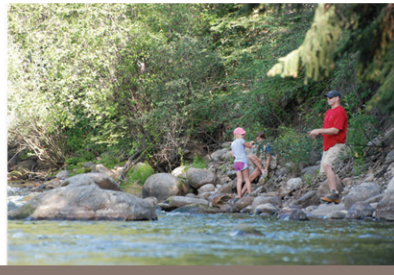


# EDWARDS AREA COMMUNITY PLAN



An update to the 2003 Community Plan

February 2017

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# THE VISION FOR EDWARDS



Edwards is an extraordinary mountain community located on the Eagle River a short distance from the world renowned resorts of Vail and Beaver Creek. A compact commercial center, distinctive residential neighborhoods, quality open space and a diverse population of locals, second homeowners and visitors come together in Edwards to create a truly unique and special place. Locally owned shops, restaurants and offices serve both the community and the greater Eagle River Valley. Development complements the natural landscape, and is positioned to encourage walking, biking and the use of public transportation. Surrounding ranches recall the not-so-distant past, and adjacent public lands provide spectacular scenery and access to back-country recreation.

A modern urbanized place in a rural setting, Edwards exemplifies thoughtful planning, efficient design and healthy lifestyles. The vision for the future of Edwards includes:

- A small town feel, pedestrian scale and unique sense of place
- Safe, fully connected and visually appealing road and trail corridors
- Quality neighborhoods and diverse housing opportunities
- State-of-the-art educational and medical facilities
- Gathering areas that support community events and family activities
- Rural landscapes comprised of clustered homes, small ranches and expansive open lands
- Respected river and stream corridors, and a healthy natural environment
- Opportunities to pursue healthy, active lifestyles
- An informed and involved local population

## GENERAL PLANNING OBJECTIVES FOR THE EDWARDS AREA

1. Commercial and retail uses should be located in the Edwards Commercial Core.
2. Density should be emphasized within the Edwards Commercial Core, with taller mixed use buildings preferred.
3. Higher densities and intensities of use may be appropriate on lands adjacent to Highway 6 west of the Commercial Core and also adjacent to the Spur Road and the I-70 interchange.
4. New commercial/retail uses along US Highway 6 in West Edwards should be limited to those that serve residents in the West Edwards area.
5. Creating new workforce housing should be a priority within the Commercial Core and on properties within walking distance of public transportation stops.
6. In areas of urban and suburban character, development should provide walking routes, biking routes and access to public transportation, with an emphasis on safety.
7. Developments that contain workforce housing should provide parks and playgrounds, or should provide safe access to existing public parks and playgrounds.
8. Rural character should be maintained in rural areas. Conservation Subdivisions may result in one or more clusters of residential lots in these areas.
9. The form, architecture, finishes and landscaping of new buildings in the Edwards Commercial Core and along US Highway 6 should be compatible with the nature of existing development, adhering to applicable provisions of the 2009 Urban Design Elements for the Edwards Core Area (see appendix B).
10. New development and infrastructure should be designed and constructed to be energy, service and resource efficient. A sprawling development pattern is not energy, service or resource efficient.
11. New development should “fit” with natural terrain and site features, avoiding steep slopes, ridgetops, floodplains, productive agricultural lands, and significant stands of native trees.
12. New development should incorporate climate-appropriate landscaping to stabilize soils, soften development edges, reduce noise impacts, buffer natural areas, and enhance outdoor enjoyment and activities.
13. New development should protect natural resources, incorporating open spaces and appropriate setbacks to buffer human activities from streams, wetlands, wildlife habitat and other sensitive lands.
14. Impacts to wildlife from recreational activities should be minimized by limiting access and/or curtailing use in critical habitat areas, per recommendation by Colorado Parks and Wildlife.
15. Historical, archeological and/or cultural elements should be preserved.
16. Roads, utilities and other infrastructure should be compatible with the character and scale of the community, and should operate at acceptable levels of service.
17. Aesthetic and functional characteristics that contribute to a small town feel and pedestrian scale should be preserved. The relationship of building height to pedestrian scale and small town feel should be identified for each new project.
18. Land use and policy decisions should reflect community input, and should be transparent, collaborative and in concert with applicable Eagle County master plans, guidelines and strategic priorities.

# ACKNOWLEDGEMENTS

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The Eagle County Planning Commission would like to extend special thanks to the members of the Edwards Citizens' Advisory Committee (CAC) for their dedication to this project, and for the many hours spent analyzing, discussing, reviewing, and editing this master plan document.

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# 1. EXECUTIVE SUMMARY



Edwards and the Eagle River Valley, looking East from Bellyache Ridge.

## **THE PLACE**

Edwards is an unincorporated community located on the Eagle River and I-70 corridor in central Eagle County. Edwards feels and functions very much like a town, with a commercial core centered on the intersection of US Highway 6 and the Edwards I-70 Spur Road surrounded by a variety of residential neighborhoods. The community itself is wide spread with development scattered over a large area. The planning area boundary is also very large, and captures not only residential and commercial lands but also agricultural properties and broad expanses of adjacent public lands. Neighborhoods like Arrowhead, Cordillera, Homestead, Singletree, Miller Ranch and Lake Creek Village are included. There are five golf courses in the Edwards area.

Topography, drainage features, established travel routes, and patterns of private land ownership have significantly influenced development patterns in the Edwards area, as has its proximity to the affluent resorts of Vail and Beaver Creek. The efficient high speed connectivity provided by Interstate 70 is an important factor as well. Edwards has developed a reputation for shopping, and entertainment and it has become a regional destination for these and



other services. Local residents can find most of what they need in the community's commercial core area. Services not met can be found close by in places like Avon and Eagle Vail.



View of the Eagle River and the Lake Creek drainage

The central Eagle River Valley is mountainous and very scenic. In Edwards, private open spaces combine with agricultural properties, floodplains, and nearby public lands to create a perception of clustered low density development, a distinguishing characteristic of the community. Views across the floodplain of the Eagle River, south up the Lake Creek drainage and north to Red and White Mountain are regionally significant. The commercial core displays a variety of building forms and architectural treatments, as design guidelines were not in place during its development. This eclectic assembly serves as another distinguishing characteristic of the community. Considerable variety in design and architecture is found in residential neighborhoods as well. While most neighborhood areas are built out, there are opportunities for mixed use development and redevelopment in the core area.

In west Edwards, a lack of planning and zoning enforcement has resulted in a mix of uses scattered along US Highway 6, some of which are unattractive, some of which are non-conforming. There is room for development and redevelopment in the west Edwards, hopefully of a nature that will improve living conditions and the overall character of lands adjacent to US Highway 6.

Given the sprawling overall development pattern, there is significant reliance on personal automobiles in Edwards. A paved trail system connects many but not all destinations, and public transportation is available only along primary travel routes. Roads are busy at peak times of the day, and traffic impacts pedestrian movement between destinations in the commercial core. Plans are underway to replace the US Highway 6 and Spur Road intersection with a roundabout, and to improve the I-70 Spur Road, a project that would include new pedestrian paths and crosswalks. Traffic congestion on US Highway 6 in west Edwards is a more difficult problem to address. Eagle County is investigating possible solutions, but funding will be a challenge.

Recreational opportunities abound in Edwards and are very much appreciated by local residents. Bike paths and paved shoulders support cyclists, the Field House and sports fields are heavily used, and pedestrian paths are busy year-round. In remote areas, trailheads provide access to backcountry hiking and camping. Residents also care a great deal about the quality of the natural environment and the wellbeing of wildlife. This is a topic of some concern, as recreational use often conflicts with strategies that are necessary to protect sensitive wildlife habitat areas. The quality and quantity of water in local streams and rivers is of concern as well, with both Lake Creek and sections of the Eagle River currently listed by the EPA as "impaired".

Funding for roads, trails, parks and other public improvements in an unincorporated community can be a challenge. Land use in the area is controlled by county zoning under the jurisdiction of the Eagle County Board of Commissioners. There is no municipal budget, and no single local entity responsible for community wide programming. There are five metropolitan districts that operate in the Edwards area, and they work

with the county Sheriff and a variety of other special service districts (fire, ambulance, water, wastewater and recreation) to provide “municipal” services. These districts manage things well within their respective boundaries, but their budgets are limited. Recently, Edwards Metropolitan District voters approved a sales tax dedicated to funding transportation improvements, money which can be used in the commercial core, in west Edwards and in other areas within EMD’s service boundary.

Other land uses unique to Edwards and of significance to its character include campuses associated with Colorado Mountain College and four regional public schools, and the Vail Valley Medical Center Campus located northwest of the Edwards I-70 Interchange.

## **THE PEOPLE**

Edwards is the largest community in Eagle County, and is home to a culturally diverse population of families, workers and retirees. Children of all ages enjoy the area’s parks, pathways and open spaces. A significant number of properties in Edwards are owned by second homeowners who visit the area frequently and who contribute considerably to the fabric and wellbeing of the community. A wide variety of housing types and price points exist, and there are opportunities to rent or to own. There is a shortage of workforce housing in Edwards and across Eagle County, and this plan strongly encourages the development of new affordable housing units in appropriate places as opportunities allow.



Edwards is known and appreciated as a local’s community where homes are occupied year-round by Eagle County residents. The mix of business and entertainment offerings in the commercial core serves a wide range of needs, and sidewalks are busy during business hours. Faces are familiar, and coffee shops, outdoor plazas and seating areas provide opportunities for social interaction. Farmer’s markets and craft fairs bring people together, as do community events and activities associated with schools and the college campus.

Those who participated in the master planning process indicated a high level of satisfaction with living conditions and lifestyle amenities found in the Edwards area, and all were committed to keeping Edwards safe, vibrant and welcoming. As indicated earlier, west Edwards was targeted as an area where lifestyle amenities for residents could be improved.

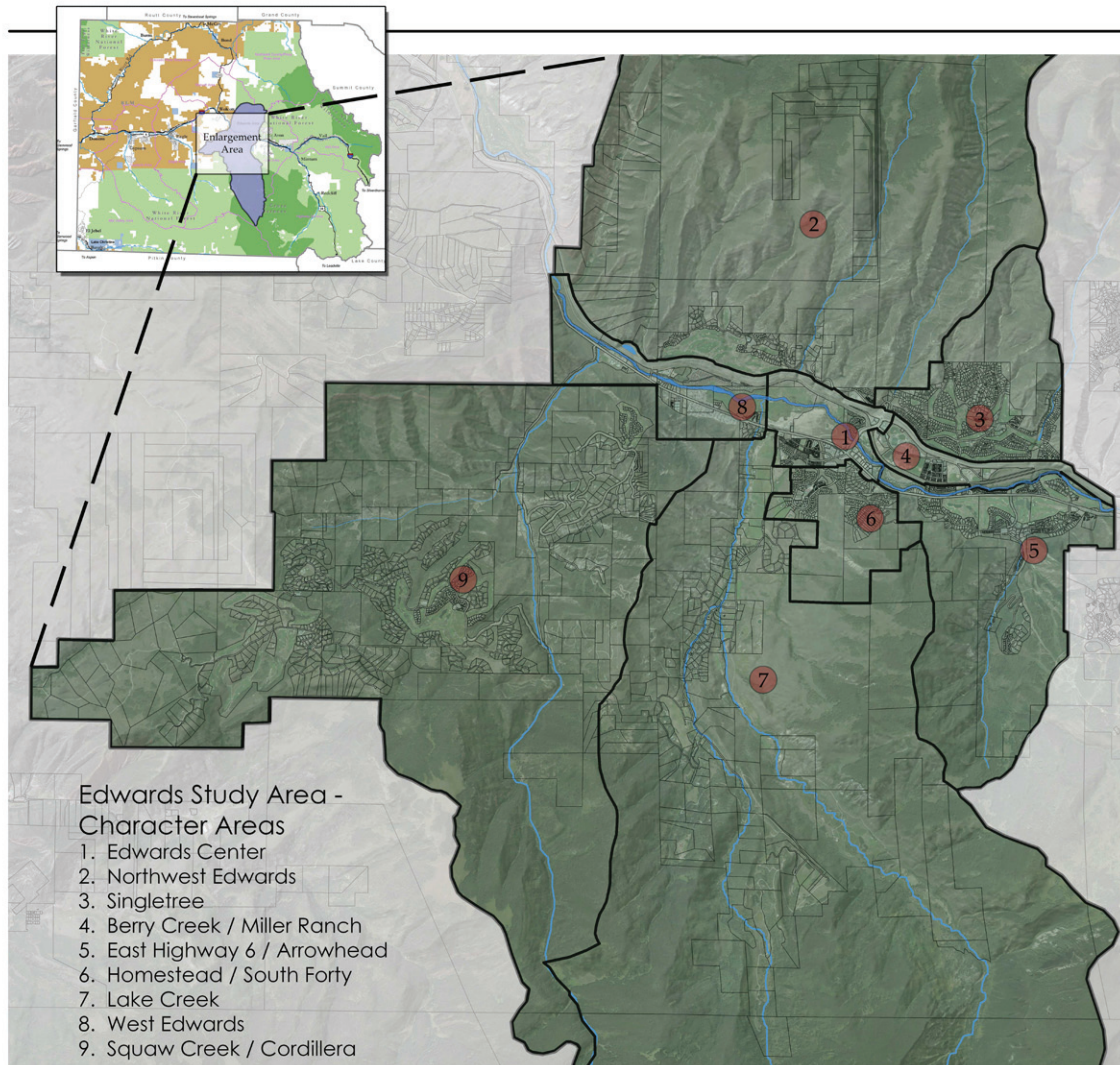
## **THE PLAN**

The 2016 Edwards Area Community Plan is intended to guide the community of Edwards toward a prosperous and sustainable future. The Plan offers information and suggestions on topics such as land use, mobility, community character, social infrastructure, natural resources, governance and economic outcomes. While guiding in nature, “substantial conformance” to master plan documents is a finding necessary for a variety of land use applications in Eagle County. As such, this master plan carries considerable weight in the land use approval process.

Master plans in Eagle County are managed and assembled by the Eagle County Planning Commission. The master planning process relies heavily on input from the community, and is designed to be fully transparent and inclusive. Information for Edwards was gathered through community surveys, open house events and extensive work with local stakeholder groups. A Technical Advisory Committee (TAC) worked to assemble relevant information about services and other technical aspects in the area; a Citizens Advisory Committee (CAC) worked with planners and community leaders to develop a Vision Statement, General Planning Objectives, topic-specific Goals, Policies and Strategies (see Chapter 4), and a Future Land Use Map (see Chapter 6). Consistent with other



chapters of the Plan, Chapter 5 provides specific descriptions and guidance for nine (9) separate “character areas” that have been identified within the planning area boundary. Appendix A provides a glossary of terms, Appendix B the Urban Design Elements for the Edwards Core Area, and Appendix C a summary of the Edwards Community Survey. The reader is encouraged to become familiar with the information in all these chapters and appendices, as each provides relevant information and guidance.



Edwards Character Areas Map

As indicated above, Chapter 5 provides descriptions of nine separate “character areas” that were developed to break the large Edwards planning area into smaller pieces for the purpose of analysis and discussion. For each character area a description is provided followed by specific master plan recommendations. A summary of those recommendations follows. Maps of the nine character areas can be found in Chapter 5. The Future Land Use Map in Chapter 6 should be consulted for additional guidance.

**1. Edwards Center** This is an area where considerable growth can occur, although much development already exists, with land use patterns like those in the lower Homestead PUD largely established. In commercial and mixed use areas, new development or redevelopment should provide suitable densities in taller buildings. Commercial space can be expanded in response to market demand. Opportunities for new workforce housing should be maximized. Zone changes may be necessary to fulfill the purposes and intents of this plan on certain underdeveloped properties. Compatible architecture, pedestrian scale, pedestrian safety, efficient parking, multimodal connectivity and preserving/enhancing elements of community character should be emphasized. The river corridor should be available for public enjoyment, but water quality and the quality of sensitive environments should also be protected. Recreational uses on open space tracts may need to be managed to protect wildlife at certain times of the year.

**2. Northwest Edwards** Development patterns, zoning and densities are set in this area which includes the Cordillera Valley Club and three 35+ acre subdivisions. Changes that would alter the low density higher-end residential/golf character of the area are not anticipated. Measures should be taken to protect wildlife habitat

and recreational opportunities on public lands to the north, with the understanding that access may need to be managed to protect sensitive habitats.

**3. Singletree** Development patterns, zoning and densities are set in this area which includes the Singletree neighborhood and a semi-private golf course (aka Berry Creek PUD). Changes that would alter the suburban residential/golf character of the area are not anticipated. Measures should be taken to protect wildlife habitat and recreational opportunities on public lands to the north, with the understanding that access may need to be managed to protect sensitive habitats.

**4. Berry Creek/Miller Ranch** Development patterns, zoning and densities are set in this area which includes the Colorado Mountain College campus, secondary school campuses, the Miller Ranch residential neighborhood, and the WECMRD Field House and sports field complex. Changes that would alter the institutional, residential and mixed use character of the area are not anticipated. Recreational uses on open space tracts near the Eagle River may need to be managed to avoid impacts to wildlife at certain times of the year.

**5. East Highway 6/Arrowhead** Development patterns, zoning and densities are set in this area which includes the residential/golf Arrowhead PUD and the base of the Arrowhead Ski Area. There are significant open space areas to the south. Changes that would alter the character of the area are not anticipated. Recreational uses on open space tracts may need to be managed to protect wildlife at certain times of the year.

**6. Homestead/South Forty** Development patterns, zoning and densities are set in this area which includes the upper (southern) portion of the Homestead residential PUD and the South Forty neighborhood. Changes that would alter the low density suburban residential character of lands within this area are not anticipated.

**7. Lake Creek** A place of iconic views, agricultural uses and historic character, the Lake Creek Valley showcases the best qualities of low density rural living in the Rocky Mountains. There is a strong desire

by the community at large to preserve the rural attributes of this valley, and its contribution to the overall quality and character of the Edwards area. With the possible exception of new residential units associated with open space conservation projects (utilizing the Conservation Subdivision process), no further development is anticipated. Recreational uses on open spaces and public lands may need to be managed to protect wildlife at certain times of the year.

**8. West Edwards** This is an area where considerable development can occur. It is also an area where a change to the existing character is desired. Much development already exists, and overcoming negative “character influences” already in place will be a challenge. Higher densities and intensities of use may be appropriate, although additional traffic on US Highway 6 from new development is a concern. There are locations where new workforce housing units would be appropriate. New commercial uses should be limited to those that directly benefit West Edwards residents. Landscaping, additional parks and playfields, better lighting, additional connecting trails, the elimination of non-conforming uses, the introduction of attractive architecture and the reestablishment of riparian vegetation along the river are all items that could serve to improve the character of lands adjacent to US Highway 6 in West Edwards. There are important wildlife movement corridors which should be protected in the West Edwards area.

**9. Squaw Creek/Cordillera** Development patterns, zoning and densities are set in this area, which includes the expansive Cordillera PUD. There are also a scattering of agricultural and large lot residential properties. Changes that would alter the low density rural character of this somewhat remote part of Edwards are not anticipated.

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## 2. HISTORY

Evidence suggests that the Eagle River Valley was visited frequently by Native Americans long before the arrival of early explorers, trappers and miners. Indians, most recently the Utes, traveled to the “Land of the Shining Mountains” to hunt and fish in the summer months, spending winters in warmer low lands to the west. While no archeologic sites are known to exist in the Edwards Planning Area, numerous sites have been identified in the Wolcott area, and a hunting camp of considerable significance was unearthed at the top of Vail Pass during the construction of Interstate 70.

As early as the 1500’s, Spanish and French explorers visited the North American Southwest; first the Spanish, looking for silver and traveling north from the colony of New Mexico, and later the French, more often traders and trappers, moving west into the area from Louisiana and the lands around the Mississippi River. The Utes called the western slope of the Rockies home, however, and as they were generally unfriendly to explorers, it is unlikely that the Eagle River Valley was visited by these early expeditions.

It was gold in the 1850’s that brought the first significant wave of newcomers to Colorado, as prospectors and entrepreneurs swept through the high country on their way to the California Gold Rush. Gold was soon found in Colorado’s eastern slope streams, resulting in the Pikes Peak Gold Rush of 1859. Backed by a government interested in western exploration, the Hayden Geological Survey made several trips to the Rocky Mountain region during this time period, looking for routes for the railroad and creating maps of the areas they visited. In 1873 Hayden passed through the upper Eagle River basin accompanied by famed photographer William Henry Jackson, looking at that time for the legendary Mount of the Holy Cross. A small party climbed nearby Notch Mountain one misty morning, and captured the first pictures of the 1500 foot cross of snow. In his notes and photos, Jackson provided the first detailed description of the upper Eagle River Valley.

Silver was discovered in Leadville in 1874, which resulted in a new rush, this one referred to as the Colorado Silver Boom. Thousands of prospectors again arrived, and exploratory diggings began to dot the

hills at the head of the Arkansas and Eagle River basins. The colorful and highly mineralized rock on Battle Mountain drew attention, and in 1879 a permanent camp was established at the confluence of the Eagle River and Turkey Creek, a settlement which later became the Town of RedCliff. Numerous discoveries followed, and mining was soon underway in the canyons of the upper Eagle River.



Brett Ranch circa 1900. The bench in the distance behind the tops of the three spruce trees was later mined for gravel, and today is the location of the Eagle River Preserve.

The booming populations in Leadville and now the upper Eagle created a need for daily provisions, and fishing, hunting and the production of agricultural goods became profitable at lower elevations along the Eagle River. Joseph Brett was the first rancher to settle in the Edwards area, establishing a home at the confluence of Lake Creek and the Eagle in 1879. A Frenchman, Joseph married Marie Guenon, the school teacher in Redcliff at the time, and the couple set about raising a family and building a recreational “camp” that through the years became renowned for its hunting and fishing. Called “The Frenchman’s”, Brett’s camp was a favorite destination of miners, travelers and businessmen from





Aerial view of Edwards from the early 1980's, shows Arrowhead, Singletree and Homestead all under construction.

Leadville, and even the occasional Indian hunting party. Brett's ranch provided a glimpse of the future, serving in essence as the first "resort" in Eagle County. More ranchers soon settled around Brett, and in 1883 a post office was established. The mid Eagle River Valley became an official "place" which took the name of Melvin Edwards, the local postal official who later became Colorado's Secretary of State.

The railroad reached Redcliff in 1881, and was extended down valley in 1887, expanding the market for local goods. The towns of Minturn and Gilman were established and joined Redcliff supporting mines and railroad operations in the eastern part of the county. To the west the communities of Eagle and Gypsum began to grow at the confluences of Brush Creek and Gypsum Creek, where ample water, gentle grades and deep soils supported ranching and farming. Mining and agricultural uses were the mainstays of Eagle County's economy for the next 100 years.

Between 1942 and 1945, food and goods from the lower Eagle River valley supported soldiers with the 10th Mountain Division who were training for winter combat at Camp Hale, which was located at Pando on the Eagle River south of Redcliff. Following the war, a number of skiing veterans returned to Colorado with the intent of building ski resorts. A storied set of events and players lead to the discovery of skiing terrain on north facing slopes (and "back bowls") in the Gore Valley, and in 1962 Vail opened with five chairlifts and a gondola. In the 1970's, Interstate 70 was constructed over Vail Pass and down the Eagle River. The quality of powder snow in central Colorado and the magnificent setting provided by the Gore, Sawatch, Ten Mile and other Ranges was now easily accessed, and the rest of the world took note. Like Aspen and Breckenridge, Vail became an international destination.

When Vail opened in 1962 there were two buildings at the location on US Highway 6 that would later become the Main Edwards Intersection. One housed the post office, the other a gas station owned and operated by Chet and Wanda Ruminski. A small restaurant occupied half of the gas station, and “Wanda’s” developed a reputation for serving great hamburgers. The restaurant side was also a favorite hangout for local kids who, after departing the school bus each day, would head for a big jar of candy kept on the counter near the cash register. The Gas House Restaurant operates today in the building once owned by Chet and Wanda.

