



To: Planning & Zoning Commission

From: Peyton Heitzman, Planner I, Community Development Department
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Date: August 31, 2021

Agenda Item: Public work session regarding an amendment to Chapter 3 of the Elevate Eagle Comprehensive Plan including an update to the Future Land Use Map and Land Use Categories.

REQUEST: Staff is requesting feedback and direction regarding proposed changes to the Future Land Use Map (FLUM) and Land Use Categories in the Elevate Eagle Comprehensive Plan (Comprehensive Plan).

INTRODUCTION: In December 2020, the Town of Eagle adopted the Comprehensive Plan. Less than a year after adoption, an amendment to Chapter 3 is being brought before the Planning & Zoning Commission (Commission). This amendment will allow the Comprehensive Plan to better meet the needs of the community. The Comprehensive Plan is a dynamic document that should be re-evaluated and updated on a regular basis.

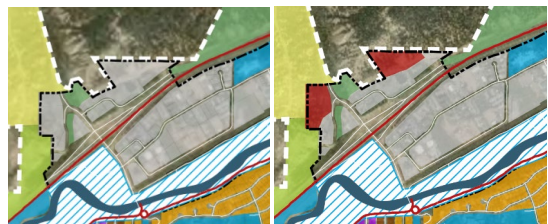
The purpose of this update is to modify elements of Chapter 3 which focuses on future land uses within the Town of Eagle. The amendment includes modifying land use boundaries on the FLUM and amending allowed uses in two of the future land use categories. Many of the proposed changes are at the request of a property owner, developer, or staff. Staff is seeking public comment and direction from the Commission.

ANALYSIS: The first part of this analysis will focus on the Future Land Use Map and where the Goals and Policies of the Comprehensive Plan support or challenge the proposed changes. The second part of the analysis will look at changes to land use categories. Future Land Use Categories in the Comprehensive Plan provide an overview of the general character and development goals of the different land use designations.

Future Land Use Map (FLUM)

North of I-70

Under this amendment, three properties north of I-70 are proposing a change from Commercial / Light Industrial to High Density Residential (HDR). Staff has received numerous requests to change the future land use for these properties. Unlike other properties on Market Street and Eby Creek Road, these three lots have limited visibility from the street, leading to concerns that these properties may not be commercially viable. One of the properties, 85 Pond Road, already operates a high-density residential apartment complex. The increase in residential for these areas are supported by policy 1-1.1 in the Comprehensive Plan to *ensure a healthy mix of housing types and densities (e.g. single-family, duplex,*



multi-family, mixed-use and accessory dwelling units) to allow for greater diversity. However, the proposed changes may conflict with area-specific policies in the I-70 Influence Character Area which can be found on page 52 of the Comprehensive Plan ([LINK](#)). These goals include:

- 2-7.2. *Workforce housing that directly supports on-site commercial or light industrial uses is considered an acceptable amount of residential in these districts.*

Staff comment: The proposed change to HDR will not result in workforce housing that supports the on-site commercial uses in the Character area. The Commission may want to consider whether or not the residential use in the area should be limited to work-force housing. If the Commission decides that the residential use, beyond the limitation of workforce housing, is appropriate for the area, the most appropriate future land use for the area should be discussed. HDR is the proposed land use, however, the Mixed Use (MU) land use may be an option that is more similar to the existing future land use. The MU land use allows for both commercial and residential uses.

If the Commission agrees with the change in land use, the boundary of the Character Area may need to be modified since the new land uses still conflicts with the policies in the I-70 Influence Character Area.

- 2-7.6. *Maintain existing commercial and industrial zoning in the Chambers Avenue, Market Street, Sawatch Road, and Marmot Lane areas.*

Staff comment: The proposed changes to replace HDR with Commercial/Light industrial will reduce commercial zoning along Market Street.

As the Commission considers modifying the FLUM to add HDR, residential amenities should be considered as they relate to policies in the Comprehensive Plan. Relevant policies are copied below.

- 5-1.4. *Promote the development of compact neighborhoods in close proximity to public transit options, and allowing increased residential, retail, and mixed-use densities in areas close to transit stops.*

Staff comment: The properties are within half a mile of the public transit stop on Eby Creek Road.

- 5-3.2. *Ensure efficient multimodal connectivity between all residential areas and public destinations.*

Staff comment: The bridge across I-70 provides pedestrian and bike access north of the highway. Public improvements will likely be needed to ensure each property has safe access to the path on the south side of Market Street.

Haymeadow

Abrika, the property owners and developers of Haymeadow, are requesting to modify the boundaries of the Public / Institutional land use designation by expanding the Medium Density Residential (MDR) land use on the FLUM. The increase in residential land use is supported by the Comprehensive Plan's goal to promote a wide range of attainable housing opportunities. The change supports an increase of land designated for housing. The proposed land use, MDR, allows for *single-family units, duplexes/triplexes, and*



multi-family townhomes. This change could lead to opportunities for a mix of housing types, supporting Policy 1-1.1 of the Comprehensive Plan.

