Ensure that compatible uses are located together and grouped in functional subsets that place job centers, commercial retail and service centers, schools, and core housing areas in close proximity to each other in patterns that are livable and sustainable.
- e. Segregate uses that have significant nuisance factors (e.g. heavy industrial, hazardous or explosive materials handling, unsightly or polluting including noise or smells, extended hours of operation, etc.) away from other commercial and residential uses and environmentally sensitive areas so that impacts on people and the environment are minimized.

**Goal 2:** *Manage the type, scale and density, location, and timing of growth so that community infrastructure, facilities and service expansions can accommodate new developments without compromising quality of service goals.*

**Strategies:**

- a. Evaluate, annex, zone/rezone, and subdivide land for development or redevelopment based upon the individual merits of each project and in accordance with the adopted goals, policies, and land use designations contained in the master plan unless it can be demonstrated that: (1) the proposed alternate development will not adversely affect existing and planned land uses, infrastructure systems and public service standards, and (2) that the land use designation indicated in the master plan cannot be reasonably achieved or is no longer the preferred land use for that particular property.
- b. Annex lands in a logical progression.
- c. Control the rate of growth by limiting the number of annexations to a manageable level.
- d. Development must pay its own way regarding financing and constructing infrastructure, pathways, parks and recreation facilities, including any off site improvements deemed necessary to mitigate direct impacts.

**Community Facilities & Services:**

**Goal:** *Construct and maintain high quality community infrastructure including water supply and sewage disposal systems, an effective transportation network that includes transit systems, pedestrian and bicycle trails, and parks and recreational facilities.*

## **General Strategies:**

- a.** Infrastructure shall be improved and extended conservatively, efficiently, in response to critical needs only, and in a manner that will promote desirable, livable and sustainable development and redevelopment.
- b.** High standards will be required for design, materials, and workmanship.
- c.** Develop capital improvement plans that provide for the regular maintenance, upgrading, or replacement of the aging or failing portions of the infrastructure.

## **System Specific Strategies:**

### ***Water Supply System***

- a.** Provide adequate supply of high quality water to both present and future residents and ensure adequate water pressure for in-house use and fire protection purposes in all areas.
- b.** Be proactive in acquisition of water rights from a variety of sources in order to meet or exceed identified needs.
- c.** Locate, construct, and/or acquire a raw water storage reservoir in the upper portion of the Gypsum Creek drainage basin for raw water storage and protection of water rights.
- d.** Meet or exceed minimum in stream flow requirements at all times in order to protect the aquatic habitat of Gypsum Creek and the Eagle River.
- e.** Ensure adequate protection from stream calls that could adversely affect the Town's water supply, and carefully scrutinize and protect the Town's water rights from injury caused by other water court proceedings.
- f.** Regularly update the Town's Water Rights Dedication Ordinance and require new development to finance and construct the potable water distribution and storage facilities needed to service that new growth.
- g.** Loop water lines wherever possible as this allows for performance of routine maintenance and emergency repairs without service interruptions.
- h.** Properly maintain and monitor water quality and the treatment and delivery system to prevent leaks, contamination, and unnecessary service interruptions.
- i.** Regularly upgrade the system as technological advances come along that will enhance service quality and lower maintenance requirements.

### ***Sewage Disposal System***

- a.** Plan and construct a mechanical sewage treatment plant that is capable of handling Gypsum's projected growth as identified in the adopted Master Plan.

- b.** Implement state of the art technology to ensure that the new plant is environmentally safe and as odor free as possible.
- c.** Design the plant for ease of maintenance and operation, and future expansion as the need arises.
- d.** Build this new mechanical treatment plant with no cost to current residents and businesses, i.e. no new tax or user fee increases.

### ***Transportation Network***

- a.** Transportation network planning and land use planning decisions will be mutually supportive and shall include provisions that facilitate pedestrian and bicycle travel, and transit operation.
- b.** Ensure that major transportation corridors are attractively landscaped and designed to promote safe and efficient movement of people and goods in vehicles.
- c.** Trails will be provided so that walking and bicycling will be practical, safe, an enjoyable means of travel, and a truly viable transportation choice for residents and visitors.
- d.** Integrate the Town's transportation systems with the nearby county, state and federal systems and leverage state and federal funds while forming partnerships to resolve regional problems.
- e.** Promote the development of a new connection to I-70 to better serve the airport and the uses that are expected to develop in the surrounding area (see 1999 Felsberg, Holt & Ulevig I-70 Interchange Study).
- f.** Remove existing bottlenecks and hazardous circumstances along Highway 6 and widen this road to the extent necessary to increase its capacity to handle built out traffic levels (see 1999 Felsberg, Holt & Ulevig Highway 6 Access Control Plan).
- g.** Locate and build trails so that they interconnect between existing and planned recreational facilities and parks, public open space areas, schools, commercial centers, the Eagle County Regional Airport, residential subdivisions (existing and planned), future potential transit stations, and existing and planned public land access points, the Town of Eagle, and the Dotsero area.

### ***Parks, Recreational, and Civic Center Facilities***

- a.** Seek to plan and provide park and recreation facilities in accordance with the guidelines and recommendations contained in the National Recreation and Park Association and the Academy for Park and Recreation Administration's Park, Recreation, Open Space and Greenway Guidelines manual (copy on file at Town Hall Building and Planning Department).
- b.** Seek out opportunities to develop additional civic center related land uses in the area surrounding the Town Hall (teen center, recreation center,

park/play facilities, municipal court, police, etc.) so that this area develops into a true civic center.

- c. Provide through public/private partnerships one large community park for each urban/suburban core residential area indicated on the Land Use Guide maps. These parks would likely include active recreation play areas (soccer, softball, baseball, volleyball, basketball, skating, etc.), passive use open space areas, picnic facilities, playground equipment, rest rooms and parking areas. If possible these parks should be centrally located within the residential core area and be connected to adjacent neighborhoods via trails.
- d. Developers shall provide neighborhood parks within all small to medium (larger than 10 acres or 40 dwelling units) sized residential subdivisions. The type of park facilities to be provided would be determined based upon expected needs of each individual subdivision and overall recreational needs within the Town. Once completed, these park facilities will most likely be turned over to the Town for ownership and maintenance purposes.
- e. Promote private interests to develop other types of recreational and entertainment oriented businesses such as a bowling alley, movie theaters, and performing arts center, public golf course, etc.
- f. Provide trails to allow for non-motorized access to all recreation areas, parks, open space areas, and public lands. Ensure that trailhead-parking areas are provided and designed appropriately to address anticipated user volumes and vehicle types.
- g. Preserve existing public land access points and identify appropriate new public land access points, designating appropriate travel modes in accordance with adopted public land management policies and plans, to preserve and enhance recreational opportunities on adjacent public lands.
- h. Provide trails along major transportation routes and within (or adjacent to) primary riparian corridors and public open space areas.

**Goal 2:** *Achieve and maintain high levels of community service.*

**Strategies:**

- a. Keep the Town's administrative and public works staffing at levels that will provide for timely, high quality service to all residents.
- b. Help tax designation service providers (e.g. school, recreation, library, fire designation, etc.) secure appropriate sites and easements for construction of facilities necessary to meet or exceed critical needs and quality of service goals.

## **Housing**

**Goal:** *Promote relatively affordable, primary residence, family-oriented housing so that this type of development remains the mainstay of the community while providing a broad spectrum of housing types and prices in order to encourage social diversity and balance.*

### **Strategies:**

- a. Encourage a socially diverse community by providing a balanced mix of housing types and affordability levels.
- b. Strive to supply and maintain a balance of housing stock that extends across the spectrum of cost in order to keep up with expected demands for housing units.
- c. Promote development of a relatively high density urban residential center directly adjacent to the downtown commercial core. Ensure that development in the urban center produces neighborhoods that are affordable and pleasant to live in. Ensure that the various neighborhoods that make up the urban center are interconnected yet distinctly diverse and attractive, with conveniently located gathering places and community activity centers such as parks and community meeting centers.
- d. Promote development of moderate density suburban residential projects in designated locations adjacent to urban center. Ensure that the various neighborhoods that make up the suburban residential neighborhoods are relatively affordable, catering mainly to families and couples. Like the urban center, suburban areas should have conveniently located gathering places and community activity centers such as parks and community meeting centers.
- e. All housing will be safe, habitable, neat, and properly maintained.
- f. Promote the development of and strive to maintain affordable housing stock through a variety of strategies including incentives.
- g. Promote the development of and strive to maintain housing for seniors.

### **Economic Stability:**

**Goal 1:** *Seek out and promote businesses that meet the community's basic needs or foster economic health, diversity, and promote long term economic stability.*

### **Strategies:**

- a. Promote development of additional interstate-serving commercial uses at the existing I-70 interchange.

- b. Promote development of a local-serving, downtown commercial core along State Highway 6 that supplies essential goods and services to the community.
- c. Promote economic diversity in the area by recruiting and promoting a mix of business uses such as professional office, research and development, regional-serving commercial service and retail in appropriate arrangements and locations east of the Eagle County Regional Airport. Actively market this area to business interests that serve a broader market than just the Eagle Valley area, ski/tourism and construction interests and trades.
- d. Promote development of a medical institutional and/or special use complex such as a health service center; complete senior care/retirement facility, hotel and convention center, etc. at an appropriate location.
- e. Promote development of airport-serving commercial and light industrial uses such as heavy equipment repair and storage, construction contractors and construction material supply centers, warehouses, light assembly and manufacturing operations, etc. south of the Eagle County Regional Airport. Group these uses together and provide vegetated buffer strips where this area abuts residential areas. Adopt and enforce codes that ensure that industrial areas do not become junkyards, eyesores, or create unnecessary nuisances for adjacent land uses.

### **Natural Resources:**

**Goal 1:** *Conserve our abundant natural resources and maintain or improve upon the quality of the environment in which we reside.*

### **Strategies:**

- a. Improve air quality by managing traffic congestion and developing a compact, interconnected land use pattern and by developing pedestrian and bicycle trails and transit systems.
- b. Establish and maintain high standards for air and water quality, and regulate industry and development to ensure that these standards are met.
- c. Preserve, protect and manage key natural resources and critical wildlife habitat areas according to a community wide plan that is coordinated with adjacent government agencies, public land managers, private land owners, and wildlife management agencies and advisors.
- d. Conserve water and energy, and promote the basic principles of conservation (reduce, reuse, and recycle) in all matters.
- e. Protect the community and the environment from all sources of pollution and hazardous materials.
- f. Promote land, water, and resource conservation by encouraging the clustering of dwelling units in certain areas planned for low density

- residential development (i.e. portions of the Country Residential, especially where Environmentally Sensitive Area designations occur).
- g.** Preserve significant areas of sage brush and pinyon/juniper vegetation in severe winter range and winter concentration areas for mule deer, especially where such vegetative communities occur adjacent public lands and in areas that are somewhat topographically isolated from developed areas. Prevent these areas from being fragmented by new development.
  - h.** Maintain and/or create opportunities for controlled access to public lands while protecting the quality and condition of said lands.
  - i.** Preserve riparian areas along the Eagle River and look for ideal locations adjacent to or within the riparian corridor where recreational parks and trails may be developed.
  - j.** Preserve riparian areas along Gypsum Creek and look for ideal locations adjacent to or within the riparian corridor where recreational parks and trails may be developed.
  - k.** Seek to minimize development and mitigate impacts in areas where prime wildlife habitat exists as identified on master plan maps prepared by Eagle County. Identify any other wildlife habitat areas of concern and seek to minimize development and mitigate impacts in these areas as well.
  - l.** Preserve significant portions of areas identified as severe winter range and winter concentration areas for mule deer in the Spring Creek and Gypsum Creek subareas. Limit development densities in other portions of this critical habitat area.
  - m.** Discourage development activity around mapped Golden Eagle Nest sites and along riparian areas used as hunting grounds by Bald Eagles.
  - n.** Promote preservation prime agricultural areas and large active ranch properties through various means including purchase of conservation easements, informal transfer of development rights, PUD open space set asides, land trust activity, clustering of development, etc.

### **Community Appearance:**

**Goal 1:** *Improve the visual appearance of the community.*

### **Strategies:**

- a.** Minimize development, clearing and grading on steep hillsides and on hilltop areas and avoid locating structures in these highly visible areas.
- b.** Relocate existing light industrial uses out of existing and planned residential areas, where possible, and create physical barriers and landscaping screens between industrial and residential areas.
- c.** Plan for and promote the revitalization of the “old downtown area” of Town. Replace/repair old infrastructure, provide for enhanced pedestrian/bicycle movement in this area, promote public/private

partnerships to implement streetscape and other beautification projects, promote development/redevelopment of commercially zoned lots along Railroad Avenue, and promote the idea of a small pedestrian-oriented transit station associated with the railroad corridor along Railroad Avenue. Encourage private landowners to improve maintenance and appearance of existing buildings.