The 1970’s, 80’s and 90’s saw an explosion of growth related to skiing and summer tourism in the eastern end of Eagle County. The Town of Avon was incorporated in 1978 and grew quickly at the base of Beaver Creek, which opened its lifts to skiers in 1980. Thousands of tourists and workers and second homeowners flooded the area, and the escalation of real estate prices resulted in a western migration of the working class. Lands around Lake Creek were still mostly agricultural at the time, but they were within “striking distance”, especially with I-70 providing easy transportation. Homes appeared in the early 70’s in Lake Creek Valley, and soon neighborhoods were under construction on hillsides both north and south of the Edwards interchange. In the early 1980’s, commercial development began at the intersection of US Highway 6 and the Edwards I-70 Spur Road, and the modern community of Edwards began to grow.

Various development approvals chart the early growth of Edwards, as indicated in the following partial list:

Lake Creek Subdivision	1970
Eagle River Mobile Home Park	Early 1970’s
Lake Creek Meadows Subdivision	1974
Berry Creek (Singletree) PUD	1978
Edwards Village Center	1980
Homestead PUD	1981
Arrowhead PUD	1983
Cordillera PUD	1987
Riverwalk PUD	1993
Berry Creek/Miller Ranch PUD	2002

At the writing of this plan, Edwards is the largest community in Eagle County, with an estimated resident population of over 10,000. It is considered a “census designated place” and not a town however, as it remains unincorporated.



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# 3. INTRODUCTION

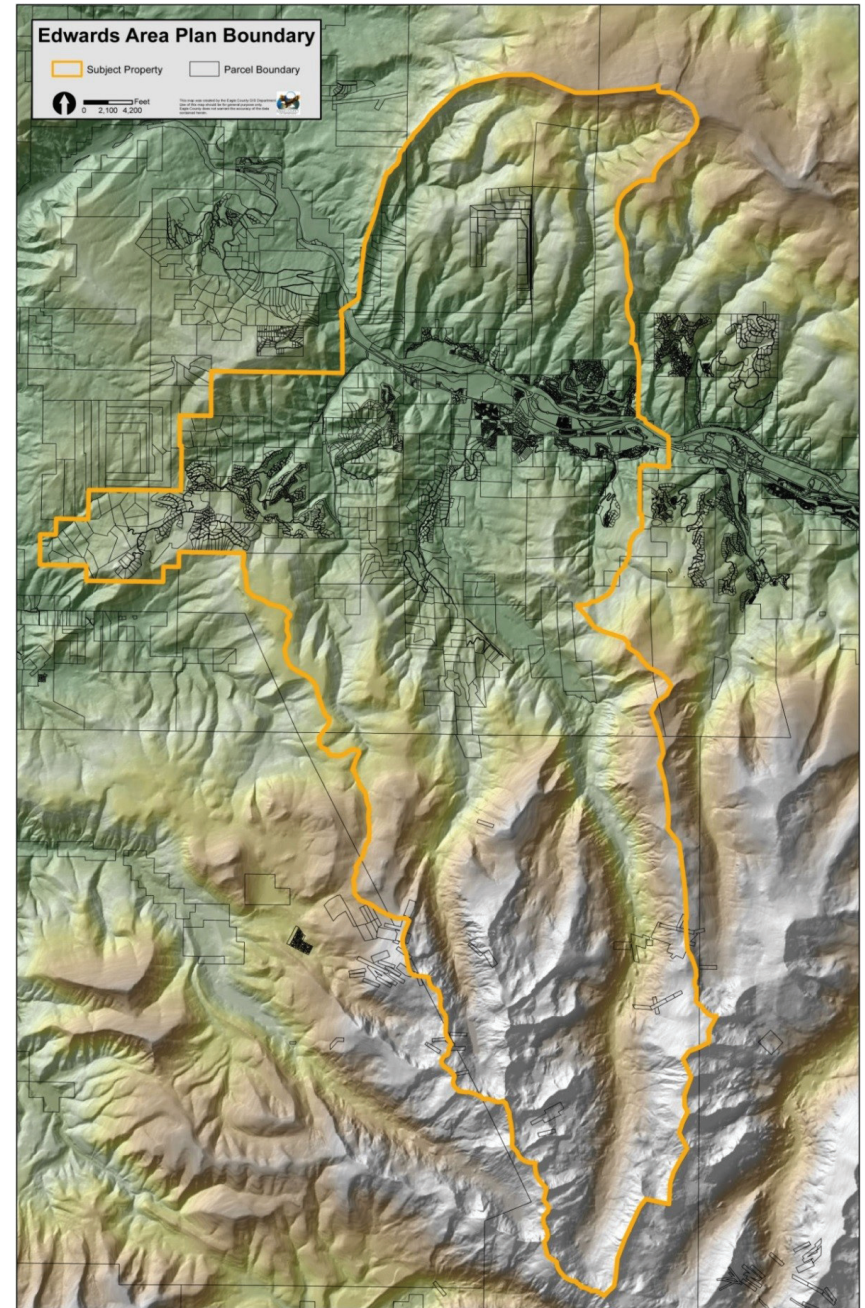
## **SUB-AREA PLANNING IN EAGLE COUNTY**

For the purpose of sub-area master planning, Eagle County has been divided into eleven (11) separate geographic “planning areas”. The Edwards Area is one of these, and contains the unincorporated community of Edwards, which is located on the Eagle River approximately 14 miles west of the Town of Vail and 16 miles east of the Town of Eagle. This Master Plan addresses land use and other planning topics within the defined planning area shown to the right.

The first area community plan for Edwards was adopted by the Eagle County Planning Commission in August of 1985, and consisted of three typed pages of paper. That Plan was subsequently updated in 2003, providing considerably more detail, including pictures and maps. Edwards has seen significant growth through the years, and much of the land available for residential or commercial use has now been developed. In 2013, the Eagle County Planning Commission initiated an update to the 2003 Edwards Area Community Plan to revisit land use relationships and community values in the area. This updated master plan is the result of that investigation, and provides descriptions, goals, policies, strategies and a future land use map (FLUM) intended to guide the community toward a prosperous and sustainable future.

Area community master plans are chapters of the larger Eagle County Comprehensive Plan, and are assembled to be consistent with the overarching goals, policies and strategies of that document. Area plans provide a more detailed analysis of the physical attributes, issues, opportunities and constraints of a given area, however, and importantly reflect the opinions and desires of participants from the local community. For this reason, they are referred to as community-based plans.

The 2016 Edwards Area Community Plan replaces the 2003 Plan in its entirety, and follows a new format consistent with other recently adopted Area plans in Eagle County. The number of topics covered has been expanded, as has the explanation and detail provided. Many land planning issues and opportunities previously identified in Edwards still exist, and there are new insights and new objectives that have been defined through the master planning process.



The Edwards Planning Area

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## **THE EDWARDS PLANNING AREA**

The planning area for Edwards is large, covering 95 square miles (61,500 acres). It includes lands that are in one way or another “connected” to the Edwards Center, which is located at the intersection of US Highway 6 and the Edwards Interstate 70 Spur Road. The western border of the planning area follows the eastern boundary of the Eagle Area Community Plan (adopted in 2010) on the ridge between Squaw Creek and Brush Creek, capturing all of the Cordillera Planned Unit Development (PUD). To the east, the boundary follows the western edge of the Town of Avon and the Beaver Creek Ski Area. To the south, the entire Lake Creek drainage is captured, including many acres of the Holy Cross Wilderness Area; to the north, the boundary follows the ridge above the headwaters of Red Canyon Creek, Spring Creek, Beard Creek and Berry Creek.

Within the planning boundary lies a great diversity of landscapes and land uses. Elevations range from 13,000 feet at the head of Lake Creek to 7100 feet at the valley floor near Squaw Creek. Developed areas are mostly at lower elevations, but private lands and some subdivisions exist in higher terrain as well. There are large expanses of undeveloped ranch land, and many square miles of federal land under the administration of the US Forest Service and the Bureau of Land Management.

Terrain, established roads, and patterns of private land ownership significantly influenced the nature and location of development as Edwards grew, as did the proximity of the area to the affluent resorts of Vail and Beaver Creek. Today, commercial and retail spaces surround the intersection of US Highway 6 and the Edwards Spur Road, with a cluster of commercial properties also located at the I-70 interchange. Some buildings in this “commercial core” area are mixed use, offering residential units above office and retail spaces. The Eagle River flows through the commercial core, enhancing developed areas with its river bank environments and a dense canopy of large trees.

North of the Eagle River and east of the Spur Road the 220 acre Berry Creek/Miller Ranch PUD is home to regional schools, a large public sports

complex, and the Miller Ranch residential neighborhood. Educational and sports facilities and activities draw students and participants from a large geographic area, and contribute strongly to the identity of the community. The medical campus located west of the I-70 interchange is also a prominent land use feature.

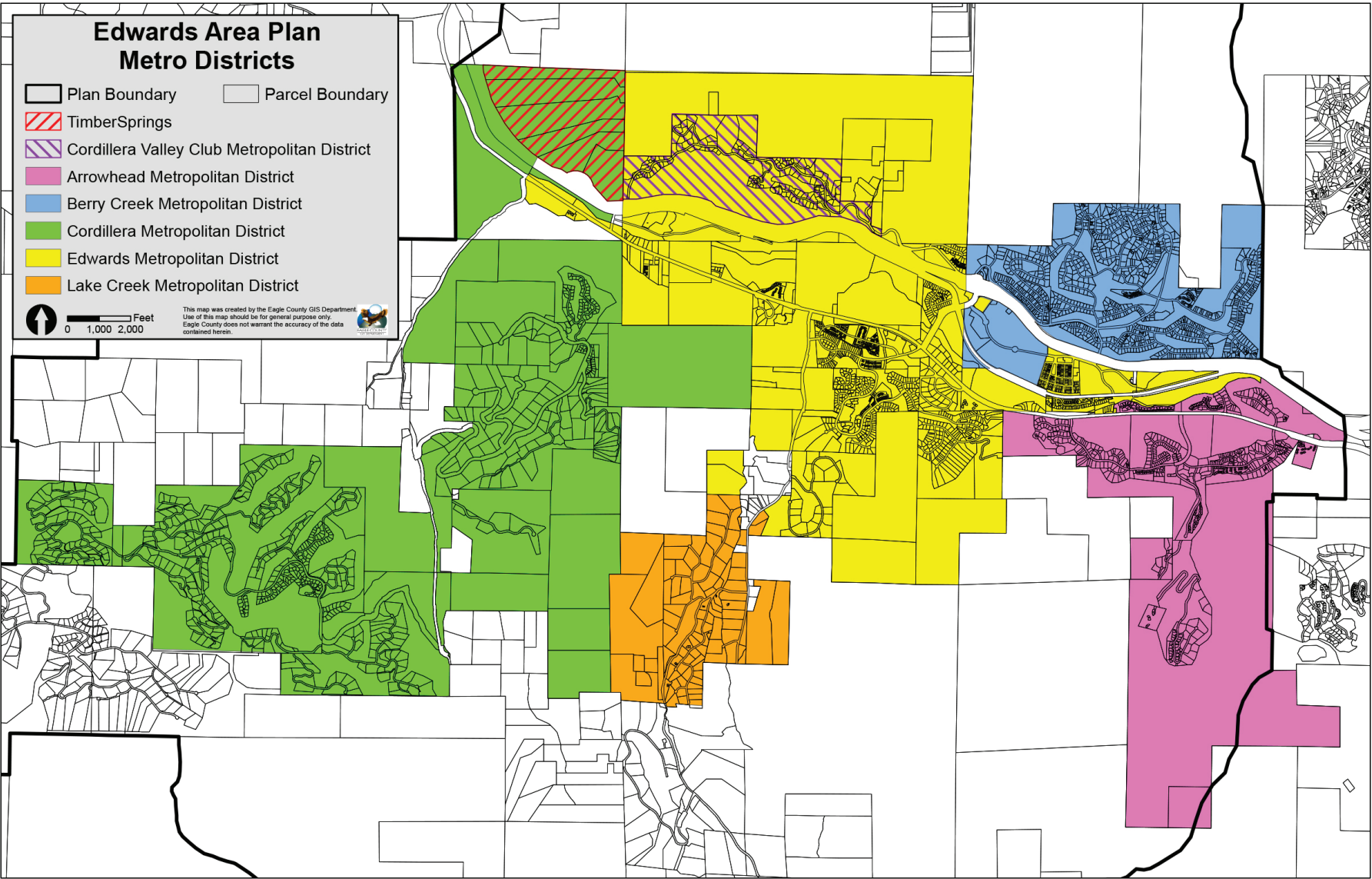
Suburban-type residential neighborhoods cover the hillsides north and south of the commercial core, and are scattered along the valley floor and in the hills to the east and west. One of the earliest developed properties in Edwards is the 50 acre Eagle River Mobile Home Park, located on US Highway 6 in West Edwards. Lower density development extends up the Lake Creek drainage, where homes intermingle with long established agricultural uses. Residential densities within the planning area range from very low in rural settings to relatively high in urbanized locations. A full spectrum of housing types and price points, both for sale and for rent, can be found. Edwards is home to young renters, families with children, retirees and also second home owners who stay in the valley for shorter periods of time. Many socio-economic groups are represented.

While Edwards functions quite well as a community, development has occurred in piece-meal fashion through the years, with master plans providing little apparent guidance. Edwards boasts a relatively compact and coherent “town center”, but the larger development pattern is quite sprawling, reflecting patterns of private ownership and the county’s project by project approach to development approval. Design guidelines did not exist for the commercial core until 2009, and a great variety of building forms and architectural treatments exist.

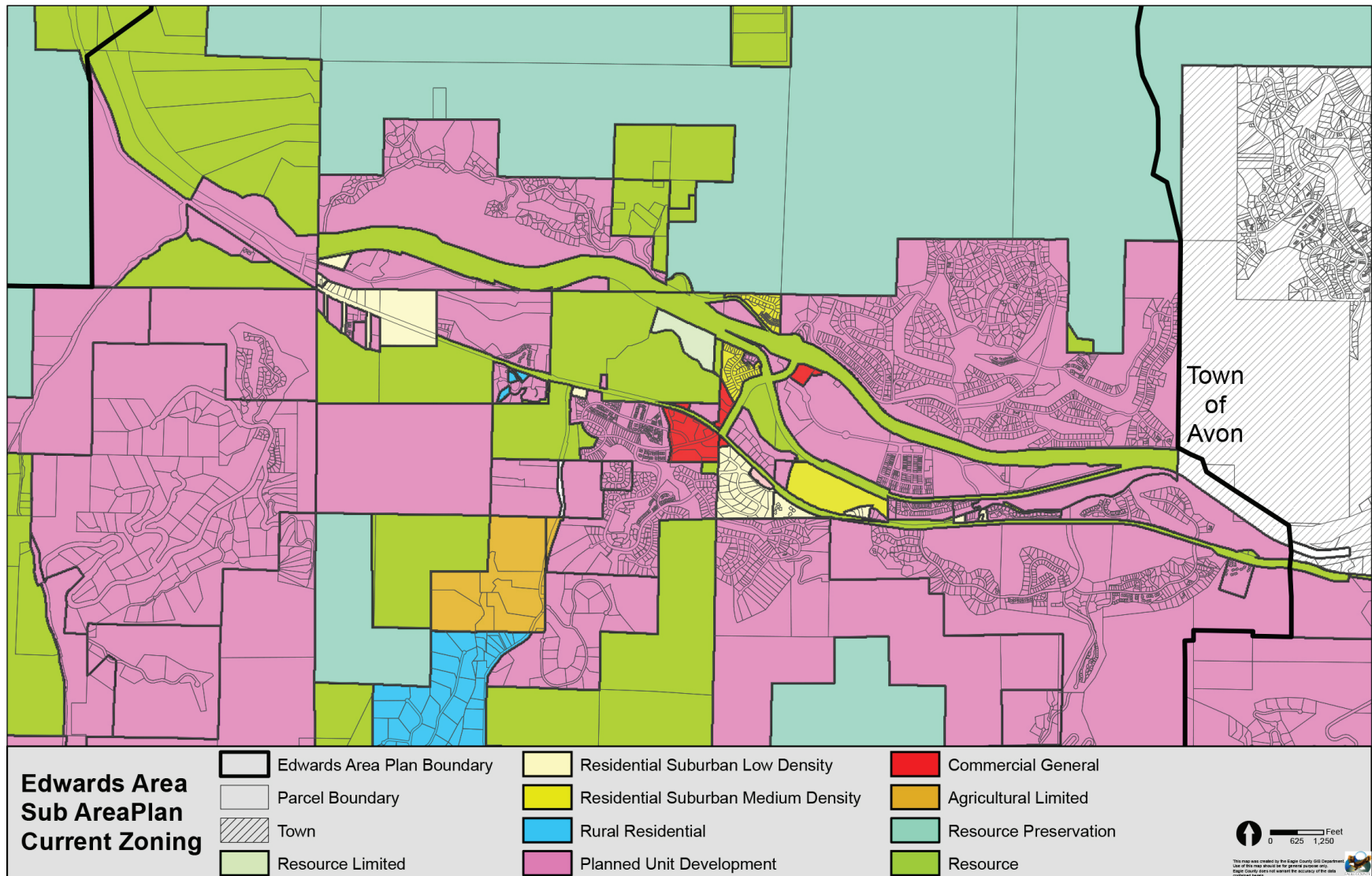
A lack of planning and oversight has also resulted in an assemblage of unattractive and in some instances non-conforming land uses along US Highway 6 in West Edwards. During the master planning process, participants indicated genuine concern for the West Edwards area, noting its functional and aesthetic detachment from the rest of Edwards. These issues are discussed in greater detail in Chapter 4 Planning Considerations, and Chapter 5, Character Areas.



Interstate 70 and US Highway 6 conveniently connect Edwards to other communities east and west in Eagle County, and to other destinations in Colorado and beyond. Travel routes can be quite busy, especially during peak travel times in the morning and afternoon. Parking is adequate in most commercial locations. While ECO Transit serves properties close to major transportation corridors, sloping terrain, distance, mountain lifestyles and a lack of pedestrian connectivity requires use of a car by most residents. Paved recreational trails, including segments of the Eagle Valley Trail, provide good opportunities for walking and biking between destinations, but there are important trail segments missing. Pedestrian and bike safety was listed as a major concern at the main Edwards intersection and along the Spur Road by master planning participants.



Metro district boundaries in the Edwards area



Edwards zoning 2016

Law enforcement for Edwards is provided by the Eagle County Sheriff, and fire and ambulance services are provided by special districts with facilities located in the Edwards commercial core. Five metropolitan districts operate within the planning area boundary, providing oversight and a variety of services within defined boundaries, some of them quite large (see map above). Water is provided to most developed areas by the Upper Eagle Regional Water Authority, whose water treatment and distribution system is operated and maintained by the Eagle River Water and Sanitation District (ERWSD). Homes in rural areas rely on wells and on-site wastewater disposal systems. Public recreational facilities are managed and maintained by the Western Eagle County Metropolitan Recreation District (WECMRD). The Colorado Department of Transportation (CDOT) has jurisdiction over I-70, the Spur Road

and US Highway 6. Other roads within the planning area boundary are maintained by Eagle County, special service/metro districts or private associations.

Those who participated in the master planning process indicated a high level of satisfaction with modern day Edwards, and all were strongly committed to retaining and/or enhancing the many positive attributes of the area. Meeting attendees noted that Edwards was a “local’s community” that benefited from a sense of openness and a “small town feel”. Public lands, private open spaces and the agricultural uses in Lake Creek, Squaw Creek and along Eagle River west of the Commercial Core were listed as essential elements of community character. Agricultural uses are also valued for the connection they provide to the history and heritage of the region. While Edwards does not offer every service or venue, it exists as part of a larger functional “place”, where residents and patrons move easily between numerous community centers and shopping destinations along I-70.

Edwards has never incorporated as a town, and land use in the area is controlled by county zoning under the jurisdiction of the Eagle County Board of Commissioners. Much of the development approved operates under Planned Unit Development (PUD) zoning, with each PUD providing a specific set of allowed uses. Traditional zone districts have been approved in the Edwards area as well, some supporting residential development, others supporting commercial. Most neighborhoods have homeowner associations that enforce covenants and design guidelines.

Given its surroundings, its scale, and the nature of its citizens, Edwards is clearly a place oriented towards mountain living and lifestyles. The planning process revealed a clear desire by the community to keep Edwards affordable for locals, to preserve scenic qualities, maintain access to outdoor recreation, and to build upon the activities and amenities that support families and kids. Additional discussion regarding these topics can be found in Chapter 4 Planning Considerations, and Chapter 5, Character Areas.

## **THE MASTER PLANNING PROCESS**

Master plan projects in the Eagle River Valley are initiated and managed by the Eagle County Planning Commission. For Edwards, the planning process was significantly enhanced by the participation of the Edwards Community Authority (ECA), a group comprised of representatives from each of the five metropolitan districts in the Edwards area. The ECA was formed in 2007 to identify and discuss issues affecting the broader Edwards community and they participated extensively in the successful completion of the roundabouts at the Edwards I-70 Interchange (Phase I of the I-70 Edwards Interchange Upgrade). ECA played a key role in identifying the need for a master plan update, provided valuable input throughout the assembly and adoption of this Plan and shared the cost for a local planning consultant. In 2016, the approval of a new transportation tax by voters in the Edwards Metropolitan District shifted the burden for transportation planning away from the ECA, but the group still meets to discuss local issues, and they provide recommendations to Eagle County on behalf of the residents of Edwards.

The master planning process is designed to be fully transparent and inclusive, welcoming participation by all interested parties. At the onset of planning for Edwards, planners collected and organized background data and maps which were presented to a Technical Advisory Committee (TAC) made up of local officials, service providers, business owners, and land management agencies. The TAC was tasked with identifying and/or forecasting technical issues, such as service gaps or infrastructure deficiencies. They also reviewed the proposed plan outline and the proposed planning process to confirm coverage and sufficiency for both.

A public open house was held at Battle Mountain High School, inviting all parties interested in the Edwards area to attend. The planning process was described, questions were answered, and information assembled by planners and the TAC was presented. Attendees were asked to record their opinions about services, amenities, opportunities, land uses, and possibilities for the future at various information stations.

Following the Open House, a web based community survey was conducted, looking again for opinions and ideas on topics of relevance

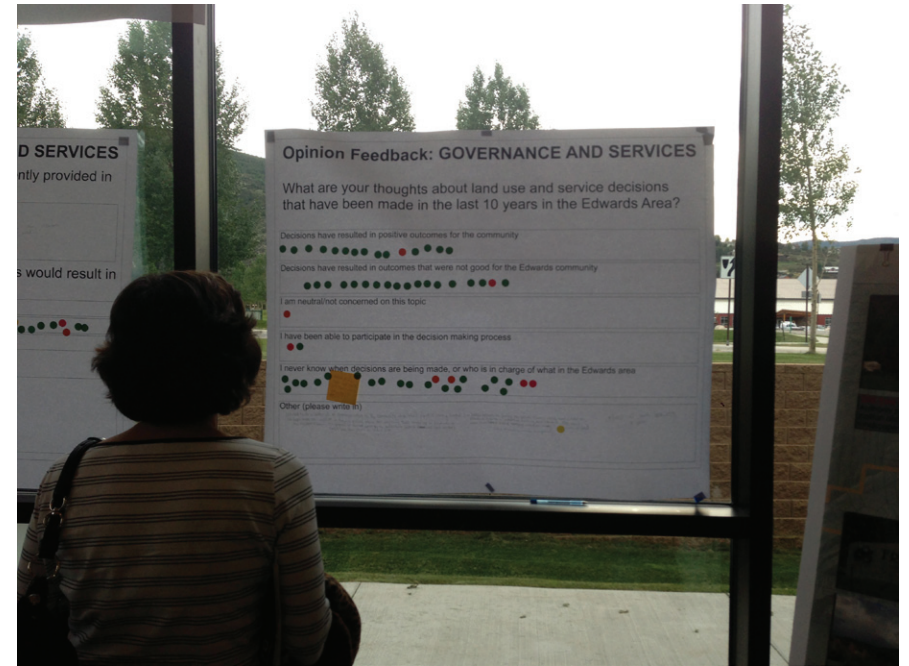


to a county master plan. More than 800 property owners in Edwards responded to the survey, providing over 1700 comments in addition to the survey questions. The results of the survey were evaluated, summarized and then shared at a second community Open House, also held at the High School. At this meeting, planning goals and land use options were outlined and discussed, and additional information was collected and/or confirmed regarding specific objectives for the Edwards area. Responses and summaries of the 2014 Edwards Area Community Survey have been provided as Appendix C of this document.