- *1-1.1. Ensure a healthy mix of housing types and densities (e.g. single-family, duplex, multi-family, mixed-use and accessory dwelling units) to allow for greater diversity.*

Abrika has submitted an application to amend the Haymeadow PUD. Public hearings for this file have been scheduled. For purposes of this discussion, the Commission should review the merits/challenges of the proposed changes to the FLUM, not the application to amend the Haymeadow PUD.

The area proposed for MDR is located on Town of Eagle / School District property. The Comprehensive Plan provides numerous policies that encourage the enhancement and preservation of recreation and open space. Staff reviewed the Haymaker Trailhead Master Plan (2020) against the proposed change. The increased MDR does not impact the Master Plan and therefore is not in conflict with the following policies.

- *3-4.2. Maintain existing public land boundaries, unless the public benefits realized by a land trade or exchange clearly outweigh any negative impacts.*
- *4-1.5. Protect lands of high conservation or recreation value as open space.*

There are no plans available for the future school site in the Haymeadow PUD. It is unclear how the change to the FLUM will support or challenge other policies within the Comprehensive Plan as they relate to recreation, open space, viewshed, etc.

School Parcel

The Eagle County School District has expressed an interest in changing the FLUM boundaries at 61 Mill Road. The request is to replace a section of land designated as Public / Institutional with MDR. Similar to the Haymeadow change, this change could lead to opportunities for various housing types, supporting Policy 1-1.1 of the Comprehensive Plan to *ensure a healthy mix of housing types and densities (e.g. single-family, duplex, multi-family, mixed-use and accessory dwelling units) to allow for greater diversity.*



Property near Cemetery

Since the adoption of the Comprehensive Plan and the FLUM, staff has noticed a parcel that may have mistakenly been designated as Public Institutional in the FLUM. The property contains a single-family home and the intent to continue the residential use will likely remain in the future. The property address is 220 E Sixth Street. This change has been shared with the property owners who have not provided comments at this time. This change is not addressed in any of the Comprehensive Plan's goals or policies.



East Eagle Sub Area Plan (EESAP)

As the Commission is well aware, the Town is in the process of creating an East Eagle Sub Area Plan (EESAP) for land to the furthest northeast area of Town. The EESAP is identified in the FLUM with white and orange stripes. Through the planning process for the EESAP, the planning area has expanded beyond the land designated as East Eagle in the existing version of the FLUM.



Through this amendment to Chapter 3, staff is recommending a change to the FLUM so it aligns with the draft EESAP.

Future Land Use Categories

This amendment to the Comprehensive Plan is also proposing text changes to the MDR and Public / Institutional Future Land Use Categories. These land use categories can be found on pages 36 and 43 in the Comprehensive Plan.

Medium Density Residential

Staff is proposing to change the text in the MDR category under Primary Uses. The text currently reads, “Small lot, single-family units, duplexes/triplexes, and multi-family townhomes”. If approved, the modified text would read, “Small lot, single-family units, duplexes/triplexes, multi-family, and townhomes”. This change would allow other multi-family housing options in the MDR that are not strictly townhomes. This change allows for a healthy mix of housing types, supporting Policy 1-1.1 from the Comprehensive Plan.

- 1-1.1. *Ensure a healthy mix of housing types and densities (e.g. single-family, duplex, multi-family, mixed-use and accessory dwelling units) to allow for greater diversity.*

Public Institutional

This amendment is proposing to add an additional use to the Public / Institutional land use category. Currently, Accessory Uses is the only listed secondary use. This amendment would add Employee Housing as a secondary use for Public / Institutional. Adding Employee Housing as a secondary use to the Public / Institutional land use category supports Town policies to support workforce housing and increase opportunities for Town’s citizens to work within Eagle. The supporting Comprehensive Plan policies are listed below.

- 1-1.3. *Stimulate the creation of workforce housing through town policies, incentives, and regulatory procedures. Collaborate with community partners and the private sector to expand the reach of Eagle’s workforce housings efforts.*
- 1-2.1. *Provide opportunities that increase the likelihood of the Town’s citizens to work within Eagle.*

Questions for Discussion:

- Are the proposed changes to the FLUM appropriate and better serve the community?
- Does the change from Commercial/Light Industrial to HDR north of I-70 exceed what is considered to be an acceptable amount of residential for the area?
- Should the Public/Institutional land use category include employee housing as a secondary use?
- Are there unintended consequences to the proposed changes?

PUBLIC INPUT: Staff has published notice of the work sessions and the public hearings in the local newspapers and mailed notification to property owners 250' of any parcel that may be affected through this amendment to Chapter 3. Staff has received two comments from the public as of August 27, 2021.

Staff has also received questions from two community members. Staff has fielded questions on future land use designations vs zoning and how the proposed changes may or may not affect nearby properties.

PROCESS SCHEDULE:

August 31 st	Planning and Zoning Commission Work Session
September 14 th	Town Council Public Discussion
October 5 th	Planning and Zoning Commission Adoption
October 26 th	Town Council Ratification

ATTACHMENTS:

- Future Land Use Map (Updated)
- Future Land Use Designations (Updated)
- Public Comment
- Elevate Eagle Comprehensive Plan (2020) ([LINK](#))