- d.** Preserve and protect the look and feel of the Eagle Street corridor by promoting the preservation of certain older heritage structures and trees.
- e.** Promote higher quality yet affordable residential redevelopment of dilapidated and underutilized areas of Town.
- f.** Streets and walkways will be planned, built, and maintained as attractive public spaces.
- g.** Arterial streets and collector roads shall receive streetscape improvements that produce an attractive and safe environment for all modes of travel.
- h.** Housing in many different forms will be constructed in attractive, safe neighborhoods that encourage walking and social interaction.
- i.** Commercial buildings will contribute to the character of Gypsum with unique but homogenous appearance. Commercial and light industrial subdivisions shall enact and enforce their own design review processes/controls and covenants to ensure a neat and attractive appearance.
- j.** Adopt and enforce Town Codes that promote clean, attractive and nuisance-free living and work places.

## CHAPTER 3

# MAJOR PLANNING CONCEPTS & LAND USE DESIGNATIONS

There are two primary reasons for designating future land uses: 1) to direct growth so that specific uses and densities develop in appropriate locations; and 2) to allow the Town to plan for, supply services, and expand infrastructure in a predictable and economically efficient manner. The Town of Gypsum Land Use Guide maps contains six distinctly different types of land uses including: Commercial, Industrial, Institutional, Transit, Residential, and Conservation. The Commercial, Industrial, and Residential categories are broken down into more detailed sub-categories that allow further differentiation of land uses based upon the type of use or the type of dwelling unit.

The major planning concepts used to develop and apply the land use planning designations in each of the planning sub-areas are discussed below. The function and intent of each land use designation also explained in detail below.

Comment [ToG1]:

It should be noted that the land use recommendations indicated on the Land Use Guide maps are conceptual in scope and flexible by nature. The Planning Commission and Town Council want it clearly known that all serious development proposals will be carefully considered on a case-by-case basis, with decisions made based upon the individual merits of each proposal.

Each project will be evaluated by staff based upon its compliance and performance regarding the expressed goals and land use recommendations of the Foundation Plan. However, it is not necessary nor is likely that a particular development must comply with all goals and land use recommendations of the Plan in order to be approved for construction. It is possible that the individual merits of a particular proposal will outweigh the recommendations of this Plan and that the proposal will therefore gain consideration.

### Major Planning Concepts

The major planning concepts and specific goals for each of the planning sub-areas are as follows. These concepts were formulated using information from myriad sources including the Summer 1997 Master Plan Survey responses,

the two previous master planning documents, and input received from the different groups and people that participated in this master planning process.

### **Gypsum Creek Valley**

- Encourage the continuation of agriculture/ranching uses on prime agricultural lands. Use land trusts, Great Outdoors Colorado and other grants, conservation easements, informal transferable development rights programs, clustering of development, etc., as tools to achieve this goal.
- Encourage preservation of prime wildlife habitat and minimize disturbance of pinyon and juniper lands.
- Preserve and seek public dedication of the Gypsum Creek riparian corridor and develop small parks and recreational trails within the corridor where appropriate.
- Support limited development of low to very low density rural residential uses (clustered where appropriate) in order to conserve wildlife habitat, limiting the extension of Town infrastructure and services into these areas to meet critical needs only.
- Prevent development from occurring where significant geologic hazards occur and on steep or highly erodible slopes.
- Do not allow any commercial or industrial development.
- Construct a multiple use trail along, but separated from, Valley Road/Gypsum Creek Road.
- Acquire senior water rights as needed, and secure a raw water storage reservoir site for future development.
- Preserve and enhance existing public land access points, seek new public land access points where appropriate, construct trailhead parking areas and/or connect trails to collector roads where appropriate.
- Secure a raw water reservoir site. Designate appropriate modes of access/travel with concurrence from the Bureau of Land Management (BLM) and the United States Forest Service (USFS).

### **Spring Creek Area**

- Encourage development of a “core area” of light industrial uses while preserving opportunities for development of airport-related commercial uses and important multi-modal transportation infrastructure projects in areas immediately adjacent to the airport.
- Require installation of effective buffer strips (landscaping and fencing) between residential and industrial uses and along major roadways.
- Encourage development of a variety of housing types on lands that are outside the core area, with a primary focus on creating affordable and attainable primary housing for locals.

- Support limited development of low to very low density residential uses (clustered where appropriate) in order to conserve wildlife habitat, limiting the extension of Town infrastructure and services into these areas to meet critical needs only.
- Encourage preservation of prime wildlife habitat and minimize disturbance of pinyon and juniper lands.
- Encourage preservation of conservation corridors along major drainages, dry gulches, and electric transmission lines.
- Prevent development from occurring where significant geologic hazards occur and on steep or highly erodible slopes.
- Preserve and enhance existing public land access points, seek new public land access points where appropriate, construct trailhead parking areas and/or connect trails to collector roads where appropriate.
- Encourage development of raw water supply for irrigation of landscaped areas where feasible.
- Promote development of the Saddle Ridge institutional area for use by a regionally significant community service or special use entity (e.g. medical service center, conference center, etc).

### **Eagle River Corridor**

- Preserve and seek public dedication of the Eagle River riparian corridor, and develop parks and recreational trails within the corridor where appropriate. Implement applicable aspects of the Eagle River Watershed Plan.
- Encourage commercial expansion (retail, service, and office) along the south side of Highway 6.
- Encourage development of high density residential “pockets” along both sides of Highway 6 adjacent to existing and planned commercial land, with a primary focus on creating affordable and attainable primary housing for locals. Require dedication of adjacent conservation areas and construction and dedication of park facilities built by developers in designated park areas.
- Encourage suburban and low density rural residential planned unit developments along both sides of Highway 6 east of Spring Creek. Require dedication of adjacent conservation areas and construction and dedication of park facilities built by developers in designated park areas.
- Encourage development of active adult recreation facilities (lighted) within designated park areas.
- Use low to very low rural residential uses to separate the Town of Eagle from the Town of Gypsum in the far eastern portions of the corridor.
- Allow small pockets of light industrial to develop adjacent to and at the east end of airport.

- Encourage transit system development within the corridor. Preserve potential locations for and participate in the development of a major regional-serving transit center at or near the airport and a small pedestrian-oriented transit center in the original downtown area along Railroad Avenue.
- Encourage the continuing development of regional commercial, professional, and light industrial-serving uses at the Gateway Center.
- Encourage development of a new I-70 interchange to serve the airport, with the spur road connecting the new interchange to Highway 6 at its intersection with Cooley Mesa Road.
- Seek private and public funds to widen and install improvements on Highway 6, and control access to the highway in accordance with the Felsberg, Holt & Ulevig State Highway 6 Access Control Plan (1999) and the Foundation Plan Land Use Maps.
- Allow gravel resource extraction in appropriate areas only when appropriate impact mitigation strategies are assured and only with full reclamation required.
- Construct a bicycle/pedestrian commuter trail along Highway 6.

### **Existing Town Areas**

- Beautify the entryways into town and consider development of a welcome/information center at the existing I-70 interchange.
- Obtain land and develop a passive recreational park (open space strip) along Highway 6 between the Eagle River Bridge and the Gypsum Creek Bridge.
- Upgrade aging infrastructure and enhance the aesthetics and functioning of important street corridors with improvements to the pedestrian network, landscaping and lighting.
- Promote the rejuvenation of the original downtown area and plan for development of a pedestrian oriented transit station at Railroad Avenue.
- Work with ranch owners to find ways to promote the preservation of agriculture/ranch uses in Town wherever possible.
- Work with the Colorado Division of Wildlife (DOW) to improve access to the DOW Ponds.
- Complete development of master planned Park Facilities at the Town Hall and at Gypsum Meadows Park (i.e. Gypsum Estates).
- Acquire additional property adjacent to the Town Hall in order to facilitate development of additional “Civic Center” facilities, including but not limited to an indoor recreation center, a police headquarters, an expanded library, additional park facilities, a community garden if desired, and possibly a teen center and a senior center.
- Expand the Town’s Public Works Shop as needed, and install landscaping screening to improve the aesthetics of this facility.

- Assist Eagle County with development of the ECO transit service center and the new road and bridge maintenance facility.
- Encourage compatible in-fill and redevelopment.
- Install park and pedestrian/bicycle trail enhancements.

## **Land Use Designations**

The remainder of this chapter contains detailed descriptions of the purpose and intent of each land use designation included on the Town of Gypsum Land Use Plan. The intent of each designation is carefully described below. The Town of Gypsum Land Use Plan, by itself, does not give the user enough information to truly understand what the development potential and corresponding responsibilities are related to a particular piece of property. Thus, people who use this plan must have at least a basic understanding of following descriptive information before they will truly be prepared to submit annexation and land development proposals to the Town.

### **Commercial Designations**

The commercial land use categories are intended to promote the development of businesses geared to serve two distinctly different groups of customers. The Interstate Commercial designation identifies lands located along Interstate 70 at the existing Gypsum interchange. Businesses locating in this area will cater to the needs of interstate travelers almost exclusively. The Commercial/Professional designation identifies lands located along both sides of Highway 6, and in one case along Cooley Mesa Road, that are suitable for commercial development.

The Commercial/Professional land use designation does not geographically separate local-serving businesses from regional-serving businesses. However, it is likely that local-serving businesses will locate along Highway 6 between the Eagle Valley High School and the east side of Jules Drive. This commercial “strip” is evolving into the geographic core of Town. Small retail and local-serving service/ commercial businesses that cater primarily to the needs of Town residents will be encouraged to locate in this area. Small professional offices will also be likely to choose this location.

Regional-serving commercial and professional businesses will be more likely to locate along the south side of Highway 6, east of the airport. The eastern two-thirds of the Airport Gateway Center Subdivision has been targeted for these types of businesses. When several such businesses are grouped together the necessary critical mass is achieved that will attract large numbers of people to travel to this area from places as far away as 50 to 100 miles in all directions.

### **Interstate Commercial:**

The area located south of I-70, east of Highway 6, north and west of the Eagle River, including the Mayne Mobile Home Park, is considered to be prime real estate for commercial businesses that cater to interstate travelers. Several of the current uses in this area are interstate oriented, e.g. a restaurant, auto repair shop, and gas station/convenience store, and car wash. These and other interstate travel oriented businesses are expected to flourish and proliferate in this area, in-filling vacant parcels and over time displacing businesses that are not dependent upon close proximity to the interstate. Since this area is considered to be Gypsum's front door, it extremely important to uphold high aesthetic standards for new development and redevelopment.

This area is an ideal place for Town beautification projects especially streetscape improvements. Public/private partnerships should be formed to promote such efforts. Significant improvements to the transportation network must accompany development or redevelopment proposals in the area. All transportation improvements shall include safe, efficient, and aesthetically pleasing pedestrian and bicycle travel routes. Riverfront areas deserve special treatment. Stream setbacks will be applied with landscaping treatments and installation of public pathways required. Improvements to the road that runs through this area allowing access to the DOW Ponds will be sought by the Town.

At some point in the future redevelopment of the Mayne Mobile Home Park is likely to become desirable. Expansion of the interstate commercial businesses into this area will not be considered unless the displaced affordable housing can be accommodated elsewhere within the community or nearby. Such an expansion will be encouraged only if a high quality development proposal surfaces (e.g. a first class motel).

This land use designation will promote development that caters directly to interstate travelers. Commercial expansion and redevelopment proposals that are likely to include businesses that will compete with the local-serving commercial center area further down Highway 6 will be discouraged. The special signage requirements peculiar to interstate businesses will be considered in this designation only.

Development in general, especially commercial development, will be actively discouraged on the north side of Interstate 70.

### **Commercial/Professional:**

This land use designation is placed over areas considered to be prime real estate for both local and regional-serving commercial ventures. The local-serving, town-center commercial area will house retail and commercial service businesses and small professional offices geared primarily to serve the Town's residents. The Land Use Plan indicates that Gypsum's "Town Center Commercial" area will be linear in nature, stretching out along Highway 6 from the Gypsum Creek Bridge to just past Jules Drive. The regional-serving Airport Gateway Center Subdivision will house retail and commercial service businesses and larger professional offices. The expected regional service area will stretch from the Aspen-Glenwood areas to Summit County.

### **Industrial Designations**

In the recent past, the Town broadly applied Light Industrial zoning to annexed properties, especially those properties that are located in the Eagle River Corridor along the south side of Highway 6. The Town was trying to stimulate commercial development with these actions. Land owners and developers were eager to take advantage of the Town's hunger for commercial development. They annexed, and instead of seeking Commercial zoning they sought and obtained Light Industrial zoning, the reason being that Light Industrial zoning has more favorable development standards and it allows greater latitude in the types of uses that can be allowed, including most of the uses allowed in the Commercial zone district.

It is unfortunate that the Town's zoning ordinance does not better distinguish and segregate commercial uses from industrial uses. However, and fortunately so far, the forces of the free market have produced the desired segregation between these two different and often incompatible types of uses. It is likely that the Town will seek to amend its Zoning Ordinance in the near future to make sure that the desired segregation of industrial uses from commercial uses. It is likely that commercial retail and professional office type uses will be pulled out of the list of allowed uses in the Light Industrial zone district. This should be kept in mind when reviewing the Foundation Plan and the Land Use Plan maps.

The Foundation Plan establishes two categories of industrial land use, Light Industrial and Heavy Industrial. The Land Use Plan designates broad areas of land for light industrial use, but only one area for heavy industrial use. The light industrial designation in particular is intended to promote the development of heavy service commercial and industrial activities such as: raw material storage and processing; light manufacturing and assembly,

warehousing, storage, and wholesale supply; heavy equipment storage, leasing, and maintenance; etc.