Open house meeting

An outcome of the second open house was the formation of a Citizen's Advisory Committee (CAC) that was tasked with creating specific elements and chapters of the Plan. Over the course of a year, the CAC worked with staff and consultants to finalize an outline for the Plan, craft a vision statement, confirm general planning objectives (see below), edit goals, policies and strategies, and construct a preliminary Future Land Use Map (FLUM). This material was periodically presented to the Planning Commission, who provided additional insight, direction and modifications. The CAC remained active through all stages of plan adoption, providing edits and suggestions as the Planning Commission worked to finalize the document.



Open house meeting

Master plans are not regulatory in Eagle County, and are instead considered guiding documents. Eagle County Land Use Regulations require “substantial conformance” to master plans, however, and as such the visions, planning considerations and Future Land Use Maps in this sub-area Plan should be viewed as both relevant and significant. They are additionally significant as they reflect the values and desires of the Edwards community.

This document does not include a discussion of demographic or economic trends, as these variables are subject to change over time. Much of this information is available, either directly or through links, on the Eagle County website. Wildlife is a dynamic and evolving resource, and while wildlife maps are updated every four years, Colorado Parks and Wildlife should be contacted for any development proposed within or near identified habitat areas. The Vail Valley Partnership, as an organization with regional oversight on matters of economic relevance, has completed the Eagle County Economic Development Plan. Other

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documents that should be considered as part of any master plan conformance evaluation in the Edwards area include the Eagle County Housing Guidelines, the Eagle River Watershed Plan, the Eagle Valley Regional Trails Plan, and the Eagle County Open Space Plan.

Finally, master plans are living documents, and should provide flexibility as circumstances change. Local influences, regional conditions and corresponding community values are not static, and new ideas and new approaches should be considered, so long as they are consistent with community goals and sound planning principals. Chapter 7 provides mechanisms and processes by which Minor Modifications, Exceptions and Updates to the Plan can be considered and implemented.

A preliminary draft of the 2016 Edwards Plan was placed on public referral on September 21, 2016, requesting review and comment from numerous agencies, associations and interest groups. Public adoption hearings with the Planning Commission began on November 2, 2016, at which time all comments received during the referral period were presented and discussed. A number of refinements were made by the Planning Commission as a result of comments received. The Edwards Area Community Plan was officially adopted on February 15, 2017.

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## 4. PLANNING CONSIDERATIONS

This chapter provides goals, policies and strategies relevant to the Edwards Planning Area. Seven “master planning” topics are covered; Land Use, Open Space and Recreation, Access and Connectivity, Natural Resources, Community Character, Economic Development, and Infrastructure, Services and Governance. Each topic is prefaced with an introduction that “sets the stage”, followed by one or more goals, which in turn are supported by one or more policies. Each list of policies is followed by a number of strategies or action items. The guidance provided by this chapter incorporates best planning practices and reflects input from master planning participants, service providers, land management agencies and other stakeholder groups in the Edwards area.

**A Goal** is a statement describing a condition or outcome that exists in the future. If the stated “condition” exists in the present, the master plan should provide guidance focused on preservation. If the condition does not yet exist, the master plan should provide policies, strategies and a Future Land Use Map crafted to foster change.

**A Policy** is a rule, a position, a way of thinking aligned with a goal that supports specific actions and/or strategies. Note that most policies statements in this Plan include the word “should”.

**A Strategy** is an action item that is doable and measurable. Master plans typically refer to action items as “recommended strategies”, reflecting the nature of master plans as guiding and not regulatory documents.

Strategies proposed in this plan represent a sampling of actions that could be undertaken. Other action items may exist, and should be considered. Responsibility for the implementation of various strategies is not indicated, as it may belong to one entity or agency, may require collaboration between multiple agencies, and/or may change over time.

Like the Community Vision on page 5, the goals, policies and strategies provided herein are fundamental to decisions made in the Edwards area, but they should not be consulted in isolation from the information provided in other chapters and materials in this Plan. The reader is encouraged to read relevant sections of Chapter 5, Character Areas, and should also to consult the Future Land Use Map in Chapter 6. These chapters in combination identify and support the long range vision for the Edwards Community. The first of seven topics, **Land Use**, follows.

## LAND USE

**Introduction:** The pattern of land uses that develop over time in a given area contributes strongly to the quality of life enjoyed by residents and visitors, and to the success of local businesses, and to the long term sustainability of the community. Land use patterns affect infrastructure, social interactions, service delivery efficiencies, and the quality of natural resources. They also influence and/or impact visual quality, community character and sense of place. It is the goal of this plan to foster land use patterns in the Edwards area that work to create a community that is desirable, successful and sustainable.

Many factors influence decisions related to land use, including but not limited to:

- 1) Physical features, topography, geology, etc.
- 2) Patterns of land ownership, private vs public
- 3) Infrastructure and service availability
- 4) The nature of existing development
- 5) Potential impacts from new development
- 6) Types, sensitivities and locations of natural resources
- 7) Economic “realities”
- 8) The needs, desires and opinions of the local community

A general discussion of these factors follows.

Mountainous topography presents a number of development challenges. Slope, elevation and physical distance are strong determinants of land use potential, with flatter lands in close proximity to services offering the best opportunity for agricultural, residential and commercial development. Topography influences access, utilities, solar exposure, drainage, soil conditions, vegetation, and views to and from affected properties. Other physical attributes of the land that must be considered include the presence of natural hazards like flooding, subsidence, rock falls and wildfires. These considerations are all present within the Edwards planning area.



Floodplain, riparian and wetland areas influence land use decisions

Public lands exist in close proximity to developed areas in Edwards. Residents and guests benefit from expansive open spaces, natural mountain environments, wildlife habitat and high quality recreational opportunities that are “right out the back door”. Public lands include lands owned and managed by the Forest Service, the Bureau of Land Management and Eagle County. Outstanding views and small town feel are community character elements enhanced by the proximity and quality of these lands. While generally available for recreation, public lands also support sensitive natural resources, and careful planning, oversight and management is often necessary to avoid conflicts and/or unintended impacts.

The pattern of private lands in the Edwards area reflects a history of ranching, which necessitated ownership of large acreages that included not just valley floors, but also steep hillsides, ridgetops and higher elevation terraces. As the economy shifted toward tourism in the 1970’s, these lands became available for development. Lower areas more easily served by roads and utilities were the first to become platted for homes and commercial uses, an efficient development pattern that continues to be supported by this Plan.

Gated subdivisions in more remote areas have been approved in the Edwards area, and there remain large tracts of private land which may be targeted for future development. Notwithstanding the attractiveness of living in the hinterlands, and the ability of many to afford the costs, development in outlying areas should only be approved if criteria provided by the Conservation Subdivision process can be met. It is possible for private lands to convert to public ownership through public-private land trades or purchases. While complex, land exchanges may have merit in the Edwards area as the community looks to preserve the quality of natural resources located on and near remote private properties.



Gated rural subdivisions should go thru the Conservation Subdivision process

A compatible land use by definition is one that exists in harmony with its surroundings. Said another way, while certain uses or designs are complementary to one another, others do not fit well together given functional, environmental or aesthetic considerations or outcomes. Factors of compatibility vary from site to site, and include but are not limited to safety, the types and intensities of land use, building architecture, access, the availability of public services, the nature of surrounding landscapes, the local climate and even impacts to community character. As example, big box stores and traffic jams are not compatible with the small town/mountain town character desired by Edwards' residents, and sprawling development is not compatible with planning objectives like infrastructure efficiency and natural resource preservation. Compatibility is evaluated for all land use proposals in Eagle County, and is a significant consideration in the Edwards area.

Impacts from additional development in a place like Edwards can vary. Local lifestyles and economic conditions are enhanced by improved roads, expanded housing or recreational opportunities and new shops, jobs and services. Increased traffic and noise, more crowded venues, and negative impacts to natural environments can also result. Impacts from development aggregate over time, and can become a strong factor in the public's acceptance of new or expanded land use proposals. Minimizing negative impacts while retaining desired community attributes as Edwards continues to grow will require thoughtful, collaborative planning with a clear vision in mind. Separate collections of goals, policies and strategies have been developed for traffic, natural resources, public services, and community character, as detailed later in this chapter.

Economic factors are at the heart of any land use proposal. The cost of land, infrastructure, permitting and construction, combined with the realities of project financing and returns ultimately determine the viability of a development proposal. The risks for developers are considerable, and implementing successful projects in an environment where land costs and construction costs are extraordinarily high can be very challenging.

Interstate 70 brings patrons to the Edwards area from other parts of Eagle County, and local residents frequently shop elsewhere as well. As such, Edwards is part of a larger functional place. Correlations between local economic success and the number of local dwelling units and/or the types of services provided are not easily derived. Edwards is also unincorporated, and does not benefit from a municipal sales tax that would support community or public improvements. State and County sales taxes are collected, and there are assessments by local special service districts, but these monies are typically not available for community-wide enhancements. Because the Edwards area is under the governance of the Board of County Commissioners, county-wide economic conditions and needs may at times trump local needs and/or desires. These and other economic realities must be considered in land use decisions in the Edwards area. A separate collection of goals, policies and strategies regarding the topic of economic development is located later in this chapter.



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## **LAND USE - GOALS, POLICIES AND STRATEGIES**

**Goal LU 1** The type and distribution of land uses in Edwards address community needs, maintain community character, and reflect a holistic, principled and thoughtful approach to planning.

**Goal LU 2** Compact development in the Edwards area enhances service and access efficiencies, preserves rural landscapes, and protects the quality of natural environments and resources.

For the purposes of this master plan, land uses have been separated into the following categories; Residential, Commercial/Retail, Agricultural, Civic and Institutional, and Industrial. Open space and recreation are also land uses, but given their importance in the Edwards community they are handled as a separate planning topic (following this one) in this chapter.

### **Residential Land Use Policies and Strategies**

**Policy:** A full range of housing products should be available in the Edwards area.

**Policy:** New development that includes workforce housing units should be within walking distance of commercial services and/or a public transportation stop.

**Policy:** Higher residential densities should be located within the Commercial Core or adjacent to US Highway 6 and/or the Spur Road.

**Policy:** New residential subdivisions in rural areas should be limited to those which provide public benefit, and should be located/designed to minimize impacts to rural character and the quality of natural resources.

### **Strategies**

- Evaluate and continue to adjust as necessary Eagle County Housing Guidelines to enhance their effectiveness in providing affordable housing units in appropriate locations.
- Maintain an appropriate mix of rental and for sale units in the Edwards area.
- Encourage higher residential densities on properties in close proximity to daily services and jobs, and/or in close proximity to public transportation stops.
- Review land use and zoning regulations and modify as necessary to support live/work arrangements in commercial and light industrial developments
- Identify and work to minimize obstacles to the construction of mixed use buildings (commercial combined with residential) in commercial/retail areas.
- Support the construction of student and/or faculty housing units on the CMC campus.

### **Commercial/Retail Land Use Policies and Strategies**

**Policy:** Commercial and retail uses should be generally confined to the Edwards Commercial Core.

**Policy:** Mixed use structures should be promoted in the Edwards Commercial Core.

**Policy:** New commercial/retail development in the Edwards Commercial Core should offer shops and office space similar in size and scale to existing development, or should give an outward appearance of the same.

**Policy:** Additional lodging units in the Edwards Commercial Core should be supported.

**Policy:** New commercial uses in West Edwards should be limited to those that provide services and/or employment to West Edwards residents.

**Strategies**

- Adhere to applicable provisions of the Edwards FLUM (see Chapter 6).
- Adhere to applicable provisions of the Urban Design Elements for the Edwards Core Area (see Appendix B) for all new or re-developed commercial, lodging, or mixed use buildings and/or public spaces.

## **Agricultural Land Use Policies and Strategies**

**Policy:** The nature and extent of agricultural land uses in the Edwards area should be preserved.

**Strategies**

- Adhere to applicable provisions of the Edwards FLUM (see Chapter 6).
- Maintain existing zoning in rural areas.
- Utilize Eagle County's Conservation Subdivision Process if development is proposed on agricultural properties in rural areas.
- Support the use of conservation easements to preserve agricultural lands.

## **Civic and Institutional Land Use Policies and Strategies**

**Policy:** New civic, institutional, and/or educational facilities and services should be located in the Edwards Commercial Core, or in the Berry Creek/Miller Ranch PUD.

**Policy:** Public safety and service facilities should be located in the Edwards Commercial Core or in the Berry Creek/Miller Ranch PUD, with satellite structures/facilities strategically located in outlying residential subdivisions as determined necessary.

**Policy:** Support/encourage facilities that expand opportunities for cultural and social events in the Edwards Commercial Core, the Berry Creek/Miller Ranch PUD, or in West Edwards.

**Policy:** Support/encourage new facilities or enhancements to educational services in the Edwards area.

**Policy:** Support/encourage new facilities or enhancements to medical services in the Edwards area.

**Strategies:**

- Work to expand civic services at Freedom Park, reserving space for uses that might include a library, expanded child care, government offices, a concert venue, or other facilities/amenities that address an identified community need.
- Encourage the maintenance and upkeep of the historic Edwards Cemetery, and support efforts to expand cemetery space and services in the area.
- Encourage plazas, parks and quality gathering places in new development, commensurate to the nature of the development.
- Support the growth of CMC programs and facilities.
- Investigate ways that the Eagle River Preserve property might be utilized to enhance civic engagement in the Edwards area, consistent with provisions of the Eagle River Preserve Conservation Easement.
- Support the use, maintenance and/or enhancement of civic and community facilities provided by home owner associations and special service districts in the Edwards area.

## **Industrial Land Use Policies and Strategies**

**Policy:** Light industrial uses may be appropriate in commercially zoned areas, but should only be allowed if the following criteria are met:

- The use will be compatible with adjacent properties, and with the character of existing development.
- Related activities and machinery will be fully contained within a building
- The use will not generate excessive noise or smoke.
- Impacts from service delivery vehicles will be minimized.
- The use will not require outdoor storage or staging that cannot be adequately screened from public view.

### **Strategies:**

- Amend county land use regulations to distinguish light industrial from heavy industrial uses, and incorporate criteria to evaluate the suitability of light industrial uses in select areas or zone districts.



Open lands support wildlife habitat and enhance water quality.

## **OPEN LANDS AND RECREATION**

**Introduction:** While open lands (or open space) and recreation involve a “use of land”, they are of such importance in the Edwards area that they have been given a separate section within this chapter. Open lands contribute significantly to the “quality of place” in Eagle County, and to the quality of life enjoyed by residents and visitors. Open lands may be publicly or privately owned, and for the purposes of this plan are defined as lands preserved in a generally undeveloped condition. They support wildlife habitat, enhance water quality, buffer neighborhoods, isolate hazards, and preserve agricultural history and heritage. Forest Service and BLM lands, river and stream corridors, steep slopes and no-build areas set aside during the entitlement process fit this description, as do lands used for grazing or hay production on private ranches. Many acres of open lands exist or have been set aside in the Edwards area, contributing significantly to local views, small town feel and opportunities for outdoor recreation.

The preservation of open lands, whether public or private, was identified as a high priority by those who participated in the planning process in Edwards. It is important to note that recreational activities on open lands often conflict with efforts by resource management agencies to protect wildlife and the integrity of critical wildlife habitat areas. Management strategies that limit recreational access to some areas during some or all parts of the year may be necessary.

Developed (active) recreation sites support games and exercise, and while they may be open in character they may also include buildings and other structures devoted to recreational activities. Developed recreation sites require maintenance and upkeep, and they can consume significant resources. Paved trails, tennis and basketball courts, swimming pools, workout facilities, golf courses, skate parks, sports fields and playgrounds are all considered developed recreation. Edwards boasts a field house and a regional sports field complex, and there are many miles of paved paths and dirt trails that support running, hiking and biking. There are five golf courses in the area, and also private recreational facilities associated with developed neighborhoods. Given the significant number of



working families in the West Edwards area, a shortage of playgrounds and recreational facilities in that part of the community was identified by planning participants. Survey results also indicated a general shortage of public adult workout options, mountain biking options and also indoor venues and activities for teens and young adults.



Edwards boasts a regional sports field complex.

This plan supports retaining and enhancing the contribution of open lands to the general wellbeing of the Edwards community and to the integrity of the broader ecosystem. Facilities that support active recreation should also be retained and/or enhanced, providing opportunities for all age groups to play, exercise and recreate.

## **OPEN LANDS AND RECREATION - GOALS, POLICIES AND STRATEGIES**

**Goal OSR 1** Open lands in the Edwards area enhance visual quality, contribute to neighborhood and community character and provide trail connectivity and recreational opportunities.

**Goal OSR 2** Open lands in the Edwards area support ecosystem connectivity, enhance critical wildlife habitat, and ensure the quality of other natural resources.

**Policy:** The quality of public lands and private lands that have been designated to remain open and undeveloped should be preserved in the Edwards area.

**Policy:** Eagle County open space funds should be used to acquire and preserve qualifying lands in the Edwards area, consistent with community input and established open space criteria.

**Policy:** To the greatest degree practicable, new open lands created as part of a development proposal should be positioned in a manner that protects or enhances wildlife habitat, preserves views, avoids natural hazards, improves trail connectivity, and/or creates or expands recreational opportunities.

**Policy:** Dispersed recreation on open lands should be managed to minimize impacts to wildlife and other sensitive resources.

### **Strategies**

- Adhere to applicable provisions of the Urban Design Elements for the Edwards Core Area (see Appendix B)
- Maintain public land boundaries in the Edwards area, unless it can be demonstrated that public benefits realized from the privatization of public lands significantly outweigh any negative consequences or impacts.

- Support land trades or purchases that preserve the quality of natural resources by converting private properties to public ownership in remote areas.
- Participate in the evaluation of policies and management strategies for lands owned by Federal, State or County governments, and recommend changes consistent with local desires and/or concerns.
- Work to implement strategies recommended by Colorado Parks and Wildlife to minimize recreational impacts on wildlife. Consult current wildlife mapping, linkage plans and other wildlife studies during the land use evaluation process.
- Work with homeowner associations and/or special service districts to assure/enhance the management and quality of existing private or quasi-public open lands in the Edwards area.
- Assure best management practices on newly created private or quasi-public open lands in the Edwards area through the development approval process.
- Utilize the County's Conservation Subdivision Process for residential development on qualifying properties in rural areas
- Update the Eagle County Open Space Plan, and seek to acquire lands of high open space value in the Edwards Area.

**Goal OSR 3 Developed (active) recreation sites, facilities and amenities in Edwards are well managed, meet the needs of the community and serve all age groups.**

**Policy:** Eagle County, WECMRD, Eagle County Schools, other service districts, homeowner associations and special interest groups should work together to provide a full range of public and quasi-public recreational facilities in the Edwards Area.

**Policy:** New development or re-development should provide new or should enhance existing recreational facilities in the Edwards area, commensurate to the nature and size of the development project.

**Policy:** Developed recreational facilities should serve all age groups.

**Strategies**

- Adhere to applicable provisions of the Urban Design Elements for the Edwards Core Area (see Appendix B)
- Periodically conduct community surveys to determine local needs for developed recreational facilities.
- Assure best management practices for public or quasi-public recreational facilities created through the entitlement process in the Edwards area.
- Encourage periodic updates to service district plans to address the scope, care and provision of recreational facilities.
- Work with local interest groups, homeowner associations and public land management agencies to evaluate areas where new multi-use trails might be constructed, including those that might connect existing neighborhoods.
- Evaluate new residential development to assure access by residents to safe outdoor recreation options, including playgrounds for children.
- Focus efforts to construct new playgrounds and/or play fields to serve the existing West Edwards community

## **ACCESS AND CONNECTIVITY**

**Introduction:** How people move around within a community and access destinations, and the ease by which goods can be delivered to and from retail and commercial establishments, is essential to both quality of life and economic success. Edwards is generally well served by roads, parking lots, paved recreational paths and delivery truck loading areas, but there are related concerns. Traffic congestion on the Edwards Spur Road has been eased by the recent construction of three roundabouts at the I-70 interchange, but capacity and access improvements are still needed. The I-70 Edwards Interchange Upgrade Phase 2 Project targets these improvements, as well as improvements at the Main Edwards Intersection, where studies have indicated that traffic levels of service will begin to fail in coming years. Similar concerns exist for segments of US Highway 6 between the Main Intersection and Squaw Creek Road, where significant queuing delays on side roads are already experienced during peak travel hours. Studies are currently underway to identify traffic flow improvements on US Highway 6 in the West Edwards area.



Pedestrians and those on bikes benefit from trail improvements.

Pedestrians and those on bikes benefit from a variety of path and trail improvements in the Edwards area. The paved Eagle Valley Trail connects points along US Highway 6 and facilities in Miller Ranch to the Edwards Commercial Core. Informal paths wind through open space tracts between Homestead and service destinations on the valley floor, and a paved trail parallels Berry Creek Road north of I-70 in Singletree. Other neighborhoods offer walking opportunities, although distance, elevational changes and winter conditions necessitate the use of a car in most situations. There are currently no public trails or paved paths along Lake Creek Road, and the community indicated little desire for any.

Significant concern for safety was noted by planning participants at the Main Edwards Intersection, where pedestrians and bikes cross five lanes of busy traffic, and also along the Spur Road, where no pedestrian or bike paths exist at all. The CMC campus is isolated from walking options to commercial core destinations as a result of these deficiencies. Similar concerns for pedestrian safety exist at the Battle Mountain High School/ WECMRD Field House roundabout located on Miller Ranch Road. Some pedestrian routes in the Edwards area have nighttime lighting, others do not. A proposed reroute of the Eagle Valley Trail through the Eagle River Preserve has not been constructed, and residents in Brett Ranch Villas and Lake Creek Village on the north side of the Eagle River have no reasonable pedestrian or bike options for reaching services in the commercial core.

Eagle County Regional Transportation Authority (ECO Transit) busses serve the area with numerous routes and stops along main travel corridors, but the development pattern of Edwards is only partially friendly to public transportation services. A bus transfer station is now operational near the WECMRD Field House, which provides a local park and ride option. ECO Transit frequently evaluates the efficiency of its systems and constantly works to upgrade and improve its services. Ideas have been discussed regarding the operation of local circulator routes that could provide some (limited) service to areas like Homestead and Singletree, but funding would be a significant challenge.





(ECO Transit) busses serve the area with numerous routes

The ECO Trails Department oversees construction and maintenance of regional multi-use public trail segments in the Edwards Area. Maps and information regarding trails and trails planning by Eagle County can be found in the Eagle Valley Regional Trails Plan, and on the ECO Trails webpage, which can be accessed at <http://www.eaglecounty.us/trails/>. Most “neighborhood” trail segments in the Edwards area are maintained by Metropolitan Districts and/or homeowner associations.

Assuring a fully connected, safe and efficient road, trail and service delivery system, and providing land use patterns and amenities that incentivize walking, biking and riding the bus, are major goals articulated by this plan. The recent approval of a sales tax by property owners in the Edwards Metropolitan District targeting transportation improvements will provide much needed funding for road and path system projects; first and foremost the completion of the I-70 Edwards Interchange Upgrade project. Continued collaboration and the sharing of resources between Eagle County, CDOT, special service districts, and local businesses will be necessary to address transportation and connectivity issues.

## **ACCESS AND CONNECTIVITY - GOALS, POLICIES AND STRATEGIES**

**Goal AC 1** Path and trail systems in and around Edwards are fully connected and provide safe and efficient movement for pedestrians and bicyclists.

**Policy:** A safe, attractive and fully integrated pedestrian and bike path/trail system should be provided to link all destinations in the Edwards area.

### **Strategies**

- Adhere to applicable provisions of the Urban Design Elements for the Edwards Core Area (see Appendix B)
- Provide safe pedestrian and bike movement options in all developed areas.
- Require new development to connect new internal trails to existing pedestrian and bike systems.
- Acquire public path and trail easements necessary to complete future public trail systems.
- Prioritize and secure funding for path and trail enhancement projects in the Edwards area, including but not limited to:
  - The installation of state-of-the-art crosswalks at or adjacent to the main Edwards intersection
  - The construction of a pedestrian path that parallels the Edwards Spur Road
  - The realignment of the Eagle Valley Trail west through the Eagle River Preserve
  - The construction of a pedestrian and bike path on the north side of US Highway 6 between the Eagle River Mobile Home Park and the Edwards Commercial Core
  - The completion of missing trail segments in the Edwards area.
  - Other trail maintenance and/or improvement projects identified by the community through periodic walkability surveys and assessments.

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**Goal AC 2 Roads, intersections and access points in Edwards provide safe and efficient movement for cars and trucks.**

**Goal AC 3 Parking lots in commercial, mixed use and multifamily developments are properly configured and adequately dimensioned for present and future needs.**

**Policy:** Roads and intersections in Edwards should be designed to operate at safe and acceptable levels of service.

**Policy:** Access to commercial and residential developments should be adequate, safe, efficient and in accordance with current access management plans.

**Policy:** Parking should be adequate to serve commercial and residential developments, with parking lots configured/arranged to enhance safety, minimize off-site impacts and mitigate negative visual impacts.

**Strategies**

- Adhere to applicable provisions of the Urban Design Elements for the Edwards Core Area (see Appendix B)
- Participate in planning efforts, and support CDOT in the implementation of needed vehicular and pedestrian improvements for US Highway 6, the Spur Road and the Main Edwards Intersection.
- Limit the types and intensities of land use in areas where additional traffic generation would negatively impact safety or level of service standards on roads and/or at intersections.
- Update the US Highway 6 Access Management Plan as conditions warrant.
- Require a parking management plan for all new commercial and multi-unit residential development.

**Goal AC 4 Public transportation is available to both residents and guests, and fully satisfies local needs.**

**Policy:** Transit facilities and transit programming in the Edwards area should provide viable transportation options for local residents and guests.

**Strategies**

- Assure necessary transit related improvements are included in new development proposals, commensurate to the scale and location of the development.
- Support ECO Transit's efforts to improve service routes and/or efficiencies in the Edwards area.
- Support the effort of ECO Transit and other stakeholders to fund and operate a local transit collector system serving off-route residential neighborhoods in the Edwards area.
- Assure future development does not preclude service to the Edwards area by a regional light rail system.

## **COMMUNITY CHARACTER, APPEARANCE AND DESIGN**

**Introduction:** Each community offers a unique combination of features, attributes or experiences that serve to define its “character” or “sense of place”. How a community is designed and what a community looks like are attributes fundamental to both business success and community pride. Character attributes can include the pattern and diversity of development, the scale and style of buildings, the design of public spaces, the nature of roads, traffic, trails and parking lots, the quality of nighttime lighting, the appearance of neighborhoods, the location of landscaping and the extent and type of open lands and natural features. Many character elements are associated with visual experiences, but there are other important considerations as well, including the mix of people, the types of businesses and jobs, the types and quality of schools and other institutional uses, and the types and qualities of recreational, cultural and/or social events. Importantly, community character evolves from a collection of interrelated and often interdependent elements. Understandably, locals become quite attached to and protective of positive character elements within their community, and they are very much aware of elements that should be retained, could be improved, or that simply must be lived with given the low probability of change. Agricultural uses in the Lake Creek Valley would be an example of something worth preserving, the lack of recreational amenities in West Edwards area an example of something that could be improved upon, and noise impacts from Interstate 70 an example of a negative character element that will likely increase and that will be difficult to mitigate.

Phrases like “rural”, “countryside”, “suburban” or “urban” are all used to describe the character of a place, and Edwards has examples of each. Similar to many other communities in Eagle County, survey results and feedback at community meetings in Edwards disclosed a desire by residents and property owners to preserve a “small town feel”. A list of small town feel elements has been assembled and can be found in Appendix A, Glossary of Terms. Edwards is a mix, for while it exhibits

many small town attributes, it also has a number of characteristics of more urban quality, traffic congestion and constant noise from the busy I-70 corridor two prime examples.

A number of desired “character attributes” were defined during the master planning process and are listed below. Again, as much as the character of sites vary within the Edwards planning area’s boundary, so too would the mix of these attributes at any one location.



The desire to preserve a “small town feel” is a common goal.

- **Pedestrian-oriented development**, as further defined in this plan, implies a certain scale of buildings and adjacent public spaces designed to be pedestrian friendly and easy to access by walking or biking. The Edwards Commercial Core exhibits many positive pedestrian-oriented development attributes, but there are also significant barriers to easy pedestrian and bike movement in the area. Improving safety and pedestrian movement features at the Main Edwards Intersection should be a high priority. For new development, building height and the nature and scale of street level offerings like sidewalks, benches, signs, courtyards and landscaped areas should continue to be important considerations.



- **A local's community.** In essence, this attribute implies a place where homes are occupied year round by local residents. Second home owners who visit frequently and who are involved with local activities can contribute positively to this character attribute in Edwards. The proximity of the community to world-class ski resorts, the attractiveness of the area to those with wealth, the trend toward short term vacation rentals, and the continued migration of locals to more affordable living environments further west generated concern during the planning process for the long term sustainability of this vital community characteristic.

- **A variety of quality neighborhoods.** Edwards offers a variety of quality living environments supporting a diverse population of workers, families and visitors. Single family, duplex and multifamily units are found in quiet well-manicured neighborhoods throughout the community. Streets are well maintained, parking is adequate, and most homes have reasonable access to paths, parks and other neighborhood amenities. As further discussed in the Chapter 5, Character Areas, the quality of neighborhoods bordering US Highway 6 in the West Edwards area are an exception, as they are noticeably not consistent with norms established in other parts of the Edwards community.

- **Open lands.** Strongly related to mountain lifestyles and recreation, open lands buffer development, support wildlife, provide access to seclusion and even enhance the life enjoyed by the family pet. Lands associated with the Eagle River corridor and floodplain are certainly a part of this in Edwards, as are existing agricultural lands, public (Federal) lands, county owned open spaces and private open spaces resulting from development approvals. Input gathered during the planning process placed high value on open tracts separating neighborhoods, and the open character of the Lake Creek and Squaw Creek valleys. Scenic quality is directly attributable to open lands, and there are a number of long standing iconic views in the Edwards area, like the one looking up the Lake Creek Valley from I-70.

- **Recreational opportunities.** Residents and visitors in Edwards are outdoor oriented, and enjoy access to hiking, biking, skiing, fishing, rafting, camping, field sports, working out, golf, etc. There are golf courses, miles of public river frontage, trailheads at wilderness boundaries, paved recreational paths, mountain bike routes, sports complexes and expansive open spaces. It is a short trip from Edwards to skiing at both Beaver

Creek and Vail, which in combination with other available activities in the area creates a climate similar to a year-round destination resort.



Recreation opportunities such as trailheads at wilderness boundaries.

- **Educational activities and campuses.** The school buildings and facilities in the Berry Creek/Miller Ranch PUD combine with the WECMRD Field House to bring students, recreationalists, families and spectators to the Edwards area. These campuses are strongly associated with the Edwards community, and satisfy many public and private functions.

- **Shopping and entertainment options.** The businesses located at the I-70 interchange and surrounding the Main Edwards Intersection provide a unique and easily accessible collection of shops, restaurants and entertainment options. The nature and mix of business offerings in the area is strongly influenced by the status of Edwards as a regional shopping destination that serves a wide variety of socio-economic groups.

- **Distinctive (but not necessarily uniform) architecture.** Design guidelines did not exist during the formative stages of development in the Edwards Commercial Core. As a result, architecture varies considerably. Community opinions of the architecture vary as well, but many agree that present-day visual and spatial elements are not

terribly unappealing when viewed as a whole, and indeed contribute to a distinctive identity and sense of place. Design guidelines are enforced in many but not all neighborhoods. Uniformity in landscaping, signs, lighting and other streetscape elements can help tie the Edwards community together, and should be strongly encouraged for new development and new improvements within travel corridors or in public spaces.

Community feedback during the planning process identified West Edwards as a place where positive character elements were lacking. Historic development in the area has resulted in a mishmash of land uses, some quite old, some of industrial nature, some of “lesser quality” that share few common architectural or design features. This has created a place that seems functionally and aesthetically disconnected from the rest of the Edwards community. There is significant traffic congestion on US Highway 6 at certain times of the day. While some properties may enjoy frontage on the Eagle River, they may also be impacted by the aesthetics of the regional wastewater treatment facility located on the river’s northern bank.

Remedies for West Edwards are limited given the built-out nature of the area, but every effort should be made to introduce character elements and neighborhood features consistent with the nature and quality of other Edwards “places”. Roads and intersections should be improved to handle traffic, and trees should be planted along US Highway 6 and around and within developed areas. Riparian vegetation should be reestablished along the river. Other needed improvements identified during the planning process include new or expanded parks and playgrounds, a pedestrian and bike path on the north side of US Highway 6 between West Edwards and the Commercial Core, and lighting on pedestrian and bike paths in the area.

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## **COMMUNITY CHARACTER, APPEARANCE AND DESIGN - GOALS, POLICIES AND STRATEGIES**

**Goal CC 1 Edwards is a distinctly recognizable community with a reputation for friendly people, eclectic architecture, quality services, quality living, and beautiful scenery.**

**Policy:** Those elements of the built environment that contribute positively to community character and design in Edwards should be retained and incorporated into future development.

**Policy:** Those elements of the natural environment that contribute positively to community character and design in Edwards should be protected and properly managed.

**Policy:** Social and cultural elements that contribute positively to community character and design in Edwards should be retained, expanded and/or enhanced.

### **Strategies**

- Adhere to applicable provisions of the Edwards FLUM (see Chapter 6).
- Adhere to applicable provisions of the Urban Design Elements, Edwards Core Area (see Appendix B) for all new or re-developed commercial, lodging, or mixed use buildings and/or public spaces.
- Create design guidelines for the US Highway 6 Corridor west of the Main Edwards Intersection, consistent with purposes and outcomes identified in the Urban Design Elements, Edwards Core Area document.
- Support the administration of design guidelines by home owner associations and other design review boards in the Edwards area.
- Preserve the nature and character of rural lands in the Edwards area
- Support management plans and activities intended to preserve the quality of public lands and privately owned open spaces.

- Create and implement management plans for naturally vegetated areas, landscaping in public spaces, and landscaping associated with structures and development.
- Encourage site layouts and landscape and irrigation designs that conserve water.
- Design roads and intersections to be safe, but incorporate dimensions and features consistent with the small town character of the community.
- Support lighting and streetscape elements that enhance Edwards' sense of place.
- Maintain a pedestrian scale in the Edwards Commercial Core.
- Identify and work to retain features and facilities that support social interaction
- Provide parks, plazas and gathering areas for new development, commensurate to the scale and location of the development.
- Support/promote cultural programming and events provided by schools, businesses and special interest groups in the Edwards area.
- Enhance and/or expand existing recreational facilities.

## **NATURAL RESOURCES AND ENVIRONMENTAL QUALITY**

**Introduction:** Natural elements and features combine in an area like Edwards to provide places both useful and attractive to residents and visitors, but also places that require considerable care as they can be sensitive to physical disturbances and/or human activities. Natural places are home to wildlife, provide clean water, enhance views and support recreational activities, and they are highly valued by the residents of Eagle County. They are closely associated with open lands, as discussed earlier in this chapter. A high quality natural environment is foundational to Eagle County's resort and lifestyle economy, and concern for the environment was very evident in community feedback received during the master planning process.

The management and care of natural resources requires a holistic view of many functional relationships, and a balanced approach between use, enjoyment and preservation. Wildlife is enjoyed and photographed, but is also harvested during hunting season. Trees provide shade and habitat, but can be cut for wood products, and the gravel and minerals beneath a beautiful meadow can and sometimes should be extracted from the earth. While normally seen as providing positive outcomes, activities related to natural resource management can have negative impacts. Fortunately, forested lands in the Edwards area lack the critical mass to support timber removal operations, and at the writing of this plan no mineral or gravel deposits have been identified that would justify future mining operations.

Natural areas function as parts of larger biologic and ecologic "systems", with local conditions influenced by external factors, and local activities sometimes influencing environmental conditions elsewhere. Environmental quality, whether measured or sensed, serves as an indicator of the cumulative effect of man's activities on natural systems, and also the success of related management programs. The following paragraphs briefly describe resource attributes related to environmental quality in the Edwards area.



**Vegetation** in the Edwards area is important to both the environment and to the character of the community. Open lands support a wide variety of plant species, with sage and meadow ecosystems predominant lower elevations, and thick stands of aspen, spruce and fir common higher up. Healthy ground cover prevents excessive soil erosion in most locations. River and stream corridors in the area offer the greatest diversity of plant species. Narrowleaf Cottonwoods, Blue Spruce and Douglas Firs grow quite large along the Eagle River through Arrowhead and the Edwards Core. Some riparian areas along lower Lake Creek have been negatively impacted by development, as have some areas along McCoy Creek (Arrowhead) and Squaw Creek (Cordillera). Riparian vegetation is largely absent along portions of the Eagle River in West Edwards.

The nature and condition of vegetation is closely associated with hazards for wildfire. In rural parts of Edwards, heavy timber, steep slopes and the absence of adequate firefighting water supplies elevate concerns for fire events. No wildfires have occurred in recent history, but homes have been lost, and these household fires, while tragic in and of themselves, could have triggered larger wildfire events. A number of outlying neighborhoods have taken steps to reduce fire hazards, and the reader is encouraged to consult the Eagle County Community Wildfire Plan, the Cordillera Community Wildfire Plan or the Eagle River Fire Protection District Community Wildfire Protection Plan for additional information.

**Air quality** is important to health, and also to visual quality. Experienced every day by residents and visitors, air quality in Edwards is influenced by local air shed dynamics and local sources of pollution, but also by large scale meteorological conditions which bring air to the area from distant locations; sometimes clean air and sometimes not so clean. Modern advances to the combustion engine, the cessation of asphalt production on the B&B gravel pit site west of the Preserve, and a significant reduction in wood burning fireplaces across Eagle County have resulted in improved air quality in Edwards, but there are still concerns. Dust from distant continents, smoke from distant wildfires, greenhouse gas emissions generated both locally and from afar, and locally generated smoke and dust can contribute in varying amounts at different times of the year to local air quality.

Energy efficiency and the use of public transportation should be promoted in the Edwards area to reduce greenhouse gas emissions. Disturbed soils should be promptly revegetated. Efforts by Eagle River Water and Sanitation to reduce olfactory impacts from the wastewater treatment plant should be supported. Smoke in the evenings from backyard chimineas and residential outdoor fire pits was listed during the planning process as a growing concern.



Wildlife is a key natural resource

Wildlife management is a dynamic science. As wildlife adapts or adjusts to changes areas previously not deemed critical or important can become

**Wildlife.** Healthy wildlife populations support Eagle County's tourist economy, and are a strong indicator of the health of the overall natural environment. Animals require cover, forage, water, seclusion, and the ability to move in response to habitat requirements. Deer, elk, bear and other wildlife species are very reliant on the variety, quality and interconnectivity of open lands, and on specific habitats like those found along streams and rivers and at lower elevations.

vital to survival or movement. Wildlife management therefore needs to be adaptive and evolving, with strategies based on changes and trends that are occurring at any given time. At the writing of this Plan, wildlife officials have expressed concern for impacts from hiking and biking north of I-70 in the early spring (largely focused on deer), for elk migration north and south across the Eagle River Valley in the West Edwards area, and for the safety of elk that bed down during the winter in locations along the Eagle River.

Flexible and adaptive wildlife management will be imperative if the community of Edwards wants to protect or enhance its wildlife resources. Eagle County is working with wildlife officials to improve habitat connectivity along the I-70 corridor, and related improvements may be recommended for the Edwards area. Public education and continued monitoring and adherence to seasonal closures and other management strategies employed by CPW will be necessary to insure good health of Eagle County wildlife populations in the future.

**Water.** Domestic water is collected from surface sources or drawn from wells in the Edwards area, and the quality of water prior to treatment is generally good. The Upper Eagle River Water Authority (UERWA) provides high quality drinking water to most developed areas in Edwards. A separate system operated by the Lake Creek Metropolitan District supplies water to homes in the Lake Creek Meadows subdivision. Properties not served by domestic systems rely on private springs and wells.

Treatment issues can arise for domestic systems when pollution occurs upstream from water diversion points, but these events are rare and safeguards are in place to assure continued service. Residents of the Eagle River Mobile Home Park have reported aesthetic problems with their private well water, but samples continue to meet Colorado Department of Health standards.

Strategic planning is necessary to assure the delivery of high quality water in the Edwards area while maintaining the quality of the natural environment. Variable flows in river and stream systems, especially in the face of climatological uncertainty, make water resource planning

even more important. Incorporating water-saving designs like compact development into land use planning is a “best practice” identified by the recently released Colorado Water Plan, and there are many other strategies provided by the recently updated Eagle River Watershed Plan. Conservation measures that target consumptive water use in developed areas are strongly endorsed by this plan as well.

Fishing is a popular recreational pursuit in Eagle County, and related tourism and business activities contribute significantly to the area’s economy. As Eagle County becomes more developed, greater value is placed on the quality of natural waterways. There is increasing concern for streams and rivers impacted by decreased natural flows, increased diversions and increased pollution. Both lower Lake Creek and nearby segments of the Eagle River have recently been listed by the EPA as “impaired”, a situation attributed to types and locations of land use, but also weather patterns which result in low snow packs and/or early spring runoffs. Variable flows, warming temperatures, domestic and agricultural diversions, inadequate storm water treatment, and physical disturbances within riparian habitats are all part of the “water quality story” in the Edwards area.

The climatological, chemical, biological and legal aspects of water are quite complex, and the reader is encouraged to consult the Eagle River Watershed Plan and other technical sources for additional detail and information. Many of goals, policies and strategies of the Watershed Plan are applicable and relevant to watershed management and water use in the Edwards area.

Finally, **energy efficiency** is a topic appropriately covered under the heading of natural resources and environmental quality. Consistent with other county master plans, county land use regulations and county building codes, this plan strongly promotes efficient land use patterns, site designs and buildings, and also the production and use of alternative forms of energy. Public transportation services should be expanded as necessary, facilities that support alternatively fueled vehicles with energy efficient improvements should be provided, and existing structures should be retrofitted as opportunity allows.

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## **NATURAL RESOURCES AND ENVIRONMENTAL QUALITY -** **GOALS, POLICIES AND STRATEGIES**

### **Goal NR 1 The quality of the natural environment in the Edwards area is exceptional.**

**Policy:** Open lands/open spaces in the Edwards area should be managed and maintained to preserve the quality of native vegetation and other natural features.

**Policy:** Development should avoid steep slopes, ridgelines and natural hazard areas.

**Policy:** Impacts to air quality and the quality of the dark night sky should be minimized.

**Policy:** Water use should be efficient, and consumptive uses should be minimized.

**Policy:** Water quality in streams and rivers should be maintained and/or enhanced.

**Policy:** Wildlife habitat and movement corridors should be protected, and adverse impacts to individual animals/birds should be minimized.

**Policy:** Public education programs should be promoted to increase awareness of the importance of environmental stewardship in the Edwards area.

#### **Strategies**

- Work with owners and managers of open lands (Forest Service, Eagle County, Special Service Districts, HOA's, etc.) to assure appropriate and sustainable management practices are being implemented.
- Adhere to applicable provisions of the Urban Design Elements, Edwards Core Area document (see Appendix B)

- Periodically evaluate Eagle County's Natural Resource Protection Standards (Division 4-4, Eagle County Land Use Regulations) for effectiveness relevant to natural resource protection, and update as necessary.
- Support the work of educational institutions and non-profit organizations involved in the protection or enhancement of natural resources.
- Adhere to applicable objectives and implementation strategies from the Eagle River Watershed Plan and the Colorado Water Plan.
- Apply "dark sky" lighting principals (reference International Dark Sky Association) to all new development.
- Work with the Eagle River Watershed Council, the Lake Creek Metropolitan District and other involved stakeholders and property owners to develop a Water Quality Improvement Plan for lower Lake Creek.
- Encourage all properties in urban and suburban areas to connect to regional water and wastewater service systems.
- Promote water conservation and efficiency in all new development. Periodically evaluate and update building codes, landscaping codes and land use regulations to assure best practices for water efficiency are being employed.
- Work with UERWA and the Lake Creek Metropolitan District to coordinate water conservation efforts, programs, and policies.
- Support projects designed to enhance water quality in the Eagle River. Implement best technologies for storm water management throughout the Edwards area, and promote the retrofitting of inadequate or outdated storm water treatment facilities.
- Promote clustering (consolidation) of on-site wastewater treatment of systems, where practicable, and assure management by a qualified service provider.
- Design, locate and manage trails and other recreational facilities to avoid impacts to critical wildlife habitats, public viewsheds, erodible soils, native vegetation and other sensitive lands.



- Work with CDPW to monitor critical wildlife habitats and movement corridors, and to implement site specific and/or project specific management strategies.
- Work with CDPW to develop a wildlife management plan for the Eagle River Preserve, the Miller Ranch Open Space, and other public open space properties.
- Manage recreational uses and access to public lands at critical times of the year to avoid impacts to wildlife and critical wildlife habitat areas.

## **Goal NR 2    Development in the Edwards area incorporates appropriate energy and resource efficiencies.**

**Policy:** Projects designed and located to encourage walking, biking and the use of public transportation should be encouraged.

**Policy:** Energy efficient designs, the use of alternative energy sources and facilities to support alternatively fueled vehicles should be incorporated in all new development.

### **Strategies**

- Periodically evaluate the effectiveness of Eagle County's Land Use Regulations and building codes in providing energy efficient layouts, buildings and facilities, and amend as necessary.
- Promote passive solar design in new structures where practicable.
- Where applicable, implement recommendations from the Eagle County Climate Action Plan.
- Design and position new development to maximize infrastructure efficiency.
- Assure fully connected and safe paths, trails and public transportation facilities in the Edwards Community Center
- Adopt multi-modal Level of Service (LOS) standards for road, path, and sidewalk infrastructure improvements.
- Support renewable energy development projects in appropriate locations.

## **ECONOMIC DEVELOPMENT/RESILIENCE**

**Introduction:** A list of economic considerations in the Edwards area was provided in the land use discussion earlier in this chapter. In short, Edwards' businesses benefit from their location in the middle of a developed valley that is anchored by world class destination resorts and serviced by an interstate highway. Businesses also benefit from the relatively easy pedestrian and bike access provided by the compact development footprint of the Commercial Core area. The Edwards community has developed a regional reputation for great shopping, dining and entertainment. Efficient access, adequate and well-positioned parking, educational offerings, specialized medical offerings, community events, and attractive buildings and public spaces are all a part of this mix. Patrons include locals, residents from other Eagle County communities, visitors, and a significant number of affluent second homeowners and retirees. Participants in the planning process felt that the amount of space devoted to commercial uses in the Core area is sufficient for the foreseeable future. There remain undeveloped lots and underdeveloped lots, so commercial growth can occur without additional up-zoning in Edwards.



Efficient access and adequate parking have helped give Edwards a reputation for great shopping, dining and entertainment.