Industrial uses usually serve local and regional customers, and sometimes national or international customers. By nature, they typically have some form of nuisance factor(s) associated with them, e.g. noise, fumes, unsightly outdoor storage yards, early/late hours of operation, etc. Thus, it is desirable to segregate these uses from other land uses, especially residential uses and commercial retail, while at the same time keeping them in close proximity to major transportation corridors.

### **Heavy Industrial:**

The only parcel designated as Heavy Industrial is located along the east side of Highway 6 near the I-70 interchange. The parcel has a single user, the Eagle-Gypsum Wallboard Plant. The plant is located in its current position for various reasons including excellent proximity to the gypsum mine and to I-70. It is unlikely that the Town will consider designation of additional land areas for heavy industrial uses in the future, and the Land Use Map reflects this thought.

### **Light Industrial:**

The Light Industrial land use designation recommended in the Foundation Plan reflects the Town's desire to physically segregate light industrial uses from other types of commercial uses (e.g. office and retail) and from residential uses. By not recognizing existing Light Industrial zoning designations along the Highway 6 corridor the Plan intends to encourage land owners to rethink their zoning and re-plan their properties for development with commercial and residential uses in accordance with the Land Use Plan.

The Light Industrial land use planning designation is applied liberally and primarily in the Spring Creek Area. This area is ideal for light industrial development given the proximity to the airport, excellent access from Cooley Mesa Road and Highway 6, the close proximity of utility lines, the lack of residential development, and the relatively flat topography and suitable soils. Development of light industrial uses will also be considered on select properties around the perimeter of the airport where airport noise impacts and safety concerns are a factor. Based upon current land development plans, some limited light industrial use will also occur at the far east end of the Airport Gateway Center Subdivision. Light industrial land use will be actively discouraged on all other properties.

Where the light industrial designation directly abuts a residential designation, buffers strips of varying widths will be required. Within the buffer strip, screening techniques such as fencing or solid walls will be used in combination with heavy landscaping to mitigate the effect of the industrial developer on the adjacent residential area. Similar buffer strip and screening requirements will be put in place on the adjacent residential property.

### **Institutional Designation**

This land use category recognizes the location of existing institutional land users and allows room for such uses to expand where appropriate. Institutional land users are widely dispersed throughout Town and they vary dramatically in regards to their compatibility with other, adjacent land uses. The Land Use Plan will not try to predict or direct where new institutional uses should occur, with a few notable exceptions. Rather, such decisions will be made on a case-by-case basis as the need for such facilities arises. Site location decisions will be made based upon compatibility with adjacent land uses. In certain circumstances it may be appropriate to allow and encourage institutional uses to develop on site housing for some of their employees.

The following institutional land uses are currently located within Town:

- Town of Gypsum Civic Center;
- Town of Gypsum Public Works Shop;
- Norgaard and Mosher Springs Water Plants;
- Eagle River Sewer Plant;
- Eagle Valley High School and Eagle Elementary School;
- Gypsum Fire District Station;
- Colorado Department of Transportation Maintenance Facility;
- PTI;
- Ropir Cable;
- Holy Cross/Public Service Utility Yard;
- Various Churches; and
- Cedar Hill Cemetery

Several new institutional land uses are likely to develop in the near future. The School District owns a large portion of the IK Bar Ranch and they intend to develop at least two and possibly three schools on the property. The School District has also indicated their desire to obtain land for construction of a new elementary school at the planned suburban center (Buckhorn Valley) located south of the airport along Alkali Creek. Eagle County recently obtained approval to relocate their Road and Bridge Department and the Eagle County Regional Transportation Authority's ECO Transit function to a

new facility to be constructed on the western most portion of their property located off the west end of the airport runways.

The Town would like to construct a recreation center, teen center, and possibly a senior center near the Town Hall Building at some point in the future. The library, currently housed in the Town Hall Building, will also need to either expand in its current location or relocate to a bigger site in the future. It is desirable to keep the library in its current location in the “Civic Center” area of Town. The Town’s Pubic Works Shop will also need to expand as the Town grows.

At some point in the future it is likely that the Town will need to develop its own independent animal control, police force, and social services functions. The Town currently contracts for animal and police support with Eagle County’s Animal Control Department and Sheriff’s Departments. Gypsum’s Municipal Court is currently housed in the Council Chamber portion of the Town Hall Building. In the future it is likely that additional space(s) will be needed to house the Town’s animal control, police, social services, and municipal court facilities together in a new facility. It is likely that the Town will plan and construct a combined facility of some sort sometime within the next 10-15 years.

Saddle Ridge, located south of the Airport Gateway Center, has also been designated for institutional use. It is the Town’s desire to promote the development of community service facility such as a senior citizen care/retirement center, a medical complex/sports injury rehabilitation center, hotel and convention center, or other similar type of “special use” on the Saddle Ridge property.

The Cedar Hill Cemetery District is looking for suitable property in order to meet anticipated demands. The Town will work with the District to find a new home. The Gypsum Fire District is also likely to outgrow their current facility in the near future. They will also need to find a new home someday soon.

### **Residential Designations**

It is the Town’s goal to evolve into a complete community where people from all walks of life can live, work, and play together. In order to achieve this goal the Town will promote the commercial, professional, and industrial development that creates job opportunities within the Community. The Town will pursue development of recreational and other civic facilities, setting aside open spaces, preservation of public land access points, and promote cultural activities so that Town residents will have ample opportunity to get out of their homes, meet each other, and recreate together.

The residential land use designations were created to promote development of a balanced variety of housing types, densities and affordability levels. Via the creation of three separate land use designations the Town intends to direct residential growth to appropriate areas. High density residential development (Urban Center) will be channeled into areas close to the commercial hub of Town. Moderate density residential development (Suburban) will be located nearby, but slightly further removed from the busy commercial hub area. The commercial hub combines with the Urban Center and Suburban designations to form the “core” of Town. Low to very low density residential development (Country) will radiate outward from the core area, decreasing in density in regular increments.

Three residential land use designations were created to implement the Towns goals regarding future residential development:

- Urban Center
- Suburban
- Country

Most of the population increases expected to occur over the next two decades will be accommodated within the two higher density residential designations; the Urban Center and Suburban. Development of a mix of single family and multifamily dwelling units will be encouraged in these areas. The Town will expend lots of time, energy and money maintaining infrastructure and providing a high level of services in these high density land use designations. Outlying areas will see gradual development of lower density uses in the Country designation. Extensions of infrastructure to these outlying areas will be minimized and a lower level of services can be expected.

The Urban Center designation was placed over lands located on both sides of Highway 6 behind existing commercially zoned parcels fronting on the highway. The Suburban designation was placed over various lands within all three planning sub-areas. In the Eagle River Corridor, this designation was placed over lands located at the eastern edge of the Urban Center and Commercial/Professional designations. In the Spring Creek Area the Suburban designation was placed over lands located southeast of the Airport, between BLM lands and along the east side of the Light Industrial area. In the Gypsum Creek Valley the Suburban designation is limited to Cotton Ranch.

The Country designation is located on the fringes of Suburban Residential areas, in geographic locations where low density single family residential housing is deemed to be the most appropriate land use. These outlying areas

are usually, but not always, irrigated agricultural areas that are destined to develop due to their location adjacent to the Suburban designated lands and due to the continuing demand for large lot single family residential development opportunities. These relatively low density development areas are not expected to have a significant impact on Town since the extension of infrastructure and services will be limited to meet critical needs. In many instances it may be possible to extend only water service, allowing septic systems and private roads to be installed and maintained at the home owners' expense.

The Country designation also covers outlying areas where only very limited, very low density residential development is deemed to be the appropriate land use. These areas contain natural constraints such as lack of an adequate water supply, highly erosive soils, moderate to steep topography, significant geologic hazards, high wildfire hazard, critical wildlife habitat, etc., that make more intense development difficult, hazardous, or environmentally damaging. Residential development in these areas will be allowed only on a very limited basis, with infrastructure extensions most likely limited to water service only. Individual septic systems and private roads are anticipated, with only limited land disturbance to be allowed. Clustering of homes may be encouraged to lessen the impacts of development on the natural environment.

Portions of the area designated for Country Residential development have been crosshatched in green on the Land Use Guide maps. This indicates designation as an Environmentally Sensitive Area (ESA). An ESA is an area that may be suitable for limited low-density development. However, such development is likely to be constrained by a need to avoid or mitigate some sort of environmental consideration. The primary environmental considerations that will be analyzed before development is to be allowed are such things as steep slopes, wetlands and other important riparian areas, critical wildlife habitat, flooding and other geologic hazards.

The density ranges noted below and indicated on the Land Use Guide maps are "effective" density ranges. The effective density is the actual constructed density of housing to be allowed on a given parcel within the developable portion of that property. Density credit may be considered where a significant proportion of a particular property is located within an area that is deemed to be developable (by the Town) but for one reason or another, the Town would like to see significant land areas set aside as permanent open space. Areas where density credit will be considered will not include 100 year floodplains, deeply incised natural drainage channels, jurisdictional wetland areas, and steep slopes (>30%) that are generally considered to be un-developable by nature.

Circumstances where density credit may be deemed appropriate will probably be encountered mainly within ESAs or certain other lands that may be designated as important to set aside as open space for the protection of non-wetland riparian areas, stream water quality, and critical wildlife habitat. Requests for density credit will be reviewed on a case-by-case basis after consideration of the overall merits of a particular project. Grants of density credit shall not be considered to be automatic and the level of credit given, if any, will be negotiated at the discretion of the Town Council and Planning Commission.

Development approvals are expected to be granted at densities that extend from one end of the effective density range to the other depending upon several factors including but not limited to: the physical and environmental factors of a given property, the desired market product that is being considered, approved densities on adjacent properties, the general pattern of land use and development in the area, the quantity and quality of on site amenities provided, the quality of the actual product and the project site plan, and the off site improvements that a developer is willing to construct or participate in (the level of effort a developer expends toward mitigating off site project impacts).

#### **Urban Center:**

This high density residential land use designation is used primarily in the core areas of Town, adjacent to major employment centers such as the Commercial/Professional and Light Industrial designations. This designation is intended to promote the development of “affordable” housing. These lands are located within walking/bicycling distance of the Town’s major job centers and shopping areas, and are relatively free of natural constraints that would adversely impact development. The housing type is a mix of rental apartments, condominiums, townhouses, and high density single family residences. Individuals and families will find affordable rental units and first time home ownership opportunities in this designation.

Land use densities are expected to range from five to fifteen dwelling units per acre, with an average density of ten dwelling units per acre. Development proposals will be evaluated based upon how well they meet the Town’s affordable housing goals. Development projects proposing the high end of the density scale will be considered but approvals will be contingent upon the provision of a high level of amenities, and excellent architectural and site design standards. Neighborhood parks and community centers will provide open space, recreational areas, and community facilities such as meeting rooms and day care. These areas will relieve the pressures that high density housing places on individuals and families. Trails will connect development to development, the Urban Centers to job centers, shopping

areas, schools, and community parks. Transit bus stops will be provided at convenient locations and at regular intervals within each project.

No matter what the unit type, the vast majority of units within development proposals must pass the “relative affordability” test in order to locate in this important land use designation. Small areas of this designation can be developed at the lower end of the density scale and marketed to the moderate income groups, but proposals aimed at buyers in the upper end of the moderate to the upper income level groups will be discouraged.

Developers will individually or collectively be expected to extend the Town’s utility infrastructure, build interconnecting public roadways with sidewalks and trails, and construct neighborhood parks. Once these infrastructure items have been dedicated to the Town, the Town assume normal maintenance responsibilities. Maintaining infrastructure and providing water, sewer, and trash service in the Urban Centers will consume a significant portion of the Town’s limited resources. However, these dense areas will generate enough revenue in the form of tap fees, user/impact fees, building fees, and property taxes, etc. to offset most of the Town’s expenses. These areas will also generate significant funds from transfer taxes, sales taxes, water dedication fees-in-lieu, and building material use tax to allow the Town to accomplish many of its other goals.

### **Suburban:**

This moderate density residential land use designation is used primarily in the core area of Town where employment centers, shopping areas, and high density residential developments occur. The Suburban designation is intended to promote the development of “attainable” single family housing. These lands are located within walking/bicycling distance of the Town’s major job centers and shopping areas, and are relatively free of natural constraints that would adversely impact development. The housing type is primarily single family residential on relatively small lots. For-sale townhome or condominium development may be appropriate on certain properties where clustering of housing is desirable due to the physical constraints of a given property. Families and individuals will find long term rental units and move-up home ownership opportunities in this designation.

Land use densities are expected to range from one to five dwelling units per acre, with an average density of three dwelling units per acre. Development proposals will be evaluated based upon how well they meet the Town’s attainable housing goals. Development projects proposing the high end of the density scale will be considered but approvals will be contingent upon the provision of a high level of amenities, excellent architectural and site design standards. Neighborhood parks and community centers will provide open

space, recreational opportunities, and areas for residents to gather together and bond as a community. Trails will connect the neighborhoods to one another, to job centers and shopping areas, schools, and community parks. At least one transit bus stop will be conveniently located within each suburban neighborhood.