Neighborhoods and businesses in the Edwards area are generally well served, and as such there are few incentives for locals to decide to tax themselves to become a “town”. Retail establishments in Edwards pay State and County sales tax but there is no municipal tax. With no tax there is no equivalent of a municipal budget, and funds for community projects like sidewalks, parks, open space and road improvements can be difficult to assemble. Five metropolitan districts operate within the planning area boundary, but their budgets are limited. A new transportation specific sales tax was approved by voters in the Edwards Metropolitan District in 2016, which should help with the planning and completion of road and path projects in the area.

The importance of establishing sustainable economic conditions in Edwards, in nearby municipalities and in Eagle County overall cannot be overstated. The Vail Valley Partnership is a non-profit organization concerned with marketing, development and economic growth in Eagle County. As part of their work, the VVP has developed an Eagle County Economic Development Plan which is periodically updated, and which “serves as a road map toward long-term economic vitality”. Those strategies and actions outlined by the VVP’s Economic Development Plan that are applicable in the Edwards area are, by reference, supported by this Plan.

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## **ECONOMIC DEVELOPMENT/RESILIENCE - GOALS, POLICIES AND STRATEGIES**

### **Goal ED 1 Edwards offers a healthy and sustainable business environment that serves both local and regional markets.**

**Policy:** A business friendly environment should be maintained in Edwards.

**Policy:** Development in Edwards should be responsive to regional economic goals, with the caveat that they be consistent with local values and local community character.

#### **Strategies**

- Promote compact, pedestrian friendly development in the Edwards Commercial Core, adhering to applicable provisions of the Urban Design Elements, Edwards Core Area (See Appendix B).
- Provide adequate and easily accessed parking in close proximity to businesses in the Edwards Commercial Core
- Work with local business representatives, owners and CDOT to evaluate and improve signage and wayfinding in and around the Edwards Commercial Core.
- Work with CDOT to implement traffic calming strategies on Hwy 6 through the Edwards Commercial Core area.
- Ensure full pedestrian path and trail connectivity to the Edwards Commercial Core from neighborhoods within reasonable walking distance.
- Promote the development of additional residential units in the Edwards Commercial Core.
- Promote the development of additional lodging units in the Edwards Commercial Core.
- Provide and/or enhance space for outdoor markets and events.
- Work to implement policies and strategies from the Vail Valley Partnership’s Eagle County Economic Development Plan that are applicable to and compatible with the Edwards Area.

## **INFRASTRUCTURE, SERVICES AND GOVERNANCE**

**Introduction:** For the purposes of this section “infrastructure, services and governance” refers to man-made structures and facilities created to serve the general public, and the governing bodies and systems necessary for the oversight and management of those facilities. In essence, these improvements sustain land use activities and development, and include streets, bridges, water and wastewater systems, power grids, gas lines, communication systems, police and fire stations, trash collection, mail delivery, public transportation, trails, parks, schools, storm water systems and related maintenance facilities. In general, Edwards is adequately served, although there are improvements that could be made in some areas, as detailed below.

Roads and trails are generally in good shape in the area but improvements are needed as discussed earlier in this chapter under the heading Access and Connectivity. Public transportation services are also covered, and the reader is directed to that chapter for additional information.

Most properties in Edwards have reasonable access to good quality drinking water and reasonable options for wastewater treatment. Homes and businesses in urban and suburban areas can connect to domestic lines operated by Eagle River Water and Sanitation (ERWS). In more remote areas, residents may drill wells to access ground water, and may be able to utilize on-site wastewater treatment systems. The extension of new domestic water and wastewater lines to undeveloped areas is an expensive proposition, and usually can only be justified to support higher density and/or intensity land uses. Given the strong support by the community for the preservation of rural areas, the extension of new service lines into places like the Lake Creek Valley, West Squaw Creek or Beard Creek is not endorsed by this plan.

Connecting the Eagle River Mobile Home Park in West Edwards to domestic water lines operated by Eagle River Water and Sanitation would improve the quality and dependability of water service to affected residents.

Other services in the Edwards Area are generally well met. Law enforcement is covered by the Eagle County Sheriff, operating out of an Edwards office, and fire and life-safety services are provided by the Eagle River Fire Protection District and the Eagle County Health Services District. There are satellite firefighting facilities in Cordillera that help shorten response times to that remote development. An expansion of the main fire station and ambulance station in the Edwards Commercial Core is currently in the works.



Fire and life-saving services are provided by the Eagle River Fire Protection District and the Eagle County Health Services District.

Properties throughout Edwards have access to reliable power and telecommunication services, with maintenance and upgrades provided by private or quasi-public agencies. There is a post office and some areas have home delivery, there are good schools as previously discussed, and there are many opportunities for rest and recreation (also covered earlier).

Infrastructure like that detailed above must be considered for any new development, and costs for installation and long term maintenance are significant considerations. CDOT owns and manages major travel routes in the area, with technical assistance from Eagle County. Local matching funds are often required for larger road and intersection enhancement



projects, and these funds are hard to assemble in a place like Edwards that has with no municipal budget. The recent approval of a sales tax for transportation improvements by property owners in the Edwards Metropolitan District will generate much needed funds.

Eagle County provides plowing and general road maintenance to areas like Singletree, Homestead, Lake Creek, and lower Squaw Creek, and while the county receives some funding from outside sources for this work, County general fund dollars are used to cover the balance. Metropolitan Districts (“Special Service Districts”) cover road maintenance in areas like Cordillera, the Cordillera Valley Club and Arrowhead, and are able to assess (tax) property owners to cover these expenses.

Throughout Colorado, school districts consume the largest chunk of local property tax dollars, and schools operate outside the oversight of county or municipal governments. In Edwards, the Western Eagle County Metropolitan Recreation District (WECMRD) maintains recreational facilities like the sports fields and Field House. Fire and ambulance services are supported by two special districts. Homeowner associations (HOA’s) are able to cover some maintenance costs within individual neighborhoods, again through an annual property owner assessment. Costs that are sometimes difficult to cover in an unincorporated area include those associated with storm water maintenance, trail maintenance, and the maintenance and upkeep of public parks and open space areas. The effect of these shortfalls can be witnessed in the Edwards area.

Eagle County, CDOT, and numerous special service districts provide the infrastructure and public service funding that keeps Edwards rolling. In varying degrees and with varying amounts of authority, they represent “government oversight and control” in the area. Collaboration between these entities and the myriad of other service providers that operate in Edwards will be necessary to assure the continued delivery of high quality infrastructure and services to the area.



School districts consume the largest chunk of local property tax dollars.

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## **INFRASTRUCTURE, SERVICES AND GOVERNANCE - GOALS, POLICIES AND STRATEGIES**

### **Goal ISG 1    Public facilities, utilities and infrastructure in Edwards are equitably delivered and are capable of meeting the existing and future needs of the community.**

**Policy:** All developed areas should have access to power, telecommunications, potable water, and fire and life safety services. Higher density (urban and suburban) development should additionally have access to domestic water and wastewater systems, public transportation, and developed recreational facilities.

**Strategies:**

- Encourage all properties in urban and suburban areas to connect to regional water and wastewater service systems.

### **Goal ISG 2    Reliable funding is available for public improvements in the Edwards area.**

**Policy:** Positive working relationships with CDOT, special districts and other potential funding partners in the Edwards area should be maintained.

**Policy:** Efforts to expand local funding sources for community-wide public improvements and the long-term maintenance of public facilities should be supported.

**Strategies:**

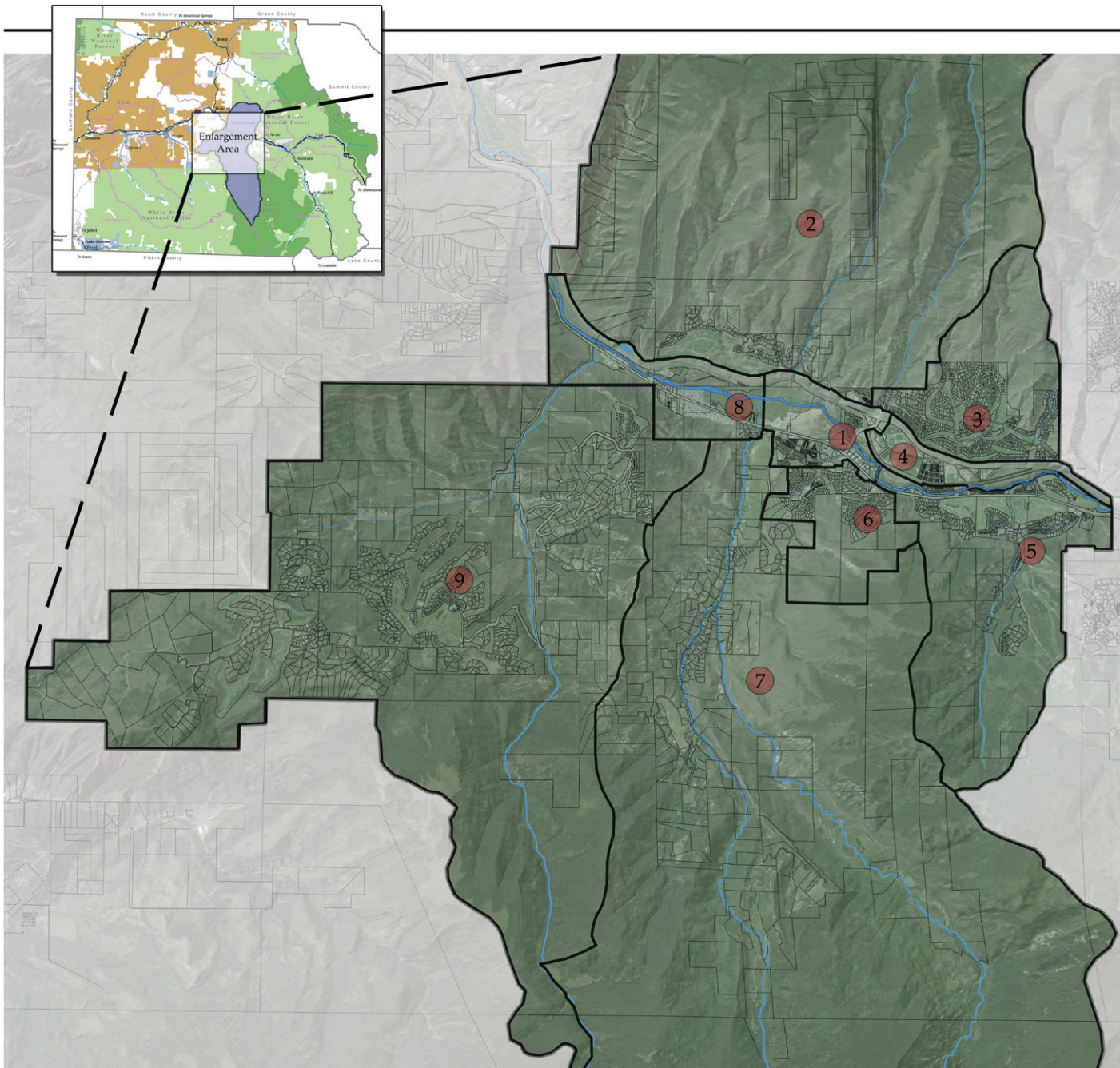
- Work with the Edwards Metropolitan District and stakeholders in the Edwards community to leverage additional funds and to prioritize expenditures utilizing the newly approved transportation sales tax.
- Work with other metropolitan districts to identify and fund needed public improvements within their service district boundaries.

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## 5. CHARACTER AREAS

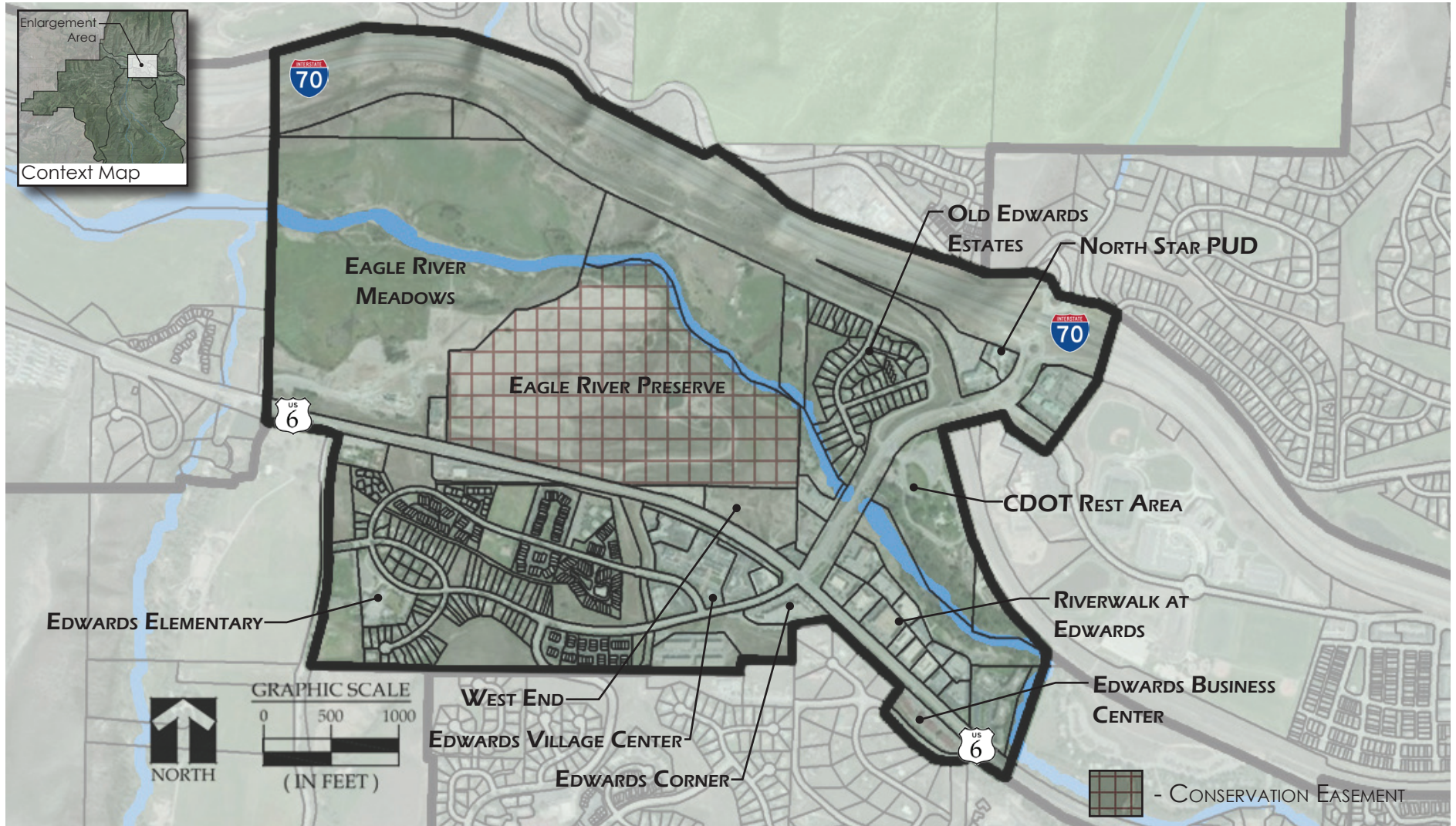


For the purpose of land use analysis, the Edwards Planning Area has been subdivided into nine (9) “character areas”. The boundaries of these areas follow natural features or property lines, and surround lands that share various attributes; first and foremost, their location within the planning area boundary. This chapter provides a description of each character area, and includes a “vision” for each consistent with the goals, policies and strategies listed in Chapter 4, and the Future Land Use Map provided in Chapter 6. They are discussed in the following order:

1. Edwards Center
2. Northwest Edwards
3. Singletree
4. Berry Creek/Miller Ranch
5. East Highway 6/Arrowhead
6. Homestead/South Forty
7. Lake Creek
8. West Edwards
9. Squaw Creek/Cordillera



# 1. EDWARDS CENTER



The Edwards Center Character Area captures commercial uses at the intersection of US Highway 6 and the Edwards Spur Road (the Main Edwards Intersection), and commercial uses at the Edwards I-70 Interchange. Residential neighborhoods in the northern (lower) portion of the Homestead PUD are included, as is the Eagle River Preserve open space and the Eagle River Meadows property to the west. The CDOT Rest Area located north of the Eagle River and east of the Spur Road is in the Character Area, as are homes in Old Edwards Estates. Edwards Center lands are within the service boundary of the Edwards Metropolitan District.

For the purposes of this Plan, properties surrounding the Main Edwards Intersection are referred to as the Edwards Commercial Core. Riverwalk, the Edwards Village Center, the Edwards Corner, and commercial buildings on the northwest corner of the intersection are part of the Core, offering many

shops, restaurants and services. Somewhat isolated from the intersection but still in the Core is the Edwards Business Center, which is located across Highway 6 south of Riverwalk. The Core exhibits a small town urban feel with a unique array of boutique-like shops. Most daily services are located in the Core, which tends to be a very busy place.

Each of the four corners hosts distinctly different architecture, reflecting divergent tastes and a lack of overarching design guidelines at the time when projects were approved. The resulting variety has become a distinguishing feature of the Edwards Commercial Core. In 2009, detailed design guidelines for the Commercial Core were adopted by the Planning Commission, and those guidelines have been made part this 2016 plan (please see Appendix B). Three properties in the Edwards Center Character Area remain undeveloped; the West End, the Vogelman parcel just west of the West End, and Eagle River Meadows.

Vehicular access to individual shops and services in the Core is generally good, although one must negotiate a variety of one way streets. Parking is generally sufficient, but a lack of parking at certain times of the day was noted by master planning participants. Riverwalk provides underground parking which seems underutilized, reflecting either a lack of public awareness or the desire of most shoppers to park as close as possible to a given destination.

While vehicular movement is generally efficient, the main intersection can be very busy, and turn lanes can stack during peak travel hours. The intersection is controlled by traffic signals, and while crosswalks exist, pedestrian navigation between the four intersection corners can be hazardous, with many reported “close calls”. The community has identified pedestrian connectivity and safety at this intersection and along the Spur Road out to I-70 as top priorities. At the writing of this plan, CDOT, Eagle County and local metropolitan district officials are investigating best options for traffic and pedestrian movement in the Core area as part of the I-70 Edwards Interchange Upgrade Phase 2 project, which has been funded for design and hopefully will be funded for construction in the near future.

Buildings at the I-70 interchange include a mix of shops in the Northstar Center PUD (on the west side of the Spur Road), and a gas station, fast food and car wash operation across the street to the east. Structures near the I-70 interchange are two to three stories tall, and share similar architecture and finishes. At the writing of this Plan, there is no pedestrian connectivity between the interchange businesses and businesses at the Main Edwards Intersection, situation that has been targeted for improvement by the I-70 Edwards Interchange Upgrade Phase 2 project.

Sidewalks and paved recreational trails in the Core provide generally good access for pedestrians and bikers, although signaled crossings are considered a barrier to safe movement, and some trail segments are missing. As indicated above, a walking and biking path along the Spur Road is needed, and the realignment of the Eagle Valley Trail through the Eagle River Preserve is desired. The condition of existing trails and sidewalks varies within the Character Area, reflecting the difficulty of addressing maintenance needs on path and trail segments that have been installed by separate development projects in an unincorporated area. Properties along US Highway 6 and the Spur road are well served by ECO Transit buses.

The CDOT Rest Area provides parking, picnic areas, restrooms and a seasonal RV clean out facility to travelers on I-70, and can accommodate approximately 20 large trucks. Those involved with the master planning process noted negative impacts from trucks accessing the site, but also noted the importance of providing truck parking in Eagle County. The community appreciated the open, undeveloped nature of the property, and the public access it provides to the Eagle River. Community recycling bins are located in the southwestern corner of the parcel, another public benefit at the time of this plan.

An important character element of the Edwards Center is the Eagle River, which flows immediately adjacent to commercial buildings, providing scenery, wildlife viewing, fishing and other passive recreation opportunities. A segment of Eagle Valley Trail borders the river adjacent to Riverwalk, and large trees provide shade, seclusion and screening. When viewed from a distance, the heights of the river corridor trees generally



match the height of adjacent structures, a relationship identified during the planning process as being both desirable and essential to maintaining the appearance, scale and character of the Edwards Commercial Core.

Further west, the river flows past the Eagle River Preserve, a 72 acre reclaimed gravel pit which now serves as public open space. Owned and managed by Eagle County, a conservation easement limits activity and improvements on this site. Water descending from Homestead through the Dodd Ditch fills stream and pond features on the Preserve during the summer, and a developed trail network guides visitors along the river. In 2012 the Eaton Ranch House was moved to a location near the Preserve parking lot. Serving at one time as the stage stop for Edwards, the log structure has been restored by the Edwards Metropolitan District, and while its final use has yet to be determined it now adds historic character to the site. The Preserve sees year-round use, and the potential for human/wildlife conflict increases when elk show up and “bed down” on the western end of the property during winter months.

### **Edwards Center Master Plan Vision**

As acknowledged by those participating in the master planning process, the Edwards Center Character Area is a place where development should occur, but where community character should also be preserved and/or enhanced. Riverwalk, the Edwards Village Center and the Edwards Corner are well established developments and not likely to change much, but the northwest corner of the main intersection is perhaps underdeveloped. This is also true of buildings in the Edwards Business Center (south of Riverwalk), although no redevelopment plans for either of these properties has been proposed. While a reconfiguration of commercial spaces near the I-70 interchange could also occur, the character of development at that location will likely not change.

New development or redevelopment projects in the character area should be evaluated against guidelines provided by the 2009 Urban Design Elements, Edwards Core Area (see Appendix B). Architectural elements should be complimentary of existing designs and materials (there is a lot to choose from), such that the character and “sense of place” of Edwards is enhanced. The variety, nature and scale of individual

retail spaces should be generally retained, with exception made for those services requiring larger frontages like grocery stores or lodging facilities. The form and massing of new structures should complement existing buildings and/or natural landscapes/terrain features. While it is generally recommended that building heights be limited to four stories, there are locations where taller structures may be found to be compatible. New open spaces created through land use approval processes or through public open space acquisitions should be positioned to extend and/or complement existing open areas.

The West End, Vogelman and Eagle River Meadows properties are appropriate locations for mixed use buildings, and maximizing opportunity for new workforce housing units should be a priority. Paved paths should connect development on these properties to the Commercial Core. The Eagle River Preserve fronts all three of these properties, and an appropriate interface will be required, providing public access while preserving conservation values. Strategies to protect the Eagle River floodplain and preserve the quality of associated viewsheds should be incorporated into plans for development on the Eagle River Meadows property.



Looking south along Spur Road at the Commercial Core.

West of the Spur Road, Old Edwards Estates is fully built out. The possibility of additional development occurring on agricultural lands along the river west of Old Edwards Estates was investigated during the planning process, but at this time access constraints significantly limit higher densities or intensities of use on these properties.

Local service districts and Eagle County should continue to participate in CDOT's I-70 Edwards Interchange Upgrade Phase 2 project, and should work to assure best outcomes at the Main Intersection and along the Spur Road, especially for bikes and pedestrians. Traffic calming measures are recommended on US Highway 6 within the character area, and on the Spur Road. Landscaping, signage and lighting installed within vehicular and pedestrian travel corridors should enhance community identity and character, drawing on elements currently in place at the I-70 interchange roundabouts.

While ownership transfers of federal land are rare, this plan is open to the possibility of a change in land use on the CDOT Rest Area property. Alternative uses were discussed during the master planning process, and it was determined that mixed use development complimentary of the Commercial Core would be appropriate, with an emphasis on workforce housing, space for civic uses and open space positioned to retain views and protect the river environment. Should a change of use be proposed for the property, the public should be informed and invited to comment on new plans prior to application with the county for a change in zoning.

In the meantime, screening of the recycle bin area at the Rest Area was suggested to improve the front door appearance for the Commercial Core. Access to and from the site should be enhanced as part of the Spur Road Phase 2 project. Vehicular movement at the entrance to Old Edwards Estates should also be improved as part of the Phase 2 project.