No matter what the unit type, the vast majority of units in development proposals must pass the “attainability” test in order to locate in this important land use designation. Small areas of this designation can be developed at the lower end of the density scale and marketed to the moderate income group, but proposals aimed at buyers in the upper income group or second home market will be discouraged.

Developers will individually or collectively be expected to extend the Town’s utility infrastructure, build interconnecting public roadways with sidewalks and trails, and construct neighborhood parks. Once these infrastructure items have been dedicated, the Town will assume normal maintenance responsibilities. Maintaining infrastructure and providing water, sewer, trash, and other municipal services to urban centers and suburban neighborhoods will consume most of the Town’s limited resources.

### **Country:**

The Country land use designation is intended to promote low to very low density, environmentally sensitive, rural residential development. Areas of the Country designation that are located adjacent to the core of Town will likely be single family homes on an acre or two. This development pattern gives home owners a little breathing room, with significant physical space separating neighbor from neighbor, while maintaining a suburban feel and look.

The more remote portions of this land use designation are intended to be used for development of rural homes, getaway cabins, etc., on either very large lots or on small lots surrounded by large areas of private open space. These remote areas of the Country designation are for individuals who want significant physical and visual separation from neighbors and the Town. Development in this designation should be sited accordingly, with privacy and visual separation considered to the extent feasible, and land disturbance shall be minimized.

Development patterns will vary depending upon the distance from the Town core and the proximity to public lands; topography, soils, and vegetation patterns; the availability of water for irrigation; presence or absence of prime wildlife habitat or prime farm land; and personal preferences. The Town is likely to encourage a mix of different types of development patterns in order

to create diversity in housing types, affect certain visual appearances, and protect natural resources and wildlife habitat.

In wide open flat to gently sloping irrigated hay and pasture land areas development pattern preferred by most owners/developers is likely to be houses spread out evenly on large lots with large lawns and/or pasture areas for horses with fences separating properties (e.g. Horse Pasture). However, in certain instances the Town may discourage this pattern in favor of clustering houses together on small lots with large open areas left for the continuance of agriculture. This is particularly important in portions of the Country designation that about the Ranching overlay areas.

In moderately sloping sage flats and hilly pinyon-juniper lands the preferred development pattern is also likely to be dispersed housing (e.g. Red Hill). Again, in certain circumstances the Town may discourage this pattern in favor of clustering houses together on small lots with large areas of surrounding native vegetation preserved as private open space.

In environmentally sensitive areas and areas where prime wildlife habitat occur this designation is intended minimize land disturbance and negative effects on wildlife. In these areas homes and yards shall occupy only a very small portion of the lot area with natural vegetation preserved to the maximum extent possible, regardless of whether homes are clustered or not.

The Country lands will also act as a buffer or transitional area between the Town and prime agricultural areas, conservation areas, and public lands. They are located outside the core of Town where a vehicle is required to get to the Town's major job centers and shopping areas, parks and the civic center. Land use densities are expected to range from one acre per dwelling unit to 35 acres or more per unit, with an average density of one dwelling unit per twenty acres. Appropriate densities and development patterns will be determined based upon enhancement of rural character of the Town, preservation of open space and agricultural areas, environmental sensitivity, proximity to the Town core or public lands, visual appearance preferences, etc.

Development projects proposing the high end of the density scale will be considered only if they are directly adjacent to the core of Town, they exhibit excellent site design, and they provide some additional benefit to the Town as a whole. Allowable densities will decrease the further away a property is from the core of Town and the closer a property is to Public Lands. The more remote lands that are covered with native vegetation, or highly erodible soils, or contain prime wildlife habitat, with hilly to steep topography, containing significant geologic hazards will be allowed to develop only at the low end of the density scale.

Recreation will largely occur on individual lots, in private or publicly dedicated open space areas, or on nearby public lands. Provision of appropriate forms of public access to adjacent public lands will be required as designated on the Land Use Plan and elsewhere if desirable. Dedication of publicly accessible open space areas and pathways may also be requested in certain areas. Developments will be required to provide, maintain and/or enhance appropriate modes of public access through the property to public lands. Trails and trailhead parking lots will be provided where deemed appropriate and desirable.

The provision of neighborhood parks and community centers is not desirable. Infrastructure will be extended to these areas to meet critical needs only. Water service will likely be provided to most areas. Town sewage disposal will likely be required in higher density developments. In low density areas individual septic systems will be utilized unless soil conditions dictate otherwise. Private roads are more likely than public roads, but they will be built to a high quality standard if not the same standards as public roadways. Town services such as trash hauling and snow removal may be provided at the discretion of the Town.

#### **Environmentally Sensitive Area Designation:**

Environmentally Sensitive Areas (ESAs) have been designated on specific lands for a variety of natural resource protection reasons. Where this designation is encountered additional technical analysis will most likely be necessary to determine whether development is appropriate or not in a specific area; what type, density, and arrangement of development should be considered; and what avoidance and mitigation measures should be implemented. The ESAs have been designated where one or a combination of one or more of the following circumstances exist: extremely steep slopes (>30%), wetland and riparian areas (particularly those found adjacent to major drainages and Conservation lands), and areas where critical wildlife habitat or movement corridors can be found. Special attention will be paid to avoiding and/or mitigating environmental and visual impacts in ESAs.

#### **Conservation Designation**

The Conservation designation is intended to divert development away from flood prone areas and preserve environmentally important riparian lands. These lands should be preserved in their natural state (or restored to reasonably good condition if they have been damaged) and dedicated to the Town to be held in trust primarily for conservation and wildlife purposes as open space. Special attention will be focused upon the fate of lands found within this designation. These lands are located along rivers and streams

that contain important riparian habitat, wetlands, and areas subject to flooding and historical river/stream movement. These areas are also deemed to have extremely important social value to the community in general as open space and as potential areas for passive recreational use.

Conservation areas should not be developed because of the potential for flood damage and loss of life, and because these areas are extremely important to the protection and preservation of riparian habitat and stream water quality. The floodplain indicated along the Eagle River on the Land Use Guide maps was taken from Eagle County's revised 100 year flood mapping (Summer 1999) that has been submitted to the Federal Emergency Management Agency for review and approval. The floodplains mapped along other drainages are estimated floodplains based upon existing FEMA mapping and upon mapping of floodplain soils and topography.

Public dedication of Conservation lands along stream and river corridors will be required without exception. The areas graphically depicted on the Land Use Guide will be used as general guidance only, and the specific area to be set aside will be determined based upon a site specific technical analysis to be performed at the time of annexation or subdivision plan review. Pedestrian access to these areas and development of recreational trails will generally be encouraged except where such use conflicts with ecological or wildlife goals. Seasonal closures may be expected in certain areas. Some areas may need environmental restoration work.

### **Recreation and Parks Designation**

Some areas around Town have been designated for recreation and park use. These areas will be used to develop active recreational facilities to serve the community. In some cases this designation has been used as a transitional area/use between two incompatible land uses. For example a Recreation and Park area was designated between the Town Center designation and the Heavy Industrial designation (WallBoard plant) in the Eagle River Corridor. A similar area was designated between the airport property and the Urban and Suburban designations along the airport's northern property line.

Certain portions of ESAs have been designated for Recreation and Park development. These areas are generally located above but adjacent to the floodplain and are therefore less susceptible to flood damage. Additional areas that are not currently mapped are likely to be requested to be set aside within developments and designated for Recreation and Park uses in the future.

### **Transit Center Designation**

Over the past few years several things have happened that indicate that this corridor will eventually be converted for fixed guideway transit use. Shortly after a merger, Union Pacific (UP) gained control of the rail corridor and announced that they intended to abandon it. The freight trains that were using the corridor were to be re-routed to other rail corridors.

UP's announcement of their intent to abandon created several interesting reactions. Several Counties and Towns banded together with the Colorado State Parks Department and Great Outdoors Colorado to promote development of the "Heart of the Rockies Trail," a trail that would be constructed within the rail corridor and would stretch from Dotsero to the Royal Gorge. Almost \$5,000,000 was proffered toward this trail project. The Colorado Department of Transportation (CDOT) threw their hat in the ring by offering to purchase the corridor with the goal of preserving it as a multi-use transportation corridor.

Several studies have been funded, both private and public, and opinions voiced regarding what form of transportation would be most appropriate within the corridor. However, most people close to the issue believe that some form of fixed guideway system and a recreational trail will be developed within the corridor some time in the foreseeable future.

Thus, it behooves the Town to plan for and reserve land for transit stations. The Transit center designation is intended accomplish this task. Areas included in this designation shall be reserved for future use by fixed guideway (train, monorail, etc.) transit stations and related facilities. Two locations have been designated for such use, and both are located along the existing railroad corridor.

The old railroad yard located adjacent to Railroad Avenue will be reserved for a pedestrian oriented transit station. This transit facility will be a place that people will walk to rather than driving to. The area is too small to accommodate a park and ride lot, but a drive-thru drop off area should be considered. A transit station in this area is expected to rejuvenate the Railroad Avenue business district and stimulate interest in residential redevelopment of the adjacent neighborhood.

The Nottingham Gravel Pit will be reserved for a major inter-modal transit and transportation center. Three different modes of travel are expected to come within close proximity of each other at this property. The proposed I-70 interchange will bisect the property. The existing rail corridor runs along the south side of the pit. The airport is nearby.

This site is large enough to accommodate a full blown transportation center similar to the Vail transportation center. Such a transportation center would

connect air travelers to the fixed guideway transit system. It is readily accessible by car from either Highway 6 or I-70 (once the new interchange is built). The site can also accommodate large numbers of cars in a park and ride situation, and thus it will be attractive as a regional transportation/transit facility.



## **CHAPTER 4**

# **INFRASTRUCTURE, PUBLIC FACILITIES & COMMUNITY SERVICES**

Chapter Four contains general goal statements related to the provision of infrastructure, public facilities and community services. These goal statements indicate the Town's desire to construct and maintain a high quality transportation network, dependable water supply and sewage disposal systems, excellent parks and plentiful recreational opportunities, and all other normal governmental services and support systems that enhance the quality of life within the community.

The Town will strive to improve and extended its infrastructure conservatively, efficiently, and in response to critical needs only in order to promote desirable, livable and sustainable development and redevelopment. The Town will insist upon high standards for design, materials, and workmanship related to infrastructure development in order to minimize future maintenance burden. Capital improvement programs will be developed in order to ensure regular maintenance, upgrading, or replacement of the aging or failing portions of the infrastructure. Capital improvement planning will occur so that the Town can accommodate additional growth and development without adversely impacting existing systems and residents.

### **Transportation**

Transportation network planning, land use planning, and land development decisions will be mutually supportive and shall include provisions that facilitate pedestrian and bicycle travel, and transit operation.

Transportation corridors will be attractively landscaped and designed to promote safe and efficient movement of people and goods in vehicles. Trails will provide so that walking and bicycling will be a practical, safe, and enjoyable means of travel and a truly viable transportation choice for residents and visitors. The Town's transportation system will be integrated with the county, state and federal systems and the Town will leverage state and federal funds while forming regional partnerships to resolve regional problems.

Land developers will be expected to install internal transportation infrastructure completely at their own expense. Developers will also be expected to participate in funding their fair share off site transportation improvements, especially related to the applicable projects noted below.

## **Roadways**

The Town will actively promote development of a new connection to I-70 to better serve the airport and the uses that are expected to develop in the surrounding area (see Felsberg, Holt & Ulevig I-70 Interchange Study dated January 1999). In the Eagle River Corridor the Town will work with CDOT and private land owners/developers to improve conditions along Highway 6. Existing bottlenecks will be removed (railroad overpass and the Gypsum Creek bridge), future access will be controlled and restricted to specified locations, various intersection improvements will be constructed (Eagle Street & Estes Lane, Oakridge & High School), and the highway will be widened so that it will handle the traffic volumes projected at buildout (see Felsberg, Holt & Ulevig Highway 6 Access Control Plan dated 1999).

With the help of private landowners and developers, the Town will construct a new major collector road, Jules Drive, which will connect Cooley Mesa Road to Highway 6. The Town will work with Eagle County and private land owners/developers in the Spring Creek Area to improve Cooley Mesa Road to major collector status for its entire length. Access will be controlled and restricted to specified locations on Cooley Mesa Road, and various intersection improvements will be constructed.

Portions of Valley Road/Gypsum Creek Road will be widened to either minor collector status or major collector status depending on location. Access will be controlled and restricted to specified locations and various intersection improvements will be constructed along this road as well. It is likely that Cottonwood Pass Road will have to be improved to at least minor collector status at some point if Eagle County upgrades this roadway throughout their jurisdictional area.

Several new roads and improvements to existing roads will be necessary to support development in the Spring Creek Area. Only dirt roads exist in this area at this time. A network of Local Commercial roads is planned to be constructed by land developers in the Spring Creek Area. Spring Creek Road and the Alkali Creek Road will be upgraded to either minor or major collector status depending upon projected traffic volumes.

## **Pedestrian & Bicycle Pathways**

The Town and private land owners/developers will partner to locate and build pathways so that they interconnect between existing and planned recreational facilities and parks, public open space areas, schools, commercial centers, the Eagle County Regional Airport, residential subdivisions (existing

and planned), transit stations, and existing and planned public land access points, the Town of Eagle, and the Dotsero area.

The Town's Street and Roadway Classification and Design Standards, as modified by the adoption Table 3.1 of the Public Works Manual, set up a hierarchy of road and trail standards. The hierarchy is based upon the amount of traffic anticipated at buildout and the type of users/vehicles (commercial or residential). Table 3.1 requires developers to install either sidewalks or pathways to specific dimensions and standards. These requirements will ensure that a functional network of pedestrian/bicycle pathways develops that will encourage walking and bicycling as a practical, safe, and enjoyable means of travel and as a truly viable transportation choice.

Construction of other pathways may be required in certain new key development areas. A network of recreational trails, trails that are not connected to the roadway system, will be implemented as development occurs. In particular, recreational trails will be developed to and throughout parks, to and within open spaces, along riparian corridors, and to public lands. Partnerships will be formed to ensure construction of a multiple use commuter trail along Highway 6 from Dotsero to Eagle. Properties that develop within the Eagle River Corridor will be required to participate in this project. All of these special purpose trails will be built to various standards depending upon intended use. The Town will rely on the Eagle County Trails Committee for recommendations and standards related to trail design and construction.

The Town supports construction of a multiple use trail within the rail corridor. Such a trail should be implemented as soon as possible.

### **Transit Systems**

The Town will work together with the Eagle County Regional Transportation Authority (ECRTA) to meet the transit needs of the community. At some point in the future it would be appropriate to develop an in-Town shuttle or circulator service. The shuttle service would bring people to the existing ECRTA bus stop. It would also bring people to the transit/transportation centers that are anticipated to develop within Town in the future. The circulator could be used as an internal means of transport for people who can't drive or prefer not to drive. Land developers will be asked to consider providing convenient bus stop areas within new subdivisions.

The Town will be proactive in supporting and implementing a fixed guideway transit system. Such a system must provide service to the core of Town and

the airport area. The system should be planned and implemented so that it connects with other existing and planned transit networks, with connections made in as seamless a manner as possible. Systems designed that require multiple transfers from one transit mode to another (more than 2) should not be supported.

Any transit system specified for development within the rail corridor must be complimentary to and allow construction of the planned Heart of the Rockies Trail. Ideally this means that an elevated transit system should be installed.

## **Water**

The main goal is to provide an adequate supply of high quality water to both present and future residents of the Town, and to ensure adequate water pressure for in-house use and fire protection purposes in all areas.

The Town's Water Rights Dedication Ordinance will be structured and regularly updated to ensure the Town's ability to secure adequate supply of high quality raw water. The Town will be proactive in acquisition of water rights from a variety of sources in order to meet or exceed identified needs. The Town will carefully scrutinize and protect the Town's water rights from injury caused by other water court proceedings and will ensure adequate protection from senior water right owners and stream flow calls at all times during the year. The Town will ensure that minimum in stream flow requirements are met or exceeded at all times in order to protect the aquatic habitat of Gypsum Creek and the Eagle River.

The Town will work with private land owners/developers to locate and construct a raw water storage reservoir in the upper portion of the Gypsum Creek drainage basin for raw water storage and protection of water rights.

Water tap fees will be regularly updated to ensure the Town's ability to finance and construct high quality potable water distribution and treated water storage facilities. Adequate treated water storage facilities will be developed to meet or exceed peak water supply needs and to ensure adequate water pressure. The Town will require new development to finance the water distribution and storage facilities needed to service new growth.

The Town will monitor and properly maintain the water delivery system to ensure adequate pressure for in-house use and fire protection measures in all areas of Town, and to prevent leaks, contamination, and unnecessary service interruptions. The Town will regularly upgrade the water supply system as technological advances come along that will enhance service quality and

lower maintenance requirements. Water mains and lines will be looped wherever possible to allow performance of routine maintenance and emergency repairs without service interruptions. Old water lines that negatively affect pressure and water quality will be replaced. The Town will keep up with proper maintenance of fire hydrants throughout Town.

## **Raw Water Supply**

### **Current Status:**

Gypsum's water rights come from many sources and are generally acquired for one of two basic purposes. The first purpose is water for actual consumption by Town residents. This "wet" water comes primarily from Gypsum Creek and is water that the Town captures and treats for consumption. Excellent water quality and senior water rights are the highest priority regarding this water.

The second purpose is the water rights held for stream replacement or "augmentation" purposes. These water rights allow the Town to divert junior Gypsum Creek and Eagle River water rights that may be out of priority at times due to stream calls on the Eagle or Colorado Rivers. Stream calls occur during times when in stream water levels are low due to drought or high usage. During stream calls certain water rights are "called out" and the owners of these rights are not allowed to divert water. The Town owns/leases water rights for augmentation purposes in various reservoirs and rivers around the state in places such as the Green Mountain, Wolford Mountain, and Ruedi Reservoirs, Eagle Park, the Eagle River, and Wolcott Pump and Pipeline Project. These water rights eventually feed into either the Eagle River or Colorado River and they protect the Town from stream calls on these two rivers. This allows us to continue to divert the water we need from Gypsum Creek during times of low water.

Gypsum's water supply is one of the Council's highest priorities both in terms of actual supply and the quality of water that reaches each faucet throughout Town. The Town has done well regarding securing sufficient water rights and facilities to meet the Town's current and projected water usage demands. However, the Town must continue to be proactive and vigilant in order to protect our future position in the competitive Colorado water market. As we grow we must also plan and budget for raw water supply purposes in order to meet the Town's water system goals.

The Town has successfully used a Water Rights Dedication Ordinance to either secure water rights from developing properties, or as occurs in most cases, to provide cash-in-lieu of water rights dedication. The cash-in-lieu fees

generate significant revenues that are used to purchase water rights. The water dedication fund is utilized to build water supply projects, acquire water rights and fund the legal and engineering costs associated with transferring those water rights to municipal use.

It is the Town's strict enforcement of the Water Rights Dedication Ordinance that ensures that water rights are available when needed. The water rights dedication fund is not designed to pay for construction of the physical infrastructure needed to deliver water to consumers. Tap fees are the source of revenue used to fund construction of the water distribution system.

### **Needs & Implementation Strategies:**

The Town's water attorney and water engineer have identified the following needs for Gypsum's water rights planning process. It is important to note that the needs identified here are geared to ensure that consumption water quality is maintained and minimum in stream flows are protected.

- Immediately construct the Norgaard pumpback line. This will allow us to fully utilize Gypsum's water rights on the Eagle River and from other sources such as the Wolcott Pump and Pipeline Project to protect our Gypsum Creek water rights in times stream flow calls. This also allows the newly constructed Norgaard treatment plant to be used at its peak capacity when the Town's Mosher Plant cannot meet consumption demands.
- Tying the under drain system at the Red Table Commercial Center PUD into the pumpback line may also be beneficial. Studies need to occur regarding this matter, but it is estimated that this source could yield significant supplemental water supply during summer dry periods when consumptive use peaks.
- Purchase additional augmentation water rights as the Town grows for protection against stream calls on the Colorado River, Eagle River, and Gypsum Creek. Purchase of Wolford Mountain Reservoir water protects the Town against Colorado River calls. To protect against Eagle River calls the Town will acquire Eagle Park water. The Town may also investigate the purchase of additional water from Green Mountain Reservoir and Ruedi Reservoir.
- Acquire senior irrigation water rights on Gypsum Creek that can be transferred to municipal water rights. The Stratton Ditch priority No. 1 and 7, Dagget and Parker Ditch priority No. 2, and the Chatfield and

Bartholomew Ditch and Reservoir priority No. 11 are the key water rights that the Town is looking to acquire. These water rights are senior and upstream rights that may allow more water to be diverted and treated at the Mosher Plant. Acquisition of these senior water rights allows us to capture higher quality water in the upper Gypsum Creek basin and more fully utilize the Mosher Treatment Plant.

- Develop a raw water storage reservoir within the upper Gypsum Creek basin for storage of the Town's Gypsum Creek water rights.
- Improve the Mosher Spring intake and raw water conveyance structures leading to the Mosher Plant.
- Raise water dedication fees as needed to keep pace with market rates for water right acquisition. Require payment of at least a portion of dedication fees at time of annexation in order for the Town to get the new water that is needed for a specific development by the time that development needs the water.
- Reconstruct the raw water line from the Mosher Spring to the Mosher Plant.
- Budget for and begin the planning and legal work needed to begin construction of an in-basin raw storage facility in the upper Gypsum Creek basin.

### **Water Treatment and Distribution**

#### **Current Status:**

The Mosher Spring, located in the upper Gypsum Creek basin, is the Town's primary source of drinking water. Water from the Mosher Spring is piped several miles downstream to the Mosher Plant. The Mosher Plant is located approximately four miles up Gypsum Creek from the core of Town. Currently the Mosher Plant treats 1,008,000 gallons/day or 3,360 EQR's/day. It is believed by Town staff to only be operating at about 1/3 of its actual capacity. The primary reason is the lack of water the Town can actually get to the plant. This is because of two things: the lack of wet senior water rights, and the undersized raw water supply line from the Mosher Spring.

In 1995 the Town constructed the Norgaard Water Treatment Plant. The Norgaard Plant was constructed initially to deal with peak water the summer months, but it will also be necessary to meet future demands as the Town grows. This plant also allows the Town to utilize lower Gypsum Creek

water rights that are withdrawn below Cotton Ranch and are therefore not capable of being treated at the Mosher Plant. It is currently capable of treating 1,152,000 gallons/day or 3,840 EQR's/day. It also has the capability of being expanded to 2,880,000 gallons/day or 9,600 EQR's/day.

The Town Council recently requested Town staff to conduct an investigation of deficiencies in the Town's water distribution system. Current deficiencies are poor water pressure in certain locations, lack of adequate supply and proper pressure for fire fighting purposes, poor quality of water due to long dead end water lines that are not looped, inadequate storage capacity for treated water, inadequately sized water lines to serve various areas of Town, and fire hydrants that are in need of repair.

### **Needs & Implementation Strategies:**

The Town Public Works Department has identified the following needs for Gypsum's water distribution system:

- Install upgraded pumps to feed water to the Airport Service Area and the Airport water tank.
- Install a new 12" finished water supply line from Mosher Plant to Cotton Ranch. The existing 8" line is undersized.
- Replace the existing 100,000 gallon tank at the Mosher Plant with a new million gallon storage tank.
- Install an additional million gallon tank in the Airport Service Area. Developers in the Spring Creek Area and the developers of Airport Gateway Center will construct this tank.
- Increase the storage capacity and supply to the Upper Bertroch Subdivision. It is likely that the tank required to go in at Cotton Ranch will meet this need.
- Replace existing old and deficient water lines in Gypsum (as identified by the Town's Public Works Director).
- Install a telemetry system and improve pumps related to the functioning of the Upper Bertroch Tank.
- Replace defective fire hydrants.

## **Sewer**

### **Current Status:**

By the middle of 1999 it is estimated that the sewer treatment plant will be operating at approximately 65% capacity. The plant has operated at levels of up to 80% of capacity in the recent past. However, these high levels were due to the infiltration of groundwater into the sewage conveyance system. The Town recently completed slip-lining of the leaking portions of the conveyance system. The Town is working with residents to replace broken private service lines that are also a significant source of infiltration. Once the replacement operation is complete the plant should be operating at approximately 65% of capacity.

At the current rate of growth, the existing sewer plant is expected to have another 2 to 6 years of life (capacity) remaining before it will have to be replaced with a new mechanical plant. The Colorado Department of Health requires municipalities to commence planning and design for a new plant or expansion of the existing plant once the plant reaches 80% of its design capacity, and construction of new plant facilities when the plant reaches 95% capacity.

### **Needs & Implementation Strategies:**

The Town Engineer and the Public Works Director have identified the following needs for Gypsum's for collection and treatment of sewage effluent:

- Plan for the construction of a new mechanical sewage treatment plant that will be capable of handling the projected growth indicated in the Land Use Plan. On August 11, 1998, the Town Council unanimously voted to "play it safe." They authorized staff to proceed with design and permitting of a new mechanical sewage treatment plant in 1999. The proposed new plant will process 1,000,000 gallons per day of sewage effluent, and can be expanded relatively easily to achieve a capacity of 2,000,000 gallons per day when needed. Staff believes these improvements will adequately address the sewer treatment capacity issue for several decades into the future.
- Complete the site application permit process and gain approval from the State to construct a new mechanical treatment plant. Once the permit is approved, the Town will have one year to commence with the actual construction of a plant. It is possible to request a one-year extension of an approved site application permit, thereby pushing the actual construction

of a new plant to the year 2001. If no extension is needed, the Town anticipates constructing a new plant in the year 2000.

- Implement state of the art technology to ensure that the new plant is environmentally safe and as odor free as possible. The new plant will be designed to meet and exceed existing and anticipated future State requirements for treating effluent prior to discharge into the Eagle River. Design the new plant for ease of maintenance and operation.
- Build the new plant at no cost to current residents and businesses, i.e. there shall be no new tax or user fee increases for these folks. New development will be required to pay for the new plant. Tap fees will be continuously evaluated and will be raised as needed to pay for the new sewer plant. A portion of the anticipated tap fees associated with new annexations will be required to be paid in advance, at the time of annexation, so that the plant can be constructed and ready to operate by the time the bulk of the new development comes on line.
- Create and fund a new position for a treatment plant operator with the appropriate license classification to maintain and operate the new sewer treatment plant.
- Develop a plan for regular maintenance and replacement of existing old and deficient sewer line in Gypsum as identified by the Town's Public Works Director. Pay for the maintenance using existing user fees and not future tap fees.