Pedestrian amenities should be provided and/or enhanced, including facilities for bike storage at retail and residential destinations. New landscaping should be climate appropriate and should work to enhance architectural features, screen separate use areas, and provide quality outdoor spaces for meeting, greeting and socializing. Development

should be energy and resource efficient. Commercial lighting and signage should enhance wayfinding, but should also reflect broader community objectives related to community identity and character.

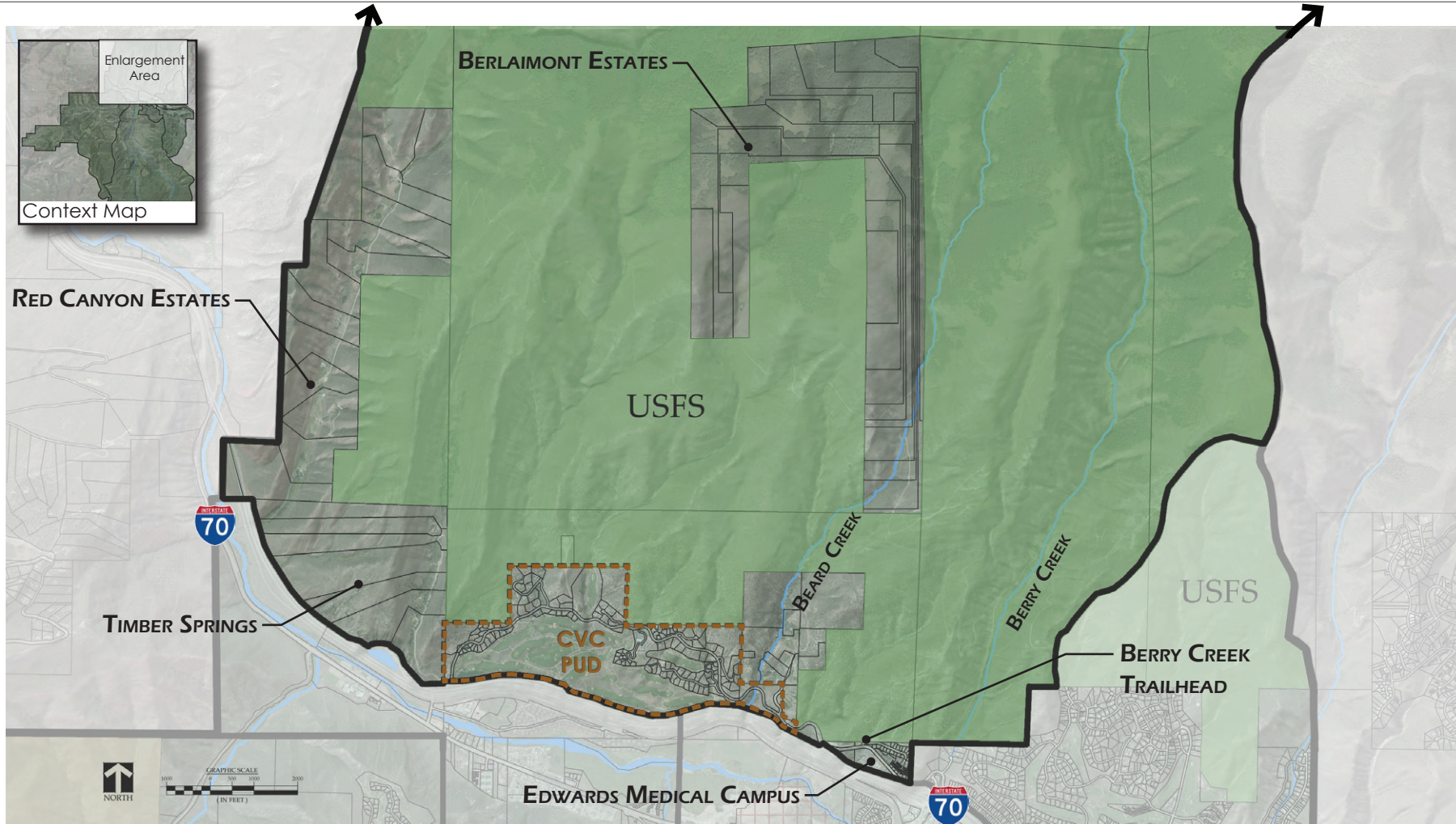
Farmers markets, art shows and other "community events" held in parking lots and other areas normally devoted to commercial or residential use should be carefully planned and coordinated to assure public safety and to minimize on-site and off-site impacts. Many Commercial Core properties are within walking distance of the recreational facilities at Berry Creek/Miller Ranch, reducing the need for public parks within the core, but new projects should include quality outdoor spaces, and residential developments should provide safe playgrounds for children.

Platted open spaces, landscaped areas and natural areas within the Community Center Character Area should be protected and managed for their intended purpose. The Eagle River Preserve should continue to be managed and enhanced for public enjoyment, utilizing local funds and efforts to the greatest degree possible, and consistent with the provisions of its conservation easement. The use of the Eagle River Preserve during the winter by elk should continue to be monitored, and appropriate steps should be taken to manage public access, consistent with direction from Colorado Parks and Wildlife. Colorado Parks and Wildlife officials should be included in the development of management objectives for all properties that support wildlife, and for uses or improvements proposed within the river corridor. Fences and hardscaping may be necessary in high use areas adjacent to the river to provide safe access while preventing impacts to vegetation and river bank stability. Storm water originating on impervious surfaces throughout the community center should be treated before reaching natural drainages.

The above recommendations are consistent with input gathered during the master planning process, and are supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference these chapters for additional guidance.



## 2. NORTHWEST EDWARDS



This character area captures all lands within the planning area boundary that are north of Interstate 70 and west of the Edwards Interchange. It includes the Vail Valley Medical Center Campus, properties in the Beard Creek drainage, the gated communities of Cordillera Valley Club (CVC) and Timber Springs, and also the Red Canyon Estates subdivision, which is located on the far western boundary of the Edwards planning area. The June Creek drainage is included in its entirety, as is Berlaimont Estates, a 680 acre horseshoe shaped tract of private land surrounded by US Forest Service lands and located north of and above the Cordillera Valley Club. Portions of Northwest Edwards are within the service boundaries of the Edwards Metropolitan District; CVC is also covered by the Cordillera Valley Club Metropolitan District.

The Vail Valley Medical Center Campus sits above I-70 on Beard Creek Trail, a paved collector road which heads west from the Edwards Interchange. At the writing of this plan, it is home to the Shaw Regional Cancer Center, the Edwards Pavilion and the Vail Valley Surgery Center. Medical services are



housed within two large structures, and there is a detached apartment building, Jack's Place, for cancer patients and their families. The campus is essentially built out; a sidewalk provides pedestrian and bike connectivity (albeit steep) from the nearby I-70 interchange.

To the north of the medical campus are several residential neighborhoods that offer single family homes, townhomes and a condominium complex. Accessed by Moonridge Drive, these neighborhoods are also fully built out. To the west and across the road from the medical campus is a church property owned by the English Congregation of Jehovah's Witnesses. Further along Beard Creek Trail is Beard Creek Road, which travels a short distance north to access a cluster of private homes in the lower Beard Creek drainage. Four non-conforming lots and several larger properties are located in Beard Creek, which is zoned Resource. Lower Beard Creek is well screened from public view, but the upper properties are quite visible.

Just west of Beard Creek Road lies the eastern gated entrance to the Cordillera Valley Club (CVC), a planned unit development approved in 1992. Scattered across hilly terrain, many of the 130 lots in this high-end subdivision front an 18 hole golf course, with views to the south of the Lake Creek Valley and the Sawatch Mountain Range. The CVC is within the Edwards Metropolitan District service boundary, and its homeowner association enforces covenants and design guidelines. The PUD is quite isolated from other developed areas in Edwards, and there are no pedestrian trails or sidewalks. Like Singletree, many residential properties in the CVC are impacted by views of and noise from I-70.

Timber Springs (7 lots) and Red Canyon Estates (13 lots) are located west of the CVC, and are similarly isolated from other developed areas. These subdivisions were both created under Senate Bill 35, which allows properties of 35 acres or larger to be platted without the benefit of county review. Timber Springs has domestic water and sewer services, and is accessed by a gated road that turns left from Hill Crest Drive just north of an I-70 underpass. Further west, Red Canyon Estates is accessed by a road that passes through a box culvert under I-70. Lots in Red Canyon Estates rely on private wells and on-site sewage disposal systems.

Much of the area in the Lands North Character Area has been mapped as deer winter range, deer severe winter range, and deer migration route. A trail head for the popular Berry Creek Trail is located just north of the Moonridge neighborhood and is used extensively by hikers and bikers.

The Berlaimont Estates property is an inholding surrounded by Forest Service lands located high on the ridge north of the Cordillera Valley Club. Zoned Resource, the property has been subdivided in a manner that would support 19 widespread home sites. An on-site water delivery system is proposed, using a spring and several ponds as the source. Portions of this property are visible from the valley floor and/or nearby public lands. A proposed access road would begin near the Moonridge neighborhoods, and would require numerous switchbacks on steep south facing slopes. The entirety of this property supports critical habitat for mule deer, and the access road would cross long established deer migration routes.

### **Northwest Edwards Master Plan Vision**

Land use patterns and densities within the Lands North Character Area are generally established, and with the exception of new roads that might be constructed for the Berlaimont property, the potential for development that would alter character attributes of the area is low. This expectation is consistent with input gathered during the master planning process, and is supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference these chapters for additional guidance.

Similar to concerns in Singletree, Colorado Parks and Wildlife has indicated that access to public lands north of I-70 by hikers and cyclists in the early spring may negatively impact mule deer. Management strategies including trail realignments and seasonal closures should be supported. Proposals for new trails or recreational uses in this area should be collaborative and should incorporate CPW recommendations. Wildfire hazards should be addressed on individual properties or within subdivisions, consistent with practices and strategies outlined in applicable Community Wildfire Protection Plan documents.

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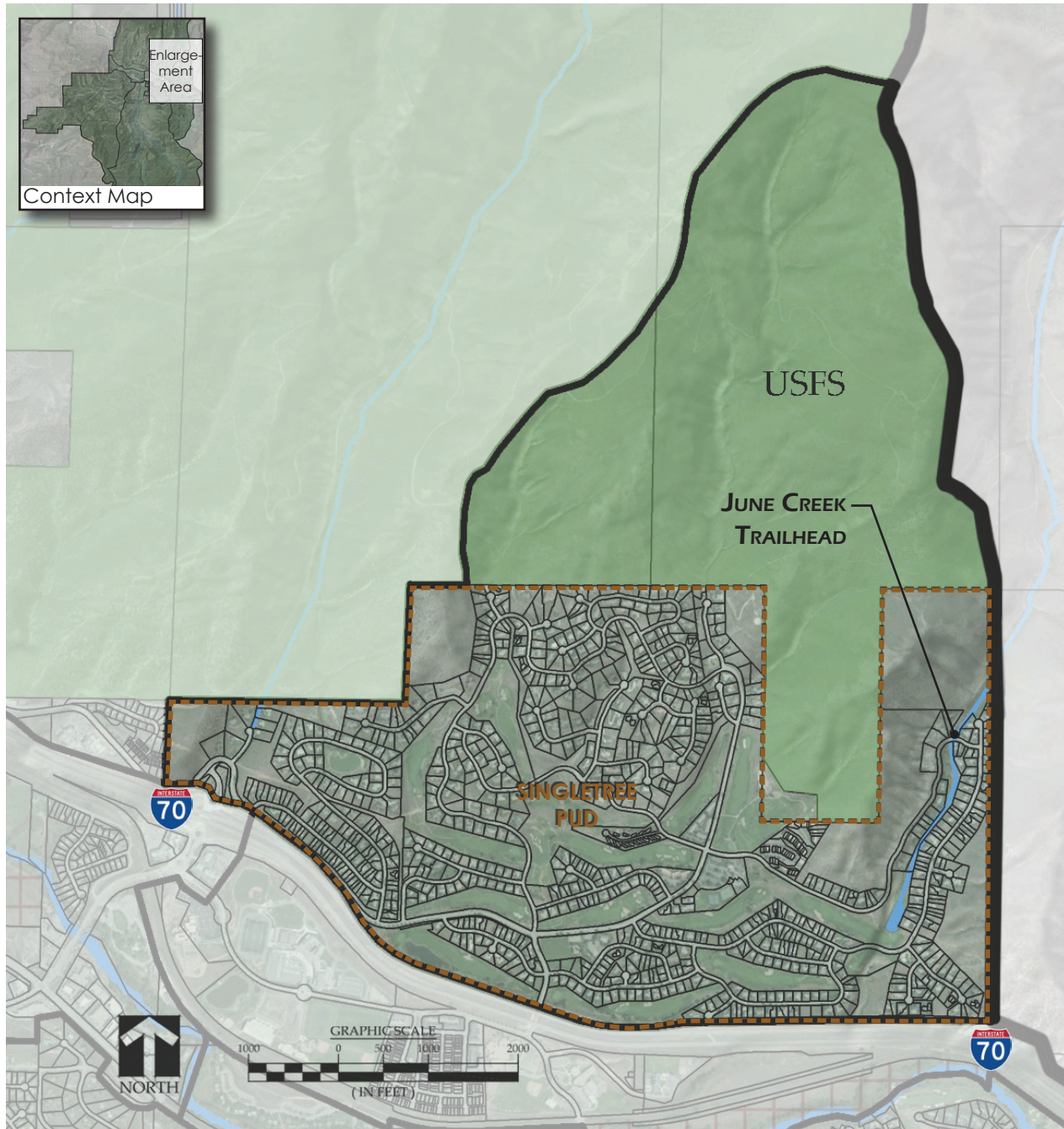
The development of a local public transit shuttle service in the Edwards area should address the needs of the Vail Valley Medical Center and the Cordillera Valley Club community. Efforts to minimize visual and auditory impacts to residential lots from traffic on I-70 should be supported, so long as mitigation efforts do not amplify noise on other occupied lands, and the quality of public viewsheds is not compromised by berms, fences, etc.

The Beard Creek drainage has several undeveloped parcels, but the lack of service infrastructure, presence of sensitive wildlife habitat, steep terrain, and concerns for visual impacts limits future development potential in this somewhat isolated valley. Detailed analysis will be necessary to better define possible outcomes, and to that end this Plan has provided a FLUM designation of “Constrained”.

Development on remote, difficult to access properties that support critical wildlife habitat is generally not supported by this plan. The construction of homes on the Berlaimont Estates Property would require a new road that could negatively impact wildlife habitat and the nature and quality of recreational trails and experiences that presently exist on Forest Service lands in the area. A land swap or purchase converting this property to public ownership is strongly recommended as an alternative to development. Agricultural use would also be consistent with the purposes and intents of this Plan.

Subdivision into lots 35 acres or larger on properties zoned Resource is a use by right, and no approval by Eagle County is required for subdivision. Building permits and road construction permits are required, however, and primary access roads to Berlaimont Estates would need to conform to applicable county standards. A FLUM Designation of “Constrained” has been assigned to this property.

### 3. SINGLETREE



Located north of Interstate 70 and generally east of the Edwards I-70 interchange is the Singletree Character Area, which includes the Berry Creek Ranch PUD and also Forest Service lands in portions of the June Creek and Berry Creek drainages. The Berry Creek Ranch PUD (commonly referred to as Singletree) consists of 969 residential lots offering a variety of middle to upper end single family, duplex and townhome housing options. Approved for development in 1978, it is mostly built out, with just 30 lots vacant at the writing of this plan. Many properties front a semi-private golf course; development is suburban in character.

The PUD includes a centrally located community building and park, as well as a number of pocket parks maintained by the Berry Creek Metropolitan District. Residential lots border Forest Service lands, where a number of popular trails including Berry Creek, Power Road, Knob Hill, Mesquite, and June Creek can be accessed. Recreational uses can conflict with resource management objectives, however, as much of the character area is mapped as deer winter range, deer severe winter range, and deer migration routes.

Berry Creek Road provides access to the area from the I-70 Interchange, and connects with numerous neighborhood side roads. A second access is provided by Winslow Road which travels from Miller Ranch Road into the area via an I-70 underpass. With the exception of a paved segment of trail that



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parallels Berry Creek Road, there are no paved walkways or sidewalks. Roads have been widened and striped in a number of areas, however, to provide safer options for pedestrians and cyclists. Distances to off-site destinations discourage walking as an alternative to the use of a personal vehicle; by most metrics Singletree is not “walkable”. There is no public transportation service in the area.

Infrastructure and maintenance services are shared between Eagle County and the Berry Creek Metropolitan District. There is an active homeowners association, and building designs and landscaping are reviewed by a design review board. Many homes are in close proximity to interstate 70, and noise is mitigated for some by large earthen berms. Some homes have no protection, however, and are significantly impacted.

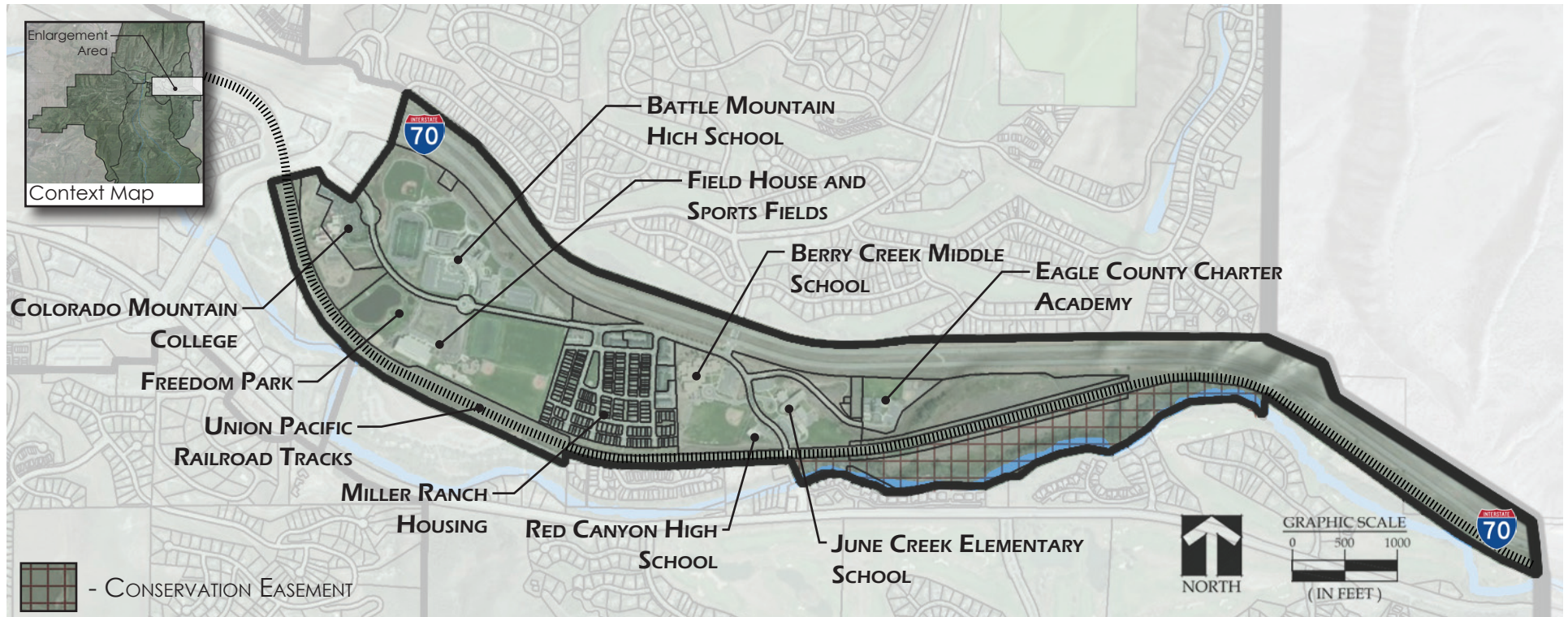
### **Singletree Master Plan Vision**

Land use patterns and densities within the Singletree PUD are well established, and the potential for development that would alter the suburban character of the area is low. This expectation is consistent with input gathered during the master planning process, and is supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference these chapters for additional guidance.

The needs of the Singletree community should be considered in the event that a local public transit shuttle service becomes a reality. Additional efforts to minimize noise and visual impacts to homes from I-70 should be supported, so long as noise is not amplified as a result on off-site occupied properties, and the quality of public viewsheds is not compromised.

There is concern for impacts to wildlife from the increased use of recreational trails north of the PUD. Deer struggle through winter months, and are still holding at lower elevations in the early spring when south facing slopes become available for biking and hiking. Management strategies implemented by Colorado Parks and Wildlife should be supported, including seasonal closures of trails in this area.

## 4. BERRY CREEK / MILLER RANCH



Filling the valley floor east of the Edwards Spur Road and north of the Union Pacific railway tracks is the Berry Creek/Miller Ranch PUD, the boundary for which defines this character area. This property is highly visible from surrounding areas and the interstate corridor, and is home to Colorado Mountain College, Battle Mountain High School, Berry Creek Middle School, Red Canyon High School, the Eagle County Charter Academy, the Miller Ranch residential community, and the Western Eagle County Metropolitan Recreation District (WECMRD) Field House and Sports Field Complex.

Three full sized sports fields are located south of Battle Mountain and north of the Fieldhouse, bordered to the east by the Miller Ranch housing project and to the west by a large shared use parking lot. Adjacent to the Field House is a popular public picnic area, playground, and skate park, managed and maintained by WECMRD. To the west of the shared parking lot is a mown area and pond, with the Freedom Park Memorial located on the western edge of the pond. The northern boundary of the PUD is defined by the Interstate 70 corridor.

At the eastern terminus of the PUD is the 30 acre Miller Ranch open space parcel offering public trails and access to the Eagle River. The open space is protected by a conservation easement, and is owned and managed by Eagle County. Given its low elevation and proximity to the Eagle River, this eastern end of the character area is frequented by elk during winter months, and animal/human conflicts have been recorded.

Central to the PUD, the Miller Ranch housing project was constructed through a partnership between Eagle County and the Eagle County School District, and contains 282 owner-occupied dwelling units of various types and sizes. The complex includes a community center with meeting and office space, and a child care facility. Units in Miller Ranch are price controlled through deed restriction; there are no rental units.

Access to properties in this character area is via Miller Ranch Road, which loops between the Spur Road on the west and US Highway 6 to the east. Traffic can be very busy at times, especially when schools are in session, and large parking lots associated with the college, the schools and the field house are frequently full. Two paved walking paths exist within the PUD; one along Miller Ranch Road and the other along the Union Pacific rail tracks to the south. The southern paved path is a segment of the Eagle Valley Trail, and provides connectivity to off-site destinations both east and west of the character area. Importantly, it provides pedestrian and cycling access for those living in the Miller Ranch housing units to services in the Edwards Community Center. ECO Transit operates a bus stop/transfer station in the shared parking lot between the Field House and Battle Mountain, and serves a busy stop at the intersection of Miller Ranch Road and Highway 6. The WECMRD sports fields are busy during warmer months, hosting daily practices for the nearby schools and for sports clubs from around the region. The picnic area, skate park and playground are also heavily used, and organized events are common in the area.

The character area lies within the service district boundaries of both the Berry Creek Metropolitan District (the western half) and the Edwards Metropolitan District (the eastern half). Water and wastewater services are delivered through systems operated by Eagle River Water and Sanitation. Miller Ranch has an active homeowner association. While design guidelines are enforced within the PUD, architecture is quite varied. Higher density housing, large institutional campuses, large parking lots, busy roads, manicured playfields, nighttime lighting and large sporting and cultural events are substantive character elements of the Berry Creek/Miller Ranch Character Area.

A number of historic graves exist on private property located on the bench just west of the Eagle County Charter Academy. This is one of the valley's earliest cemeteries, and is on property that is not within the Berry Creek/ Miller Ranch PUD. The cemetery is not listed on any historic register, and is generally not maintained by the owners.