## **Public Facilities**

### **Parks, Recreation, and Civic Center Facilities**

The Town, in conjunction with private land owners/developers will provide park and recreation facilities in accordance with the guidelines and recommendations contained in the National Recreation and Park Association's and the Academy for Park and Recreation Administration's Park, Recreation, Open Space and Greenway Guidelines manual (copy on file at Town Hall Building and Planning Department).

Community parks will be built by developers within neighborhoods to meet active recreation needs (soccer, softball, baseball, volleyball, basketball, skating, playground equipment, etc.). Trails will be built to and within private and public open space areas; with picnic facilities, rest rooms and parking areas provided as necessary.

Commercial ventures are expected to develop other types of recreational and entertainment oriented businesses such as a bowling alley, movie theaters, workout gymnasiums, etc.

The Town will pursue opportunities to develop additional public service related land uses in the area surrounding the Town Hall (teen center, recreation center, park/play facilities, municipal court, police, etc.) so that this area develops into a true civic center.

## **Municipal Services**

As the Town grows the societal needs of its residents will also grow. Over time it is likely that the Town will seek to provide many services that are not currently available within the community, e.g. an internal police force, senior citizen services, and recreational services to name a few. The Town will keep abreast of the growing need for such services and regularly evaluate the cost effectiveness of establishing its own internal departments to address these needs.

The Town will staff its administrative and public works departments at levels that will ensure delivery of timely, high quality services to all residents. The Town will also work with various other public service providers (e.g. school, recreation, library, fire, cemetery, etc.) to secure appropriate sites for construction of facilities necessary to meet or exceed critical needs.

# APPENDIX A

## PAST PLANNING EFFORTS

### 1993 Citizens Draft Master Plan

The purpose and vision statement of the plan was:

**“All growth should maintain and enhance the rural atmosphere of the Town.”**

The plan called for an assessment of existing conditions related to demographics, recreational facilities and needs, land uses, etc. It also called for an assessment of the Town’s capabilities regarding the water, sewer and transportation systems relative to their ability to handle growth.

Other points of note include the following:

- ⇒ Inventory current and analyze future infrastructure and staffing needs.
- ⇒ Maintain excess water and sewage capacity.
- ⇒ Develop a 3-5 year capital improvement plan.
- ⇒ Plan for a Town of Gypsum police force and court system.
- ⇒ Plan to acquire land for the Town’s future needs.
- ⇒ Clean-up Town and enforce codes.
- ⇒ Update the Zoning Code every 5 years.
- ⇒ Develop the Town’s core (defined as Railroad Avenue, First & Second Streets).
- ⇒ Use special improvement designations to rehabilitate needy parts of Town.
- ⇒ Consider annexations only if they are economically or aesthetically beneficial, add to the rural character, and provide needed housing, recreational or commercial opportunities.
- ⇒ Ensure that developers build complete subdivisions that include water and sewer systems, roads with street lights, parks and open space.

The plan called for growth to be planned and for all development proposals to be evaluated for:

- ⇒ Contribution to rural atmosphere.
- ⇒ Impact on current facilities.
- ⇒ Financial burden.
- ⇒ Airport impact.
- ⇒ Compatibility with adjacent land uses.

Residential growth meeting the following criteria would be encouraged in the core areas of Town:

- ⇒ Single family homes on minimum 8,000 square foot lots (smaller lots considered only if within Planned Unit Developments where compensating open space is provided).
- ⇒ Homes on small acreages, at least 1 acre.
- ⇒ Mobile home parks would be considered as long as covenants were enacted and enforced to ensure adequate open space, a neat appearance, parking for at least 2 cars, provision of recreational amenities.

Residential growth would be encouraged south, east and southeast of Town in accordance with the following criteria:

- ⇒ Homes on small acreages with a minimum lot size of 2 acres, but with 5 acres or more of land suitable for horses deemed best.
- ⇒ Larger subdivisions would be considered only with provision of significant open space and recreational amenities.
- ⇒ No mobile home parks.

Commercial development meeting the following criteria would be encouraged and aggressively sought out using incentives if necessary:

- ⇒ Retail sales in would be allowed in the following areas: that portion of the old downtown area bounded by First Street, Railroad Avenue, Second Street, and Eagle Street; along both sides of Highway 6 between Railroad Avenue and Oak Ridge Drive (excepting the school properties), and in a narrow strip along Highway 6 extending eastward to the road leading up to the National Guard Headquarters.
- ⇒ Heavy commercial and industrial would be allowed only in appropriately zoned areas as follows: at the Wall Board Plant and on the adjacent large parcel to the east; along Cooley Mesa Road from the airport to Highway 6, including a short extension up Spring Creek Road; and the property located along the south side of Highway 6 east of the airport (now known as the Airport Gateway Center). Design review boards would be appointed by the Planning Commission to ensure design quality and mitigation of impacts associated with this type of development.
- ⇒ Commercial and industrial development must produce revenue, meet basic needs of residents, promote rural character, be recreational or sports oriented, or provide constructive entertainment.

Airport related growth would be encouraged as follows:

- ⇒ Promote annexation around the airport for commercial and other appropriate uses.
- ⇒ Seek to influence airport operations decisions, especially regarding discouraging night flights.

Encourage development of recreational amenities as follows:

- ⇒ Developers will provide open space and parks within subdivisions.
- ⇒ Seek grants to facilitate land acquisition.
- ⇒ Access to public lands through private developments will be provided by developers via deeded access strips or permanent easements.
- ⇒ Work with the Bureau of Land Management and the United States Forest Service to develop additional camping and outdoor recreation sites.
- ⇒ Plan and construct local bike paths to connect to the County wide pathway system and require developers to provide bike paths within subdivisions.
- ⇒ Pursue grants and develop facilities including an indoor recreation center, an ice rink, a swimming pool, basketball courts, volleyball courts, and softball fields.

Make aesthetic improvements to the Community as follows:

- ⇒ Install entryway signage and low maintenance landscaping at both entrances to Town on Highway 6.
- ⇒ Preserve green space within developments by encouraging golf courses, equestrian centers, and large acreage lots.
- ⇒ Preserve open spaces, enact large setbacks, develop pathways, and provide landscaping along the Highway 6 corridor.
- ⇒ Build civic pride through clean-up days and community fund raising events that raise money for construction of community facilities.
- ⇒ Hold regular (quarterly) Town meetings.

A survey questionnaire was circulated by the Citizen's Committee in order to gather information regarding during this planning effort. According to the survey it was the rural atmosphere and housing opportunities that drew people to Gypsum. The survey also indicated that the preferred residential growth pattern was single family residential subdivisions on small lots close in to Town and single family residences on small acreages further out. Retail businesses were most needed with commercial service industries also desired. Neighborhood parks and open spaces were the most desirable recreation facilities, with ball fields and golf courses coming in second. People expressed a strong desire to clean up the Town by getting rid of miscellaneous junk and dead cars

## **1995 Town of Gypsum Master Plan**

On December 20, 1995, the Town of Gypsum passed Resolution 2, 1995, which adopted the Master Plan now in force. That master plan document was heavily relied upon in developing the planning concepts and land use patterns that are exhibited in this Foundation Plan. The Foundation Plan builds upon the concepts embodied in the 1995 Master Plan, and expands the scope of the planning effort further into the outlying areas surrounding Gypsum. The following paragraphs summarize many of the planning concepts that were borrowed from the 1995 Master Plan to be incorporated into the Foundation Plan.

Land use within the current Town limits should also be looked at in order to provide further benefit to existing residents. This may include, but is not limited to protection of existing parks and open space, and increased development of bike and pedestrian paths. Continue to look to expand recreational amenities for the current residents of the Town. This should include new Little League fields and a community center/recreation facility.

All proposed development will be considered for its contribution to the Town's rural atmosphere, impact on Town facilities, financial burden on the Town, airport impact, current zoning, and compatibility with neighboring areas. Development will be funded and completed by the developer, through the construction of adequate infrastructure (on and off site) based upon the projected demand and impact of the development on the community. Give high priority to the implementation of pedestrian paths and encourage development of paths and trails during the design stage of land development.

Ensure that growth in the Gypsum community pays for its increased demand on the provision of public services and facilities (i.e., fire, law enforcement, water and sanitation, utilities). The Town should continue to communicate that before growth plans can be accepted from anyone, the developers will be responsible for financial obligations to extend any public service.

Important aspects of the Gypsum economy are the recreational amenities and the Town's relationship to surrounding public lands. Access to and use of the public open spaces that surround the Town are very important. Designation of open space areas has several functions beyond recreational uses and access to public lands. This land use classification can provide buffering between different types of development. This buffering mitigates conflicts between different types of activity usually associated with continuous development of a dissimilar nature. Open space designation also protects and preserves

sensitive environmental areas, vistas, scenic corridors, and community amenities.

It is the recommendation of staff that the Town, through its master plan, adopt the Eagle River Watershed Plan. The Watershed Plan outlines many of the steps that are necessary to protect the Valley's water supply and it should be followed. Water is a precious commodity and must be treated as such. Measures must be taken to protect the water supply from pesticides and herbicides used in association with the golf course and agricultural operations.

Define and adopt park and open space standards to be applied to new developments in order to meet park and open space needs for new residential and commercial developments. Ensure adequate park and recreational facilities for Gypsum residents, sized for the Town's population. Coordinate with Eagle County, the Town of Eagle, and Gypsum to identify and develop open space buffers in the surrounding areas to help preserve the natural habitat and viewsheds that the municipalities share.

Evaluate the suitability of all modes of transportation including bus, bicycle, and walking for continuing development as alternatives to use of the private automobile. Work with the Forest Service and Bureau of Land Management to define appropriate bicycle, walking, and horse trail components that connect the Town's trail network with trails on public lands.

Discourage developments that are likely to generate vehicular traffic levels that exceed or disproportionately consume the capacity of the circulation system. Where arterial and collector streets are necessary, require that residential development orient away from such streets and be buffered so that the traffic carrying capacity of the street will be preserved and the residential environment will be protected from the adverse effects of the traffic.

South of Gypsum are several thousand acres of ranch land. Because of its serenity and location, development south will continue to be monitored very closely. It is the desire of the Master Plan Committee that as the Gypsum Valley develops, the land most adjacent to the Town limits be higher density lots. However, the farther away from Gypsum the development gets, the larger the acreages that are desired. There is an overwhelming consent to maintain the Valley's visual integrity, as well as the current rural atmosphere, for many years to come.

The Master Plan Committee encourages lower density development south of Town up Gypsum Creek and encourages higher density in and around the immediate town boundaries of Gypsum. In addition to appropriate density,

the Gypsum Master Plan encourages the preservation of precious open space throughout all developments.

Appropriate locations will be identified for commercial development in order to protect the visual characteristics of Gypsum. Commercial land use in Gypsum is based on a concept that the development of a "critical mass" within a core area minimizes the impact on the community and its infrastructure. Critical mass is defined as a clustering of businesses and services within the same area.

The Town would like to eventually annex land south of Cooley Mesa Road near the airport and encourage airport service, light industrial, and commercial development in that area. Another objective is to build another interchange from 1-70 to serve airport area traffic and to lessen traffic congestion through Gypsum and Eagle. Gypsum will continue to promote annexation of land south of Cooley Mesa Road.

## **APPENDIX B**

### **RECENT MESSAGES FROM TOWN RESIDENTS**

#### **Town of Gypsum Master Plan Survey Summer 1997**

The master plan survey responses and input received from the Town residents meetings were used to help develop the Community Goals and compose the Community Vision. The following paragraphs represent an attempt to boil down and interpret the primary messages contained in the survey responses. Thus, the following information represents clear direction from the more active Town residents for Staff, the Planning Commission and Town Council to use when making land use and planning decisions.

Fourteen % of the total responses to the survey were from people that lived just outside of Town. This seems to indicate that the surrounding residents feel that they are important stakeholders and want to be involved in the planning decisions that will determine the future course of Gypsum. It may also indicate that these people feel a sense of attachment to the Greater Gypsum Community.

More than half of the community is comprised of semi-permanent or permanent residents (residents for greater than 10 years) living in individually owned, single family homes, with little or no absentee landlord or second home ownership. Most people felt that this orientation was very important and resulted in a family oriented community with a strong sense of values.

Most people said Gypsum is a good place to live, citing small town atmosphere, relatively warm climate, mountain setting, open spaces, friendly people, and quiet peacefulness as the main ingredients that make the place special. Most people disliked the lack of commercial and recreational opportunities, community activities, police protection, and planning and zoning controls. They want the Town leadership to pay more attention to cleaning up junky properties and improving infrastructure maintenance.