### **Berry Creek/Miller Ranch Master Plan Vision**

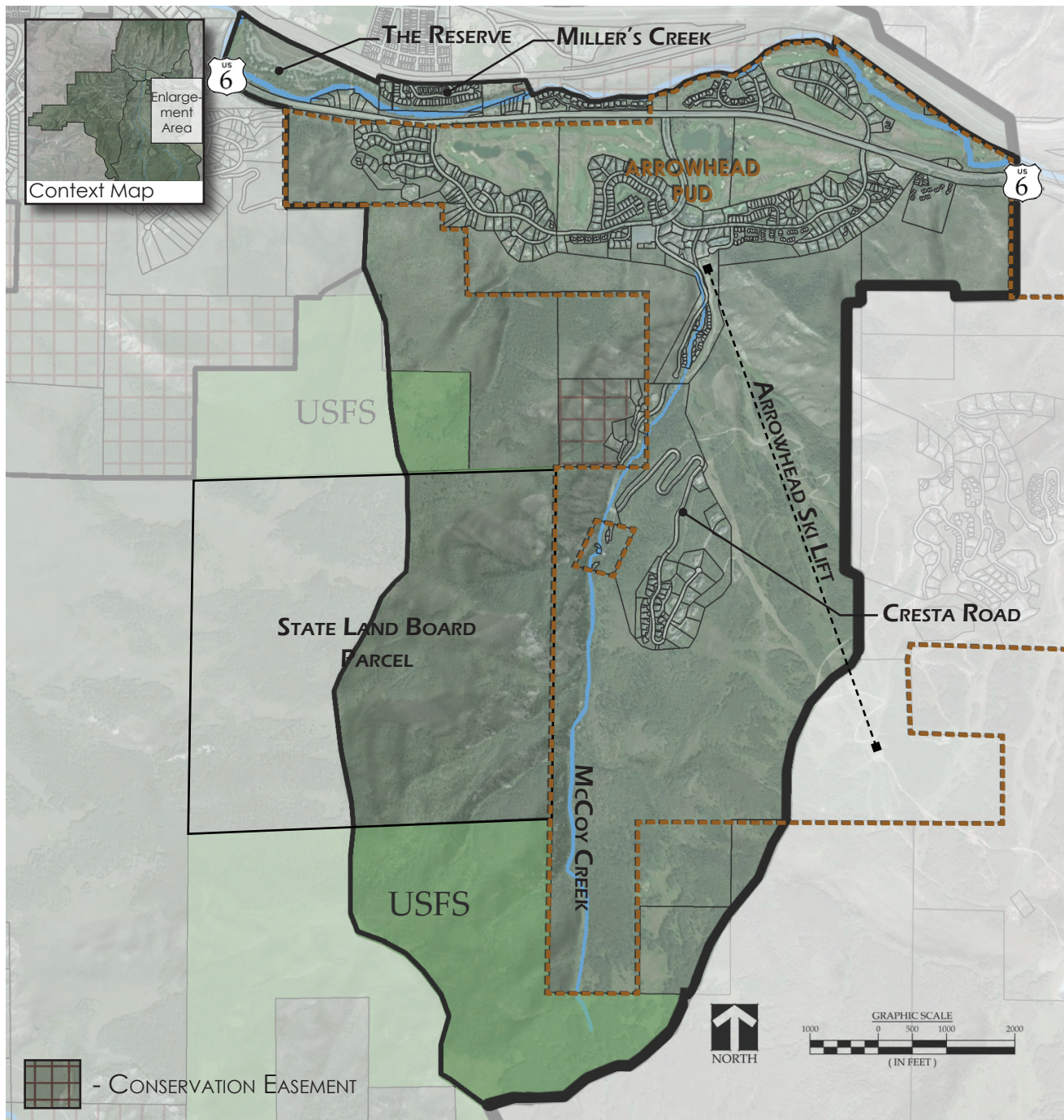
With the exception of the Colorado Mountain College (CMC) campus, properties in this character area are largely built out, and the potential for development that would alter the mixed use institutional character of the area is low. This expectation is consistent with input gathered during the master planning process, and is supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference these chapters for additional guidance.

There is room for additional development on the CMC campus, where additional buildings are planned to accommodate classrooms and/or to provide on-site student/faculty housing. Eagle County owns a vacant parcel just north of the WECMRD Field House where a public building may one day be constructed that could offer a number of community services. Architecture for any new buildings or facilities in the area should complement existing features and structures, improving the area's identity and sense of place. Traffic management, parking management, and safe pedestrian movement are topics deserving attention in this busy character area.

Efforts to protect wildlife and preserve the quality of the river corridor and open space areas should be encouraged. The historic cemetery should be registered and cared for by a qualified entity. Given the focus on civic services and education, new structures should showcase energy efficient designs and green technologies.



## 5. EAST HIGHWAY 6 / ARROWHEAD



The East Highway 6/Arrowhead Character Area includes properties located on both sides of US Highway 6 east of the Edwards Commercial Core. The entire McCoy Creek drainage is included to the south. Much of the area is under private ownership, including 320 acres owned by the Colorado State Land Board located on the western ridge of the McCoy Creek drainage. There are two tracts of Forest Service land on the western and southern borders of the character area. Also included are approximately 150 acres of open space land that are part of the Homestead PUD, which extend into the character area from the west.

The valley floor portion of the Arrowhead PUD represents the largest development within the character area. Approved in 1983, this gated community consists of 392 residential and mixed use lots surrounding and associated with a private golf course and a public ski lift. Lots are arranged in pockets and curvilinear neighborhoods on generally flat terrain. At the writing of this plan, only 10 residential lots remain undeveloped. There are significant tracts of private open space within the PUD, located mostly south on steeper slopes within the McCoy Creek drainage. Significant berming and landscaping along US Highway 6 hides the golf course and homes in Arrowhead from public view. Land use, building design and land management within the development is overseen by the Arrowhead Homeowners Association, and roads and infrastructure maintenance is provided by the Arrowhead Metropolitan District.

The Arrowhead Ski Area rises south of Arrowhead's residential neighborhoods, and offers skiing connectivity to the both Bachelor Gulch and Beaver Creek to the east. The base of the Arrowhead lift is accessed through the Arrowhead PUD's main control gate, and includes several higher density condominium and townhome complexes, along with a small group of restaurants and commercial spaces. To the south, a number of ski-in, ski-out home sites are situated alongside Arrowhead ski runs, including those in the Cresta, McCoy Springs and McCoy Creek Cabins subdivisions.

Further south and to the west of McCoy Creek is a 640 acre parcel owned by the State Land Board, half of which is in this character area. This property sits on the high ridge between McCoy Creek and Lake Creek. No roads access the property, and there are no utilities. The property is bordered by Forest Service lands, private open space and agricultural ranch lands, and much of it is visible from the valley floor and adjacent public lands. A portion of the property is steeper than 30%, and the entire property supports critical habitat for elk based on current Colorado Parks and Wildlife mapping. Road and utility extensions to the property would be significant, as would response times for fire and life safety services.

On the valley floor and outside of the Arrowhead PUD, the East Highway 6/Arrowhead Character Area contains the residential subdivisions of the Reserve, the Millers Creek PUD, the Knudson Ranch PUD, and a number of smaller residential developments located along US Highway 6 and the Eagle River. These lands are within the boundaries of the Edwards Metropolitan district, and most parcels have been developed; the Anglers PUD is an exception as it has only recently been approved. Townhomes to high end single family residences can be found in this area, with a number of active homeowner associations providing on-site management.

Eagle River Water and Sanitation serves the entire area, and contracts with the Upper Eagle Regional Water Authority to provide domestic water. Fire and ambulance services respond out of the Edwards Community

Center, but may also respond from facilities in the nearby Town of Avon. There are no public trailheads within the character area, although many local residents access the ski runs at Arrowhead to hike. The paved Eagle Valley Trail borders the north side of US Highway 6, but travel distances to the Edwards Commercial Core or to services in Avon are considerable. The Reserve is an exception, with reasonable pedestrian access to the Edwards Core. ECO Transit serves stops along US Highway 6 at Miller Ranch Road, at the main entrance to Arrowhead and at Sawatch Drive.

The Arrowhead PUD fronts approximately 1.5 miles of the southern bank of the Eagle River, which has been preserved in a largely natural condition. Riparian vegetation and open spaces associated with the river enhance adjacent properties, and provide important habitat and movement corridors for wildlife. Elk frequent the area, especially during winter months. While public fishing is "available", there is no parking for this use, and access is both limited and controlled by Arrowhead management. Lands adjacent to the river elsewhere within the character area are privately owned.

### **East Highway 6/ Arrowhead Master Plan Vision**

Arrowhead and other subdivisions along US Highway 6 east of the Edwards Core are largely built-out, and the potential for development that would alter the clustered residential character of the area is low. This expectation is consistent with input gathered during the master planning process, and is supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference these chapters for additional guidance.

Existing zoning and the pattern, type and general intensity of land use should be retained. There is land on the Reserve property where additional residential development could be situated; the walkable proximity of this subdivision to the Edwards Commercial Core would suggest local resident (workforce) housing as a desirable outcome.

This plan generally supports expanding opportunities for access to rivers and public lands, with the caveat that access points in developed

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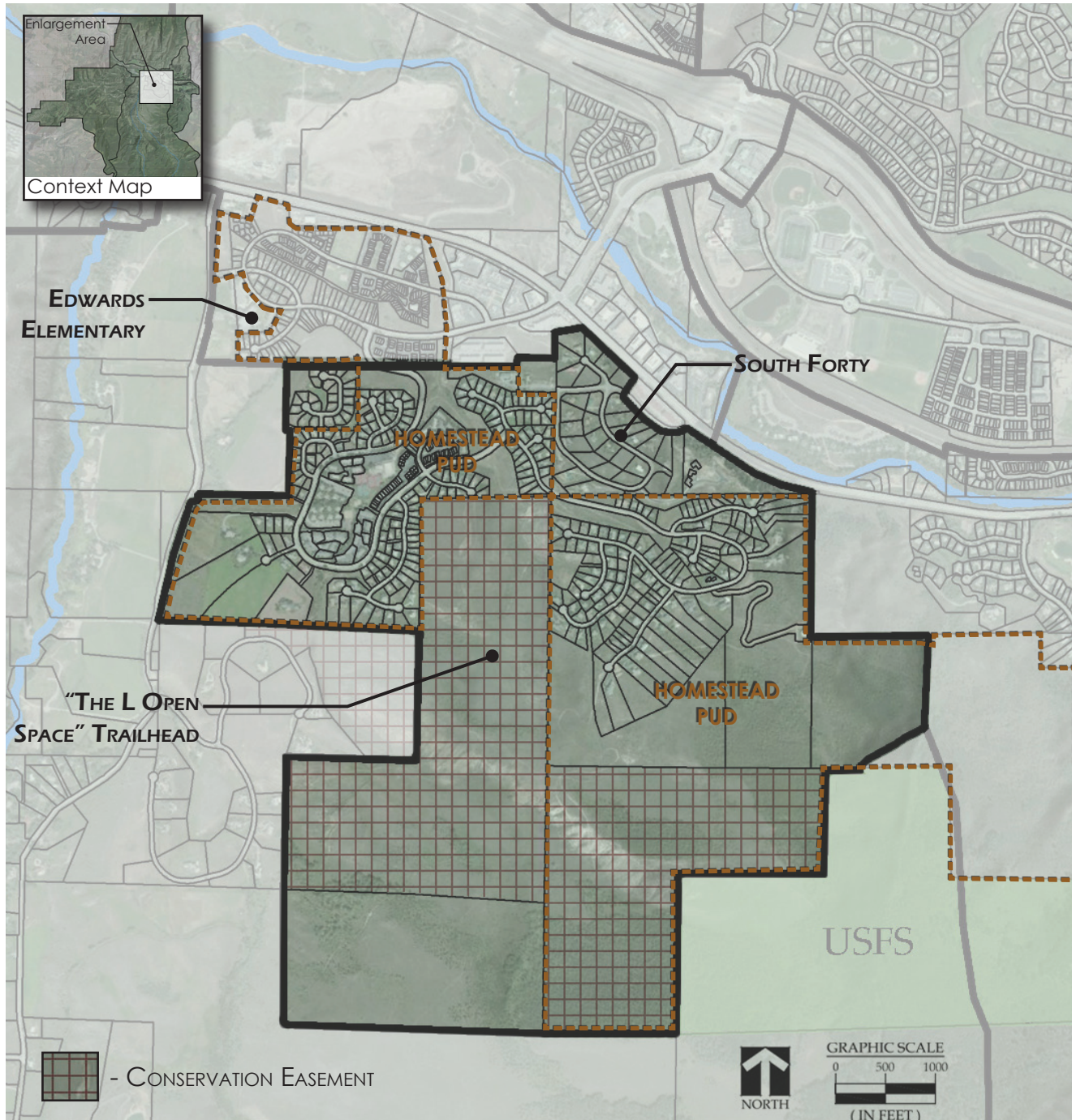
areas be compatible with adjacent uses and managed by a qualified agency. Efforts to reduce water consumption, protect riparian habitats and maintain the quality of existing recreational amenities and open spaces should be supported. Working collaboratively with Colorado Parks and Wildlife, management strategies to minimize impacts to elk from recreational uses in both the summer and winter months should be required.

Development on remote, difficult to access properties that support critical wildlife habitat is generally not supported by this plan, and participants in the planning process indicated considerable concern for impacts that might result from development on the State Land Board Parcel located high on the ridge between McCoy Creek and Lake Creek. If applicable land use regulations and site development standards could be met, a conservation subdivision might be appropriate on the less steep portions of this property, but wildlife and visual quality impacts would need to be addressed. A land swap or purchase converting this property to public ownership is otherwise strongly recommended. Use of the SLB Parcel for grazing or dispersed recreation would also be consistent with the vision, goals and objectives of this Plan.

By right, the SLB Parcel could be subdivided into 35+ acre lots. If access could be acquired and water found, each of these lots could support one single family home and an accessory dwelling unit, and each could support agricultural uses. No approval by the county would be necessary for subdivision, but building permits and road construction permits would still be required, and primary access roads would need to conform to applicable county standards. In the event that 35 acre subdivision is pursued, it is hoped that lots created would cluster home sites in areas where impacts to natural and scenic resources would be minimized.



## 6. UPPER HOMESTEAD / SOUTH FORTY



The Upper Homestead/South Forty Character Area captures residential neighborhoods located on the slopes and benches that rise south of the Edwards Community Center, all of which are within the Homestead PUD. Also in the character area are 30 homes in the South Forty subdivision, 24 lots in the Heritage Park PUD, and four townhome lots in the Pointe at Edwards. Very few properties remain undeveloped in this hillside area, which is characterized by attractive homes, mature landscaping, and sage covered open space areas.

Homestead residents have access to the Homestead Court Club recreation center, which offers tennis, a swimming pool and workout facilities. Views from many properties are significant, with the Eagle River Valley backed by Red and White Mountain to the north, and Lake Creek, Bellyache Ridge and Castle Peak to the west. There are many acres of open space; some located between neighborhoods, but most located above and to the east of developed neighborhoods, and some of the homestead PUD is actually located in the McCoy Creek drainage (and the Arrowhead Character Area) to the east. Many open space tracts are associated with steeper terrain. Homestead PUD open spaces are private lands, with access limited to just Homestead residents. In 2011, Eagle County purchased the 170 acre "L" open space, the lower portion of which is surrounded on three sides by private homes.

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The “L” is open to the general public. South of the “L” is the private 80 acre Allen Parcel, an undeveloped parcel which presently lacks access.

There are no live streams in the Homestead Character Area, but several irrigation ditches carrying water from Lake Creek become water features that flow through and between neighborhoods. The combination of water, riparian vegetation, and open space contributes to a sense of low density and openness. Wildlife is commonly seen in the Homestead area.

Access to most of the homes in the character area begins on Edwards Village Boulevard which leads to Homestead Drive, a one-way in, one-way out road which climbs steeply toward a network of side streets and cul-de-sacs serving neighborhoods. Homes in the South Forty and the Edwards Pointe cannot be accessed through Homestead, instead relying on Bull Run, a separate paved drive which leaves US highway 6 just east of the Edwards Business Center.

Some neighborhoods in the Homestead/South Forty Character Area have sidewalks, most do not. Dirt trails wind through open space tracts, providing connection from upper benches to the lower Community Center, but elevational changes are considerable. Most residents in Homestead choose to drive a car to nearby destinations instead of walking.

All properties in the Homestead/South Forty Character Area are within the service boundary of the Edwards Metropolitan District, but roads are plowed and maintained by Eagle County. Several homeowner associations enforce design guidelines and local covenants within the area. Eagle River Water and Sanitation provides domestic water and wastewater services, although lots in the South Forty utilize on-site wastewater disposal systems. There are no public transportation services in the area.

### **Upper Homestead/South Forty Master Plan Vision**

Land use patterns and densities within the Homestead/South Forty Character Area are well established, lots are mostly built out and the potential for development that would alter the rolling suburban

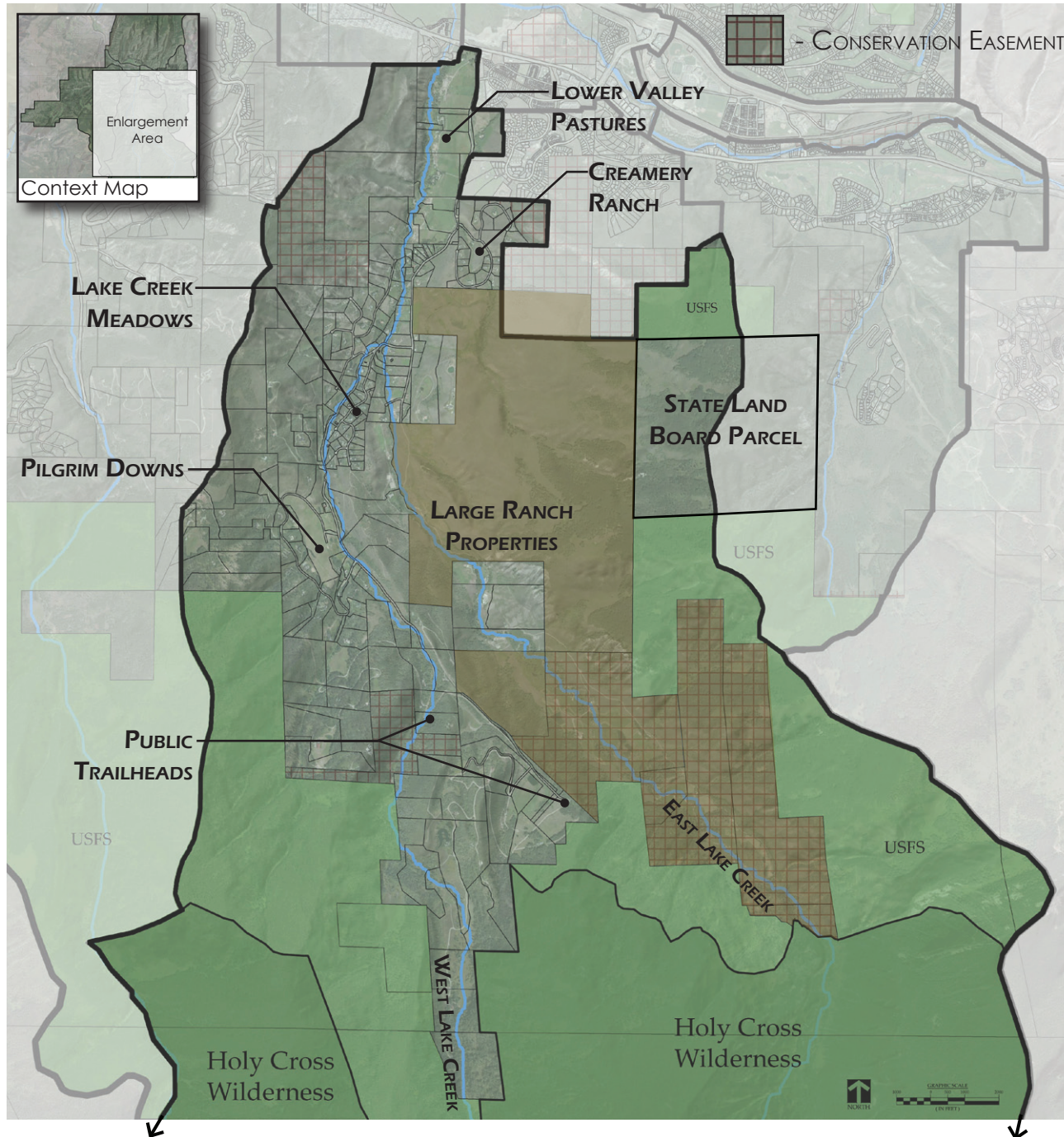
character of the area is low. This expectation is consistent with input gathered during the master planning process, and is supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference these Chapters for additional guidance.

Open space should be retained, and the quality of open space lands, both within and outside of neighborhood areas, should be maintained and/or enhanced. Wildlife should be protected. Trail or sidewalk networks should be expanded to improve pedestrian connectivity. Earthen trails should be monitored for wear and damage from erosion, and should be routinely maintained. The development of a local public transit shuttle service in the Edwards area should consider needs of people who live in the Homestead and South Forty areas.

The undeveloped Allen Parcel south of the County’s “L” Open Space supports critical wildlife habitat and is visible from the valley floor and adjacent public lands. Consistent with the goals and objectives of this Plan, Resource zoning should be maintained on this property, and agricultural uses encouraged. Homes, if proposed, should be located in a manner that minimizes impacts to visual quality and natural resources.



## 7. LAKE CREEK



The pastoral view up the Lake Creek Valley from the I-70 corridor is both iconic and highly valued, not just by the residents of Edwards, but by all who live in and visit Eagle County. Cows and horses grazing on irrigated pastures at the confluence of a mountain river and creek, backed by meadows, forested slopes and rugged granite mountains, with a foreground that includes clusters of homes and neighborhoods nestled into mature landscapes; it is a scene that truly captures the best elements of living in and enjoying Colorado's high country.

Lake Creek starts high in the Holy Cross Wilderness as two mountain streams that travel through miles of pristine back country before joining to form the main stem of Lake Creek, approximately 1.7 miles above its confluence with the Eagle River. The Lake Creek Character Area captures all lands in the drainage basin, with the exception of some residential properties at the far northern end that are more appropriately located in the Upper Homestead/South Forty Character Area. The largest of Edwards' character areas, Lake Creek covers 32,365 acres, or just over 50 square miles. Thirty four square miles (68%) of the area is located within the Holy Cross Wilderness.

Lake Creek Road provides the single point of access into the valley, splitting to become West Lake Creek Road and East Lake Creek Road about a mile up the valley. The agricultural character of the Lake Creek Valley



is reminiscent of Eagle County's agricultural history and heritage, and is strongly influenced by irrigated pastures, open range, large private lots and expansive public lands.

Residential subdivisions exist primarily in the lower valley and up West Lake Creek, some offering smaller lots, others offering properties quite large and exclusive. The northern (lower) valley floor is devoted to horse properties, with manicured pastures a dominant character element. The Lake Creek Meadows Subdivision is located at the start of West Lake Creek Road, and consists of 60 residential lots. Homes in this subdivision are served by a private domestic water lines managed by the Lake Creek Metropolitan District. Homes in Creamery Ranch, a gated neighborhood located east of Lake Creek Road, are served by ERWSD water lines. Larger properties are found further south in both East and West Lake Creek. All other homes in the character area utilize private wells and all homes in Lake Creek utilize on-site wastewater treatment systems.

Private properties are prominent in the foreground of the iconic view up Lake Creek that is witnessed from the I-70 corridor. Most homes in the Lake Creek valley are well screened by topography and/or mature vegetation, further enhancing the valley's low density rural character.

Open range associated with the Scudder/Webster ranch and the Allen Parcel climbs east and south of Lake Creek, combining with public lands to create an expansive backdrop to neighborhoods in Homestead and development in the Edwards Commercial Core. The 640 acre State Land Board parcel lies above and to the east of the Scudder Webster ranches. A number of conservation easements have been established on properties within the character area boundary, as indicated on the map.