Most people felt that growth was having good effects on the community but it was happening too fast. They would like the Town to better control growth and maintain higher standards for future development. Most people thought that each development proposal should be judged upon its individual merits and the benefits it brings to the Community. Many thought that the Town

should either set some kind of a limit on growth or develop a comprehensive master plan and stick to it. Other messages on growth management were:

- ⇒ Control and direct growth not vice versa.
- ⇒ Balance housing affordability levels and diversify economically.
- ⇒ Grow outward from a central focus.
- ⇒ Be more patient, think things through better and look at long term effects on the community.
- ⇒ Slow down on the new stuff and take care of the old stuff.
- ⇒ School related issues are very important.
- ⇒ Set growth limits based upon environmental criteria and leave open space for people and wildlife.
- ⇒ Development should pay its own way.

Most people wanted the Town to give strong consideration to the impacts of growth and development approvals on the following items when making land use and planning decisions:

- ⇒ Overall quality of life.
- ⇒ Traffic.
- ⇒ Drinking water quality and delivery.
- ⇒ Sewage disposal capacity.
- ⇒ Open space, wildlife, and public lands.
- ⇒ Crime.
- ⇒ School capacity.
- ⇒ Taxes.
- ⇒ Other environmental resources.
- ⇒ Ability to manage and administer a larger Town structure.

Everybody had his or her own opinion about where growth should occur. Some would prefer the edge of Town, and others thought outward from a central core was more appropriate. Significant anti-growth sentiment was expressed. Many indicated that they did not want open space protection and planning to be an afterthought. A mix of affordable single family homes on small lots and homes on small acreages is the preferred residential development pattern.

Multifamily development including rental apartments and mobile homes received mixed reviews. Many acknowledged the need for such housing, but many did not want more of it. Most urged development of a limited percentage of this type of housing, and indicated that high quality design standards must accompany any such development. A few people took a crack at defining “affordable” housing with responses ranging from below \$130,000 to below \$200,000, or for family incomes between \$20,000 and \$60,000.

Many people thought that the Town would someday need its own police force and medical care facilities but that we were okay using the Eagle County Sheriffs for now. Regarding commercial development, most people want more retail businesses, particularly restaurants. Others votes were split between small businesses and big box retail. Some people said let market forces dictate what develops where, with a few saying do not offer incentives to anybody. Most people recognized that things such as a police force and commercial development will come naturally with time.

The current interstate commercial area got poor reviews with a lot of people saying that motorists and tourists would not stop here because of the poor visual first impression that Gypsum presents.

Half of the people responding to the survey work down valley, in either Eagle or Gypsum.

People want more parks, especially open space parks with trails. A good percentage want ball fields. Almost everybody would like to see a recreation center with an indoor pool for wintertime use. Most would like to see a trails network that connects population centers with activity centers such as parks, shopping areas, and schools. Trails should also be developed to connect to Eagle and Glenwood Canyon (using the railroad corridor if possible), along the Eagle River and possibly Gypsum Creek.

The vote on major transportation needs was split between more public transportation and improved traffic patterns in Town. Improved bus service got a lot of requests and a new airport interchange onto I-70 was recognized as important. A lot of people said they would use a high quality public transit system on a regular or at least a frequent basis. Rail transit got an honorable mention and roundabouts got mixed reviews. Improving pedestrian safety along Highway 6, especially related to travel to and from schools should be a major consideration.

A lot of people would like to be involved in the Town's decisions on growth, and these same people said they would attend meetings if notified. People really liked the survey approach to collecting information. Tuesday, Wednesday, and Thursday after 7:00 P.M. are the best times for meetings. The best paper for notifying people is the Eagle Valley Enterprise, and the best place to post information is the Post Office followed by Columbine Market. Posting items on the reader board is helpful. Several people would like the Town to consider doing a newsletter.

Managing growth was noted as the biggest challenge facing the Town over the next 10 years. Limit and slow growth, and maintain the small town

atmosphere was the best advice given. The review on Town services and policies was evenly split, with half saying everything is fine and the other half with concerns. The new parking regulations received the most negative attention regarding current Town policy. Poor maintenance of the water and sewer systems and the road network were the most disappointing Town services.

The information contained in the following tables represents an objective reporting of the Summer 1997 Master Plan Survey responses. The survey questions are indicated in the first column. The responses are recorded in the "Responses by %" column. The "Meaning/Direction" column gives an indication of what the responses actually mean, i.e. what direction or instructions the people would like to give to Staff, Planning Commission and Council regarding the specific issue(s) addressed by each survey question. The "Common or Interesting Comments" column recorded comments that were repeated by several people. These comments have been recorded word-for-word in most cases. The "interesting comments" are usually pretty easy to distinguish from the commonly made comments due to their more remarkable content.



























## **Summary of Comments Received at the Town Residents Meetings**

Four town meetings were held to discuss the master plan process and content. The following paragraphs are a summary of the comments received. Meeting minutes were taken and attendance records were kept. These records are kept in the Planning and Building Department's master plan files.

### **Meeting #1**

The meeting was held on March 12, 1998. The following comments were made by those participating in the discussion:

- ⇒ Remember what was said in the last master plan.
- ⇒ Keep lots of land for wildlife.
- ⇒ Too much growth too fast.
- ⇒ Develop a commercial core and don't scatter or strip out the commercial development.
- ⇒ Re-invest in the old downtown area.
- ⇒ Plan it and don't deviate from the plan, not even for big box retailers.
- ⇒ Grow from the center out, and stop annexing remote properties.
- ⇒ Make sure we have enough water and sewer capacity.
- ⇒ Protect the quality of our drinking water sources.
- ⇒ Promote affordable housing.
- ⇒ A bike path from Gypsum to Eagle is needed.
- ⇒ Roundabouts move traffic but are dangerous for pedestrians.
- ⇒ Airport should expand eastward not westward.

### **Meeting #2**

At this meeting the master planning process was fully described by staff and the Steering Committee's initial potential future land use maps were posted on the walls. A map indicating the transportation consultant's potential alignments for a new I-70 interchange to serve the Eagle County Regional Airport was also posted. Comment sheets were placed next to the land use maps and interchange alternatives and town residents only were asked to write down specific comments on blank sheets placed beside each map. The following comments were received and are summarized below.

#### **Spring Creek Area Land Use Map:**

- ⇒ Traffic is the main concern.

- ⇒ Conservation category should be eliminated unless you want to purchase the underlying land.
- ⇒ Town needs residential growth (for locals, not tourists) to support commercial developments to increase sales tax revenues so we can afford public amenities.
- ⇒ Land use designations follow property boundaries too closely.
- ⇒ Too much light industrial. Encourage development of existing approved commercial space before opening up more land for same purpose.
- ⇒ Provide affordable housing.
- ⇒ You can't get affordable housing at 1 du/5ac and 1 du/10ac.
- ⇒ Why do we need so much conservation space considering the large areas of BLM bordering Spring Creek.
- ⇒ Encourage commercial. Limit big box retailers to the Airport Gateway (do not allow in downtown Gypsum).
- ⇒ Provide small open spaces within residential areas.
- ⇒ Open spaces should be left natural, organic, pure with low impact uses such as trails that designed to minimize impact.
- ⇒ Plan for a new cemetery site.
- ⇒ Keep as much conservation space as possible. While we are in need of affordable housing, we should preserve BLM and conservation open lands as much possible.
- ⇒ Gypsum needs a recreation center for its youth.
- ⇒ Full size soccer field (high school regulation) town controlled or high school-dimensions given to staff.
- ⇒ Conservation space is great, but how can we acquire it?
- ⇒ Give me a home in Spring Creek out of the flight path of planes and away from railroad tracks.
- ⇒ This area has great public access, unlimited game, mountain biking, and hiking areas. It is one of the last accessible, remote, preserved areas in our increasingly small valley.

### **Gypsum Creek Valley Land Use Map:**

- ⇒ Preserve the ranches, offer incentives, promote tax breaks, whatever is necessary.
- ⇒ The Town should not designate privately owned land as conservation space without the land owners approval.
- ⇒ The school designation property appears to be out of place next to Cotton Ranch. Surely the developable land surrounding this parcel is already too expensive to keep future dwellings affordable. You won't have many children walking to a school built here.
- ⇒ We need a regulation size soccer field for the High School women's and men's soccer club and High School.

### **Eagle River Corridor Land Use Map:**

- ⇒ Ensure that developers provide public access to the Eagle River for hunters, boaters, fisherman, and pedestrians as part of any future development along the river.
- ⇒ Hunting brings in revenue—do not destroy bird hunting along the Eagle River.
- ⇒ Eliminate the High Density Housing as it will bring in too many people.
- ⇒ Full size soccer field needed.
- ⇒ Do not let this Town become another condo city like Edwards--encourage affordable single family housing.

### **I-70 Interchange Alternatives Map:**

- ⇒ Connect to Cooley Mesa at Airport Gateway Center.
- ⇒ Do we really want to have all the airport traffic avoid downtown Gypsum?
- ⇒ How about a trains stop in the Old Downtown to help revitalize that part of Town.
- ⇒ Extend Jules Drive to the north and connect with I-70.

### **Community Vision:**

A discussion ensued regarding what the appropriate community vision should be. People were asked to define what they felt were the community's best assets. Staff also asked the group what they would like Gypsum to be like 15 to 20 years from now. The following comments were received:

- ⇒ Keep the Town relatively small, preserve the current small town atmosphere.
- ⇒ Ensure that Gypsum continues to be a “real town”, i.e. don't let the resort atmosphere that pervades that upper valley invade this community. For example, Glenwood Springs is preferable to Avon or Edwards.
- ⇒ Be a “regular town” with bikes, kids, and real neighborhoods where people know each other and interact.
- ⇒ Long term residents versus transient or seasonal, and primary homes versus second homes.
- ⇒ Don't over-regulate (Eagle porch light control reference).
- ⇒ No resort, no condominiums. Provide the American dream-- single family owned homes with yards.
- ⇒ Attract the “right kind” of people. People make the community.
- ⇒ The ranches south of town are an integral part of what makes Gypsum a good place to live—keep them.

- ⇒ Preserve the Eagle River corridor as is and allow public access.
- ⇒ It's nice to be able to get away from people and get in tune with nature without having to leave home.
- ⇒ Preserve mountain views, blue sky and clean air.
- ⇒ Provide housing for jobs being created in the area.
- ⇒ Require water conservation.
- ⇒ Retirement/nursing homes for the elderly should be promoted-huge need here and will keep older residents in the town where they feel comfortable.
- ⇒ Like friendly home town feel of Gypsum.
- ⇒ Consider mineral recovery in the master plan.

### **Meeting #3**

This meeting was held on August 5, 1998. A partially completed draft of the text of the Master Plan was handed out and color coded draft land use maps were presented and discussed. It was explained that these two items were the result of a cooperative effort involving the Town residents, adjacent landowners, the steering and technical advisory committees.

The results of the Summer 1997 Master Plan Survey were handed out. It was explained that the survey results were relied upon heavily as information on what direction the community wants to take regarding growth and development.

The various land use designations indicated by various colors on the draft land use maps were explained. Staff indicated that just because a parcel was given a certain designation that this doesn't mean that the Town will approve any development there in the immediate future. The Planning Commission and Town Council will dictate the rate and type of growth that occur in the future when they make decisions on individual annexation and zoning requests.

It was suggested that the land use maps and master plan text will be used as a guidance document that provides an analytical tool, assisting the Commissioners and Councilmen with growth and land use decisions. Many other factors are likely to influence growth and development decisions, especially the Town's ability to manage infrastructure and provide services.

It was explained that the expected life of the master plan is 10-20 years, depending on growth rates. It was anticipated that the plan will need to be updated every three to five years. The master plan, especially the land use

mapping, is a very important tool that Town will rely upon when planning and making decisions about infrastructure and service extensions.

A question arose regarding what recourse people will have if they do not agree with the draft planning designations. Concerns were raised regarding the effect of the land use designations on property values. Staff stated that there would be a series of public meetings with the Planning Commission and the Town Council where people will be encouraged to speak out and seek changes in the plan. The attendees were assured that the planning designations were not assigned arbitrarily and that there is a good reason for every designation. The plan attempts to consider what is good for the whole community, not just for individual property owners.

#### **Meeting #4**

This meeting was held on October 21, 1998. Staff presented a brief overview of the major planning concepts used to develop the land use planning designations for each of the four planning sub-areas. These concepts were based upon the Summer 1997 Master Plan Survey, past master planning documents, and input received from a variety of sources during the current planning process. The major planning concepts presented for each areas were as follows.

#### **Gypsum Creek Valley:**

- Conservation of agricultural and ranch lands.
- Conservation of sage/ pinyon and juniper lands.
- Limited rural residential development.
- Conservation and possible dedication of Gypsum Creek corridor.
- Limited extension of Town infrastructure and services.
- Valley Road trail construction.
- NO commercial and industrial development.
- Land trust, GOCO land grants, conservation easements, transferable development rights, etc. as tools to achieve conservation goals.
- Water rights, reservoir site.
- Preservation/ enhancement of existing access points, and possible new public land access points.

#### **Spring Creek Area:**

- Core light industrial and airport related commercial.
- Pocket of high density residential “employee housing”.
- Suburban “attainable housing” on Lower Alkali Creek.
- Rural residential and Conservation of sage/ pinyon and juniper areas.

- Buffer strips between residential and industrial.
- Conservation of corridors along drainages, larger dry gulches, and electric transmission lines.
- Preserve and enhance public land access points.
- Possible reservoir site?
- Saddle Ridge “institutional” to be reserved for a special user.

### **Eagle River Corridor:**

- Conservation and public dedication of active river terrace.
- Commercial/ retail and service expansion - south side of Highway 6.
- High density residential “pockets” - both sides of Highway 6 (close in).
- Suburban density residential - both side of Highway 6 (further out).
- Rural residential as separator between Eagle and Gypsum along remainder of corridor.
- Pockets of light industrial at east end of airport.
- Transit center near airport.
- Regional commercial/industrial professional center at Gateway.
- Possible new I-70 interchange connecting at Cooley Mesa road.
- Maintain agricultural and ranching along north side of river.
- Highway 6 trail and river trail development.
- Active recreation park development by developers.

### **Existing Town Areas:**

- Beautify entryways to town - welcome center at I-70?
- Park and open space strip along Highway 6 between Eagle River and Gypsum Creek.
- Park development at the Town Hall and Gypsum Estates.
- Expansion of Town shop facility.
- Eagle County bus barn and Road and Bridge maintenance facility.
- Acquire Gallego’s property to facilitate additional “Civic Center” development.
- Develop “Civic Center” surround Town Hall (recreation center, police function, expand library, teen center).
- Rehab Old Downtown area and plan for pedestrian oriented transit station.
- Compatible in-fill development.
- Park and trail enhancements.
- Improve infrastructure.

Staff also presented a summary of the input received from town residents since the planning process began. The input summary included the following:

- Likes: small town, open spaces, people, quiet.
- Dislikes: lack of commercial/retail, community activities, recreation opportunities; junky appearance.

- Growth opinions:
  - ⇒ Some good, happening too fast.
  - ⇒ Maintain higher standards.
  - ⇒ Plan and consider limitations
  - ⇒ Judge each project on its own merits.
  - ⇒ Control and direct growth not vice versa.
  - ⇒ Balance housing affordability levels.
  - ⇒ Grow outwards from center--compact growth pattern, do not sprawl.
  - ⇒ Preserve open spaces for people and wildlife.
  - ⇒ Evaluate for impacts on crime and schools.
- Prefer suburban and rural residential but some multi-family needed.
- More parks and open space - trails important
- Indoor recreation center, ball fields and activities for youth.
- Transit good - we will use.
- Traffic a major concern. New I-70 Interchange is needed.
- Managing growth is biggest challenge.

Staff explained that a key element of the draft master plan is the use of density ranges to encourage developers to address as many of the goals and policies of the plan as are feasible within a given development. Each residential land use designation contains a range of allowed densities. The developer starts at the low end of the density range the proposed development only meets the most basic requirements of Town. The developer can achieve higher densities as the site design and quality of construction improves, and as the proposed development addresses more and more of the goals and policies of the master plan.

Staff presented very rough estimates of projected population increases. The population projections were based upon an analysis of the amount of development that would occur if the land use plan were completely built out. The low, medium, and high projections are tied to the proposed density ranges allowed in each land use designation. Buildout of the draft land use plan would result in the following population increases:

Low end of density range = 5,000 people  
 Medium end of density range = 10,000 people  
 High end of density range = 15,000 people

An owner of property located in the Spring Creek Area expressed concern regarding the time involved in the planning process. The owner is trying to sell the property and expressed anxiety over potential loss of a sale. Staff responded that the adoption of a master plan and land use maps does not mean that the land will be immediately or automatically be annexed.

Whether or not to annex a certain property is a decision the Planning Commission and the Town Council make and such a decision would depend upon a multitude of considerations.

A private sector planner representing three land owners outside Gypsum expressed concern with the land use maps. He stated that it is unusual to map growth before you know how it will be handled from a public infrastructure standpoint. He also wondered who pays for all the specified open space.

Another property owner in the Spring Creek Area expressed concern over his property being designated as Conservation because there is a lot of light industrial proposed nearby. He felt that this was not a realistic designation for his property and that designating land as Conservation is a taking of property. He stated that potential buyers of the property have backed out because of this designation.

Another property owner who does not live in area expressed concern about the equality in density. He would like to see the density spread around more.

A Gypsum resident expressed concern with the land use maps. She would like more time spent on developing planning concepts rather than using a land use map. She noted that some areas on the map are designated for what they are now and other areas are designated for development. She felt that the maps are creating expectations by landowners and affecting property values.

Staff explained that the Master Plan is a guiding document and not an ordinance or regulation. Thus, it is flexible by nature and the land use designations are not set in stone. The public survey stated that most residents want to preserve the rural small town atmosphere of Gypsum. The attendees were encouraged to talk to the Planning Commissioners and Town Council regarding their ideas.

A man who resides in Eagle River Estates inquired as to the possibility of constructing a sound barrier along the highway to mitigate noise coming from the wallboard plant and Highway 6.

A Town resident expressed concern about portions of the written document. He doesn't want it taken as gospel. He encouraged writing in the concept that the plan is flexible and that people's property rights will be protected. He urged the Commissioners and Council not to penalize property owners, especially owners of large tracts of land, because everyone in Town wants land set aside for wildlife.

A Realtor with interest in a specific property in the Spring Creek area expressed the concern that some parcels have multiple land use designations. How is the Conservation to be handled - will it satisfy the public land dedication requirements at time of subdivision? Staff responded that lands designated as Conservation would probably not count toward meeting the public land dedication requirement. The public land dedication requirement is meant to be generate developable land that can be used for parks or other Town facilities.

A property owner in the Spring Creek Area expressed concern regarding the flexibility of the Master Plan. He didn't like the idea of drawing a map that dictated what he could do with his property. The plan needs to be flexible, and perhaps each project judged on its own merits. This should be clearly expressed in the text.

A man representing a land owner in the Spring Creek Area felt that designating land uses is a bad practice. He felt that what developers are best at determining where and what to develop so it is profitable to them. Land is only as good as what the user wants to do with it.

A Town resident felt that the Town needs to set restrictions on how quickly it develops. Another Gypsum resident seemed to think that greed seemed to be the main motivating force behind most of the comments made by others at the meeting. He urged the Council and Commission to control growth and land development so Gypsum remains a nice place to live. Designating Conservation areas is a good idea.

The question, when the Master Plan will be done? was asked. Staff replied that if the current track was followed the plan would be adopted before the end of the year. Another public meeting will be scheduled on either November 4<sup>th</sup> or 18<sup>th</sup>, probably the 18<sup>th</sup>. Notices will be mailed to attendees, the Master Plan mailing lists, posted around Town, put on the cable reader board, and placed in the Eagle Valley Enterprise as a display ad.

# APPENDIX C

## MASTER PLAN COMMITTEES & PARTICIPANTS

The following groups of people were intimately involved in review and shaping the draft master plan policy and land use recommendations.

### Steering Committee

The steering committee is a working oversight group appointed by the Town Council and comprised mostly of technical staff members and representatives from the Town Council and the Planning Commission. The membership is as follows:

Bob Brownlee – Planning Commissioner  
Don Eaton – Public Works Director  
Chris Estes – Town Councilman/Rancher  
Mike Gamba – Town Civil Engineer  
Pam Schultz – Town Councilwoman  
Jeff Shroll – Town Manager  
Randy Stouder – Town Planner  
Tom Zancanella – Town Water Engineer

Bob Cole and Kevin Patrick, the Town's Attorneys, were consulted on an as needed basis.

This group held regular meetings throughout the master planning process. They helped define the scope of the master planning project and developed the master plan work program. They made most of the basic policy and procedural decisions regarding the planning process.

The Steering Committee's comments and view points, along with input received from the Summer 1997 Master Plan Survey and people attending the Town Residents meetings, were heavily relied upon heavily by staff to compose the community goals and vision statement. This group made the initial land use recommendations for all four planning sub-areas, reviewed input received from all other review and advisory groups, and made several important amendments to the initial land use recommendations based upon the feedback they received. When necessary, they made tough decisions to resolve conflicting recommendations from various groups.

## **Technical Advisory Committee**

The Technical Advisory Committee is an advisory group comprised of representatives of public land management agencies, and wildlife management groups, adjacent local governmental entities, and various service provider districts. The membership is as follows:

Keith Montag – Eagle County Community Development Director  
George Roussos – Eagle County Engineer  
Jim Elwood – Eagle County Regional Airport Manager  
Larry McKinzie – Eagle Town Planner  
Jim Shrum – Eagle County Regional Transportation Authority  
Karen Strakbein – RE50J School District  
Tom Metzga – Western Eagle County Metropolitan Recreation District  
Dave Vroman – Gypsum Fire Protection District  
Tom Kelly – Western Eagle County Ambulance District  
Bill Heicher – Colorado Division of Wildlife  
Vaughn Hackett – Bureau of Land Management  
Kevin Brubeck – Eagle Valley Chamber of Commerce  
Brad Udall – Eagle Valley Land Trust

Bruce Humphries (Colorado Mined Land Reclamation Board) and Jim Chubrillo (Colorado Department of Health, Water Quality Control Division) were consulted via phone regarding mining activities and water quality issues.

The Technical Advisory Committee met regularly to advise staff regarding planning issues that pertained to each member's area of expertise or jurisdiction. They reviewed the master plan work program and the initial land use recommendations made by the Steering Committee. They advised staff regarding the pertinent special interests of their agency and shared their agency's planning goals. The Technical Advisory Committee made several insightful comments regarding the master plan process and implementation strategies.

## **Outside of Town Property Owners**

Staff collected information from the Eagle County Assessor's Office regarding ownership, acreage and current use of all privately held parcels of land in the four planning sub-areas. The information was compiled in two different forms: 1) a list mailing list of property owners was developed and sorted by planning sub-area, and 2) ownership, acreage, and current land use data was placed directly on copies of the Assessor's parcel maps. The mailing lists and

parcel mapping information is kept in the Planning and Building Department's master plan files.

Letters were sent out to all identified land owners announcing a series of meetings called by the Town regarding the master planning project. Land owners were encouraged to come to the meetings to discuss the potential effect the Town's master plan could have on each owner. Input was solicited from the attendees regarding the Steering Committee's initial land use and policy recommendations. Several adjustments were made to the land use maps based upon the comments received.

Although meeting minutes were generally not taken, some meeting notes were kept by staff. The comments received were verbally relayed to the Steering Committee, Technical Advisory Committee, Planning Commission, Town Council, and Town Residents by staff. All letters received from individuals during this process were copied and given directly to the Town Council, Planning Commission, and the Steering Committee. The meeting notes and letters are kept in the Planning and Building Department's master plan files.

### **Spring Creek Area Property Owners**

This group had the strongest attendance with an average of approximately 18-20 people, a high attendance of over 30 people, and a low attendance of 10 people. The following people attended one or more of these meetings:

Bob Adams, NA Ranch  
Patty Roback  
David Faulkenberg  
Tracy Cameron & Scott McGoodwin  
Shelly Mello, representing Chupa Nelson  
Tom Carlin  
Gerry & Vera Best  
Betty & James Nierzwicki  
Dave Garton and Jeff Kingston, representing Roark Partners  
Kurtis & Dawn Greenman  
Mary Greenman  
Vaughn Hackett, representing BLM  
R.G. Jacobs  
Don & Cindy Stene  
Debra Claypool  
Don Clymer & Kevin Lindahl, representing Stene & Claypool  
Laurie Slaughter, representing Betty Compton  
Bob & Sharon Egan  
Don Koenke

Ken Long & Steve Isom, representing Don Koenke  
Kevin Williams, representing Webb Crane  
Tom Boni of Knight Planning Services, representing Webb Crane  
Steve Wujek of Knight Planning Services, representing Gil Giordano  
Jim Rowley, representatives of Holy Cross Electric  
Jerry Law, representing several land owners  
Bob Gallegos  
Norman Nunn  
Catherine Hill

A few attendees may have been omitted here as their names were not recorded on meeting attendance sheets.

### **Gypsum Creek Valley Property Owners**

These meetings were sporadically attended with an average of approximately 9 people, a high attendance of 18 people, and a low attendance of 3 people. The following people attended one or more of these meetings:

Laurie Slaughter  
Joni Bright  
Scott Turney  
Keith Brent  
Ned Goldsmith, Agvest  
Jeanne Kessler  
Ed Swingford, representing Jeanne Kessler  
Terrill Knight, representing Ned Goldsmith & Williams Ranch  
Don Koennke  
Loyd Gerard  
Don & Christine Wilson  
Ivan, Manager Wilson Ranch  
Claude Gerard  
Jose Luis Rodriguez  
Dewey Lyon, representing Kim Hefty  
Steve Wujek, representing Williams Ranch  
Pam Harris  
Matt Donovan, representing Diana Donovan  
Paul Sabo  
Felix Reynolds  
Roby Forsyth  
Pete Nolan  
Brad Schlagel  
Bob Vanderwalker, representing McMurphy Group and Jim Leary

A few attendees may have been omitted here as their names were not recorded on meeting attendance sheets.

**Eagle River Corridor Property Owners**

These meetings were very poorly attended or not attended at all. Only one or two people showed up to a couple of meetings, with one meeting where nobody showed up at all. There were a couple of good discussions with individual property owners however. The following people that attended one or more of these meetings or contacted Staff by phone:

Jody Daniels

Pat Seegrist (representing American Gypsum)

Merv Lapin (via phone conversation)

# APPENDIX D PRIME FARMLAND MAP