While there are no public trailheads on East Lake Creek Road, West Lake Creek Road provides access to two. Private lands are close to wilderness boundaries in this area, and opportunities for mountain biking are limited. The lower West Lake Creek trailhead offers one route suitable for bikes, and sees busy use by hikers in the summer, and cross country skiers in the winter. Eagle County plows and maintains most but not all roads in

the area. Police, fire and ambulance services respond from the Edwards Community Center. There are no paved recreational paths in the Lake Creek Valley.

Wildlife is abundant in the valley, with extensive deer, elk and bear habitat indicated on Colorado Parks and Wildlife maps. Irrigation ditches deliver water from Lake Creek to agricultural lands in the area, and support significant linear stands of water-loving trees and shrubs. Water quality in Lake Creek is a noted concern, as sampling on the lower reaches of the stream failed to find the variety of aquatic bugs expected. As a result, the lower stream has been listed by the EPA as impaired for aquatic life. Water quality problems may be related to the high number of private septic systems in the area, the amount of riparian vegetation that has been removed by private property owners, lawn maintenance in close proximity to live water, or the numerous diversions of the creek to fill private ponds. The cumulative effect of all these factors may be culprit, but additional testing is required.

### **Lake Creek Master Plan Vision**

The Lake Creek Valley has seen little change since the early 1990's, and residents who live there are very protective of its quiet rural character. Survey responses and other feedback received during the planning process indicated strong support for the preservation of open space, agricultural uses and low density residential uses in the Lake Creek drainage.

Existing zoning and the pattern, type, density and intensity of land use should therefore be retained. Agricultural uses should continue to be supported, and the extent of irrigated pasture and associated water rights should be retained. Clustered residential development on the Scudder Webster ranch may be appropriate utilizing the County's Conservation Subdivision process, resulting in the preservation of significant open range. Should this be proposed, residential clusters should be positioned where access and service would be most efficient, and where wildlife habitat and the quality of public views up the Lake Creek Valley would be least impacted. New land use proposals in the Lake Creek Valley may be considered if the rural character of the area is not compromised.

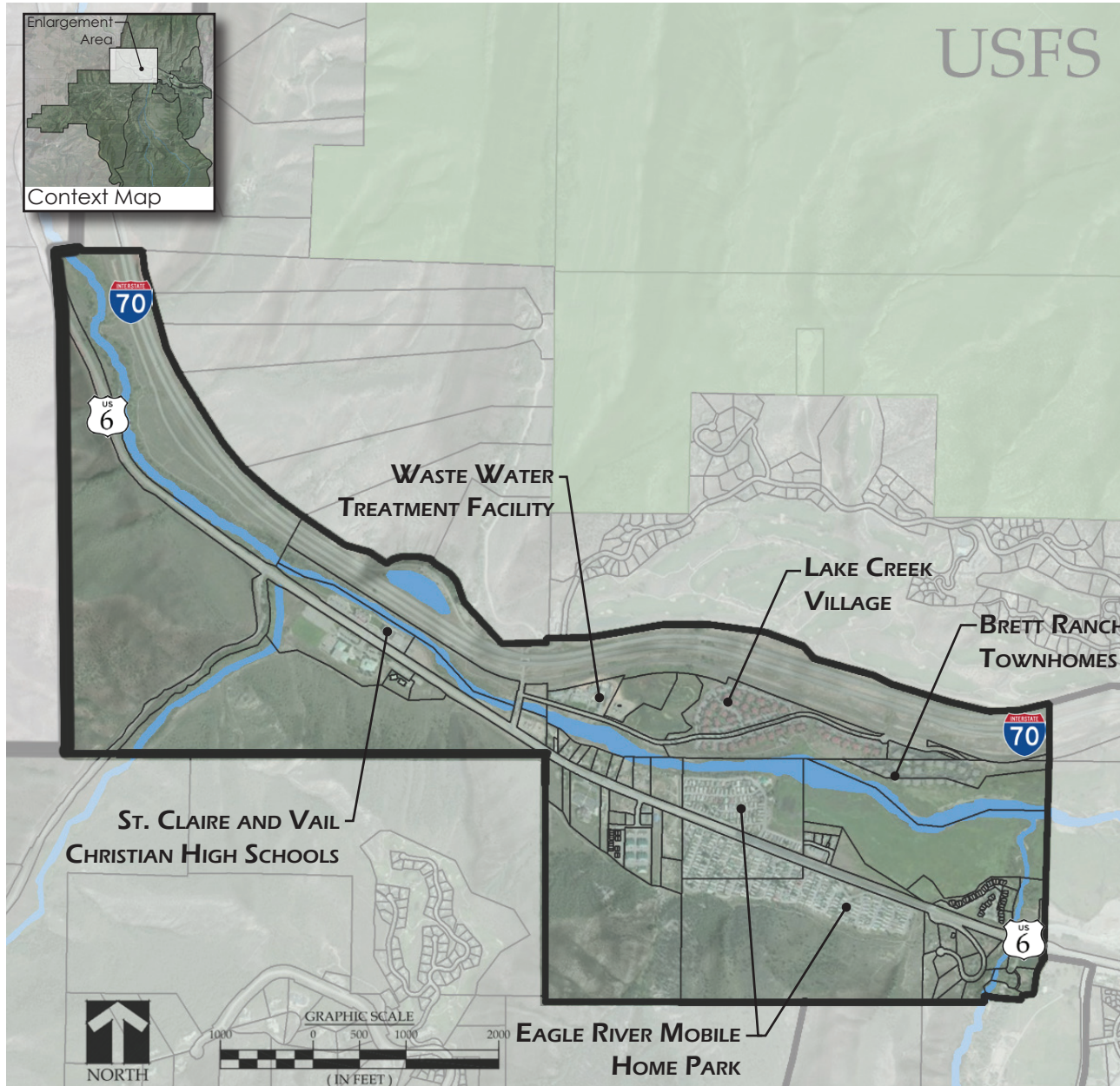
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Descriptions and land use options for the State Land Board parcel located on the ridge west of the Scudder Webster ranch are fully discussed in the East Highway 6/ Arrowhead Character Area section of this Plan. Please reference that section for “master plan vision” information.

Water quality in lower Lake Creek should be monitored, and the quality of riparian areas restored where practicable. Wildlife habitats and migration routes across the valley should be preserved. Wildfire hazards should be addressed on individual properties or within subdivisions consistent with practices and strategies outlined in applicable Community Wildfire Protection Plan documents. The rural “scale” and nature of roads should be retained, as should existing trailheads to public lands. Expanded recreational opportunities may or may not be appropriate, and should be carefully evaluated for potential impacts to natural resources and/or rural character. Maintenance activities by resource management agencies on public lands should be supported.

The above recommendations are consistent with input gathered during the master planning process, and are supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference both Chapter 4 and Chapter 6 for additional guidance.

## 8. WEST EDWARDS



The West Edwards Character area is located west of the Edwards Community Center, beginning at the bridge that crosses Lake Creek and continuing west to a point west of the entrance to Squaw Creek. It spans the Eagle River Valley floor, with Interstate 70 bordering the character area to the north, and properties in the Cordillera PUD providing a border to the south.

The history of development in West Edwards predates county zoning, and began with the construction of the Eagle River Mobile Home Park (ERMHP) in the early 1970's. Zoning was enacted in 1974, at which time the county determined that Residential Suburban Low Density (RSM) zoning would best fit lands on either side of US Highway 6, including the property occupied by the ERMHP. The ERMHP was expanded in early 1992, and today offers 380 mobile home spaces on approximately 50 acres.

Through the years a number of development proposals have been approved on the south side of US Highway 6, all of them accompanied by a change in zoning from RSM to Planned Unit Development. A mix of uses is now in play, including two schools, two churches, a live-work light industrial complex, some residential units, a commercial/retail site, and (most recently) a mini-storage facility.

Across the river from the ERMHP is the Edwards Wastewater Treatment Facility, a large industrial building which impacts both the visual character of the area and, at times, local air quality. East



of that is the 280 unit Lake Creek Village Apartments, and then the Villas at Brett Ranch, comprised of 156 townhomes. The Brett Ranch PUD spans the valley floor further east, capturing a significant portion of floodplain and a cluster of high end single family and duplex home sites that sit near the confluence of Lake Creek with the Eagle River. These developments incorporate attractive architecture and are well-kept and landscaped.

Other land uses have evolved adjacent to Highway 6 in West Edwards without County approval, and a number of lots now support non-conforming activities anchored by old structures with yards full of construction equipment, work vehicles, sheds, trailers, storage tanks and even horses. Disturbances and activities on a number of these properties have encroached into the setback of the Eagle River, where very little riparian vegetation remains. There are some generally well-kept residential sites in this area, but there are no public parks and few examples of quality landscaping. Building designs and architecture in the West Edwards display few common elements, creating a built environment that lacks positive identity or sense of place. Participants in the master planning process noted the “outcast” nature of the highway corridor in West Edwards, and the need for improvements and amenities consistent with the quality of “places” found elsewhere in the Edwards community.

US Highway 6 is maintained by the Colorado Department of Transportation, and provides one lane of travel in both directions through West Edwards. Turn lanes have been constructed at Hill Crest Drive, near Fox Hollow and on both sides of the road at Arrowgrass (the entrance to the ERMHP) to accommodate turning movements. A traffic signal governs movement at the entrance to Saint Claire and the Vail Christian High School, and another signal stops traffic for pedestrians mid-way through the mobile home park property. A segment of the Eagle Valley Trail parallels the south side of Highway 6, connecting properties located along the Highway to the Edwards Commercial Core. Residents of Lake Creek Village and Brett Ranch do not benefit from the regional trail system. ECO Transit provides stops on both sides of the road at the

Eagle River Mobile Home Park, and also serves Lake Creek Village. The highway through west Edwards is popular with road cyclists.

Highway 6 sees significant traffic volumes, especially during peak travel hours. During these times, considerable stacking occurs on Hillcrest Drive and at other driveways along the north side of the highway as drivers attempt to turn left. School buses stop traffic as they load and unload children at the ERMHP, exacerbating traffic issues during the school year. Due to frequent accidents and delays, traffic movement and safety on Highway 6 in West Edwards has been identified by Eagle County and the Edwards community as a major concern. At the writing of this plan Eagle County is studying options to help ease traffic congestion in West Edwards.

There are a significant number of housing units in West Edwards, most of which serve lower and middle-income families. The lack of parks, playgrounds, sports fields, crosswalks, landscaped area and adequate nighttime lighting in the area was noted by committee members.

West Edwards is within the service boundary of the Edwards Metropolitan District. Fire, ambulance and law enforcement respond to the area from the Edwards Center. The Eagle River Water and Sanitation District (ERWSD) provides domestic water and wastewater services in the area, and most properties are connected. The mobile home park is an exception, utilizing water from a private well (mobile homes are connected to wastewater collection lines). Complaints have been received by the County regarding the aesthetic quality of the well water in the ERMHP, but it continues to meet State Health Department standards. There have been instances of domestic lines freezing in the winter due to insufficient depth, however, and there are concerns regarding adequate fire flow.

There are opportunities for new development and redevelopment in West Edwards. Three vacant narrow lots remain on the south side of the highway, and there is a group of larger lots located along the river west of the mobile home park that could be redeveloped. Plans are in the works for a townhome complex on properties owned by Eagle River Water

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and Sanitation in the area, and a multi-family residential development is planned on another lot that currently supports non-conforming uses.

Natural resources are important considerations in West Edwards. The gradient of the Eagle River is relatively flat through the area, and a broad floodplain creates a significant open space. In combination with the Eagle River Preserve, this open space serves as the visual front door to the Edwards community when viewed from the west. People frequent the area during summer months, fishing, kayaking or float tubing, although much of the river frontage is privately owned. At the western end of the flat water is a public launch site where rafts begin a popular float on the Eagle River between Edwards and Wolcott during the high water season.

Behind properties on the south side of US Highway 6 are steep slopes that have been mapped as critical winter range for elk. Colorado Parks and Wildlife has also indicated the need to retain an open corridor for wildlife moving from south to north across the Eagle River valley in this part of the County.

### **West Edwards Master Plan Vision**

Changes are not only anticipated in West Edwards, they are very much desired. Community engagement should be a priority, with strategies employed to welcome local residents and property owners into the planning and decision making process.

New development or redevelopment should replace non-conforming uses, and improvements should be designed and amenitized in a manner that enhances the area's identity and sense of place. Many provisions of the design guidelines created in 2009 for the Commercial Core (see Appendix B) should be applied. Taller buildings may be appropriate where steep slopes provide a backdrop south of Highway 6; nearer to Highway 6 or adjacent to the river buildings taller than that allowed by zoning standards may not be appropriate given the exposed nature of those locations. Landscaping to enhance structures, screen parking and outdoor storage and provide quality outdoor spaces should be strongly encouraged. Nighttime lighting on recreational paths may be

appropriate in some areas; dark night sky standards should be adhered to for all new development.

New commercial uses should be limited to those that provide services for residents in the immediate neighborhood. Commercial uses, if determined appropriate, would be most compatible on properties south of the highway. Narrow parcels in this area could be combined with adjacent lots to create larger and more functional development sites. New residential use south of Highway 6 may also be appropriate, but compatibility with commercial/industrial uses in the area may be an issue.

A full range of workforce housing types and price points should be encouraged. Residential uses would be most appropriate on lands north of the highway where similar uses exist and/or are proposed. Parks and playgrounds commensurate to scale should be included with new development proposals, and paved paths should connect all properties. Residents in the ERMHP would benefit from additional playgrounds, better nighttime lighting and additional landscaping within and on the margins of the mobile home park.

Landscaping and path and street lighting could be extended west from the Edwards Commercial Core towards West Edwards within the US Highway 6 ROW, improving safety and providing greater aesthetic and visual connectivity between the two areas. All new landscaping should be water efficient. All properties in West Edwards should be connected to domestic water and wastewater services provided by Eagle River Water and Sanitation. Significant improvements have recently been made to the Edwards Wastewater Treatment Facility to reduce emissions, and continued efforts to minimize olfactory and visual impacts should be supported.

Congestion on US Highway 6 is expected to increase over time, even if no new development occurs in the West Edwards area. Improvements to intersections along this section of road that would ease traffic congestion should be implemented as funding becomes available. Access points/driveways along US Highway 6 should be consolidated wherever practicable, consistent with the US Highway 6 Access Management

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Plan. In response to observed pedestrian use, a paved path should be constructed on the north side of US Highway 6 between the ERMHP and the Commercial Core. Efforts to provide a more direct pedestrian and bicycle route between Brett Ranch Villas (and Lake Creek Villas) and the Commercial Core should also be supported. Enhancements to transit service and facilities should also be supported.

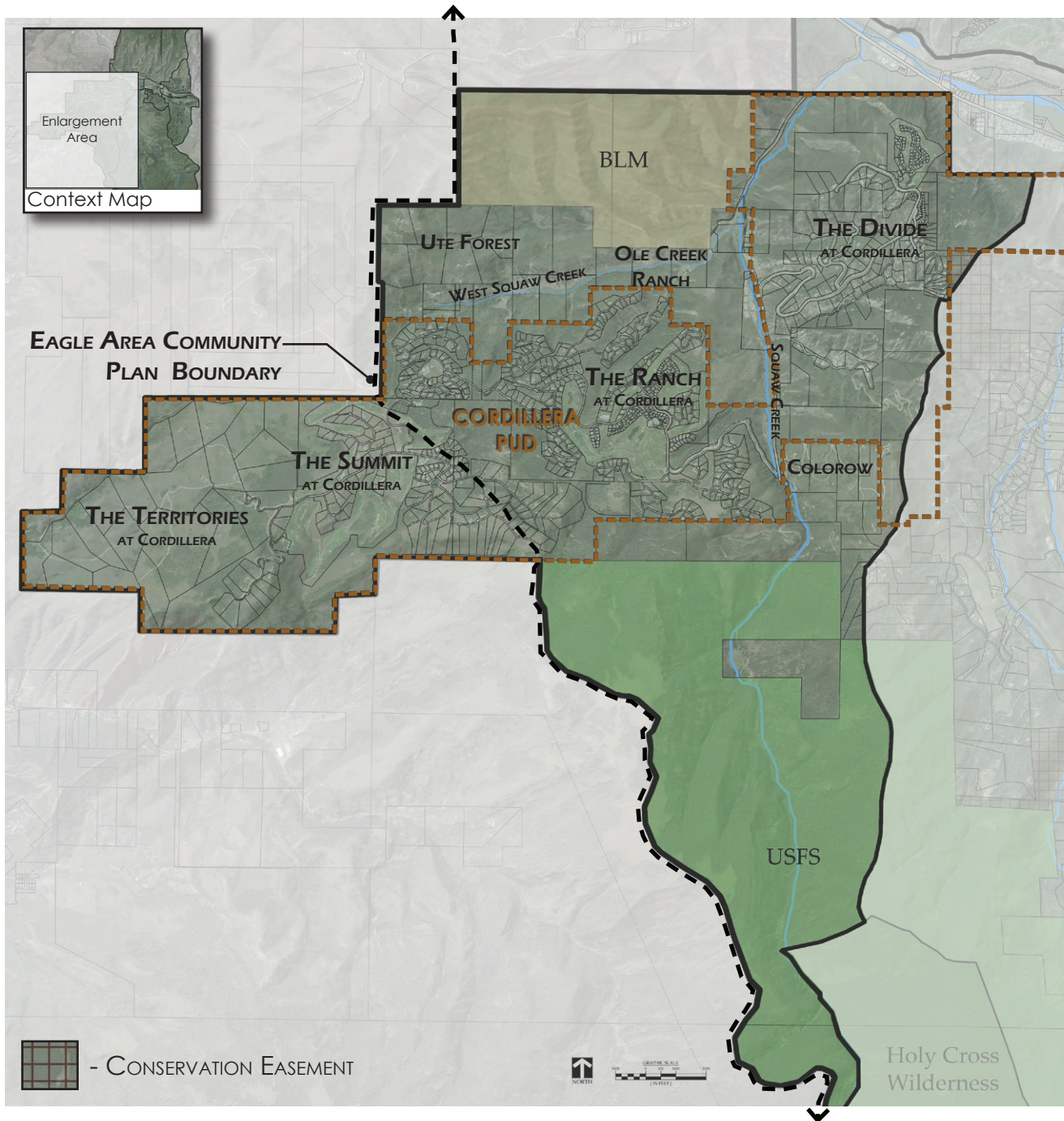
Development or disturbances on steep slopes or in identified hazard areas should be avoided, and the quality of wildlife habitat and movement corridors should be preserved. A FLUM Designation of “Private Constrained” has been assigned to the steep slopes south of Highway 6, indicating the need for careful and thorough analysis in the event that development or disturbances are proposed. Consistent with Colorado Parks and Wildlife objectives, a wide undeveloped area should be maintained west of the Hagedorn Mini Storage property and east of the St Clare of Assisi property to accommodate across-valley wildlife migration.

The Eagle River and its associated floodplain are public assets, and the quality of both should be preserved. River setbacks should be enforced to protect water quality, visual quality and the experiences of river recreationalists, and to accommodate wildlife movement. Storm water originating on roads and developed sites in West Edwards should be captured and treated before being released into the river. Riparian vegetation should be restored in areas where it can be sustained through natural means. Large trees should be introduced in the area to provide shade, screen adjacent land uses and soften the height of structures.

The above suggestions are consistent with input gathered during the master planning process, and are supported by the goals, policies and strategies found in Chapter 4, and the Future Land Use Map and FLUM designation descriptions provided in Chapter 6. Please reference these Chapters for additional guidance.



## 9. SQUAW CREEK / CORDILLERA



Located on the western border of the Edwards Planning Area, the Squaw Creek/ Cordillera character area covers 11,250 acres, and includes all of the main Squaw Creek drainage, most of the West Squaw Creek drainage, and also an area in the Brush Creek drainage, where the Summit and Territories subdivisions drop over the western ridge. The topography is mountainous, with steep slopes rising from narrow valley floors. Elevation within the character area ranges from 7100 feet at the entrance to Squaw Creek Road to over 10,000 feet at the Summit, and vegetation varies considerably as well, with heavily forested areas and alpine meadows predominant on north facing and higher elevation lands, and sparse desert species growing lower down and on slopes with strong southern exposure. With the exception of some homes positioned on ridgetops, development in this character area cannot be seen from the main Eagle River valley and I-70 corridor.

Squaw Creek Road provides paved access to the area from US Highway 6. Many other roads branch off, some paved, some not. The lower portion of Squaw Creek Road is cooperatively maintained through an agreement between the Cordillera Metropolitan District and Eagle County Road and Bridge. In contrast, West Squaw Creek Road is not paved, and is entirely maintained by Eagle County.

There is a great deal of private land within the Squaw Creek/Cordillera Character Area, much of it within the 7000 acre Cordillera PUD. This development is comprised of four “neighborhoods”, the Ranch, the Divide, the Summit and the Territories. Approved in 1984, Cordillera offers 850 residential lots, two private golf courses and one par three course (open to the public), two golf club houses, a private lodge and several restaurants that are associated with lodge and/or golf course operations. Properties are accessed by a 40+ mile network of paved roads. All lands within the PUD have been platted. Homes are generally high end, and are occupied by both full time and part-time residents. At the writing of this plan, 289 lots remain undeveloped within the PUD.

Approximately 40% of the land area of Cordillera is designated as open space, and residents enjoy expansive views and numerous parks accessed by over 30 miles of multi-use trails. Land use, building design and maintenance activities are overseen by the Cordillera Homeowners Association, and roads and trails are maintained by the Cordillera Metropolitan District. Restaurants are open to the public, and cyclists are allowed to travel beyond entry gates. Distances are significant within the PUD, however, and there is no developed pedestrian/bike or public transit connectivity to the Eagle River Valley.

A number of other subdivisions, including Colorow, Ute Forest, Ole Creek Ranch and Robinson exist within the character area outside of the Cordillera PUD. These are large lot subdivisions established under Senate Bill 35 without the benefit of county review. Most properties in these subdivisions support single family homes; properties in Ole Creek Ranch also support agricultural uses along West Squaw Creek. Only five of these large lots are vacant at the writing of this plan. There are a number of un-platted private properties scattered within the character area as well.

The Squaw Creek/Cordillera character area is home to streams, forests, meadows and other outstanding natural resources. There is significant wildlife habitat. Public (Federal) lands border private development to the north and south within the character area, with a 1500 acre block

of Bureau of Land Management (BLM) land up West Squaw Creek, and 2800 acres of US Forest Service land located at the head of the main Squaw Creek drainage. A Forest Service access gate provides public access at the southern terminus of Squaw Creek Road.

Given the remoteness of the area, Cordillera operates a satellite fire station located in Carterville near lower Squaw Creek Road. Fire and life safety services otherwise respond from the Edwards Commercial Core. All Cordillera properties are served with domestic water through lines managed by ERWSD, although lines in the Territories are for fire suppression purposes only. Most lots in Cordillera Ranch have access to domestic wastewater service but parcels in the Territories and the Divide subdivisions utilize on-site wastewater disposal systems (OSWD). All other properties in the character area rely on wells and private septic systems. Power, natural gas and other utilities are available to all Cordillera lots.

### **Squaw Creek /Cordillera Master Plan Vision**

Given steep terrain, remote locations and the type and extent of established development, the potential for changes that would alter character of lands within this character area is low. Existing zoning and the pattern, types and general intensities of land use should be retained, with strong consideration given to maintaining the rural and natural attributes that have drawn property owners to the area. This vision is consistent with views expressed by the community during the master planning process, and is supported by the planning considerations found in Chapter 4, and by the Future Land Use Map and FLUM designation descriptions in Chapter 6. Please reference these chapters for additional guidance.

Efforts to reduce water consumption, protect wildlife, and reduce wildfire hazards in the Squaw Creek/Cordillera Character Area should be encouraged and supported. Additional public access to recreational opportunities in the area may also be appropriate, with the caveat that it be compatible with private property interests and with land and natural resource management plans and strategies, where applicable.

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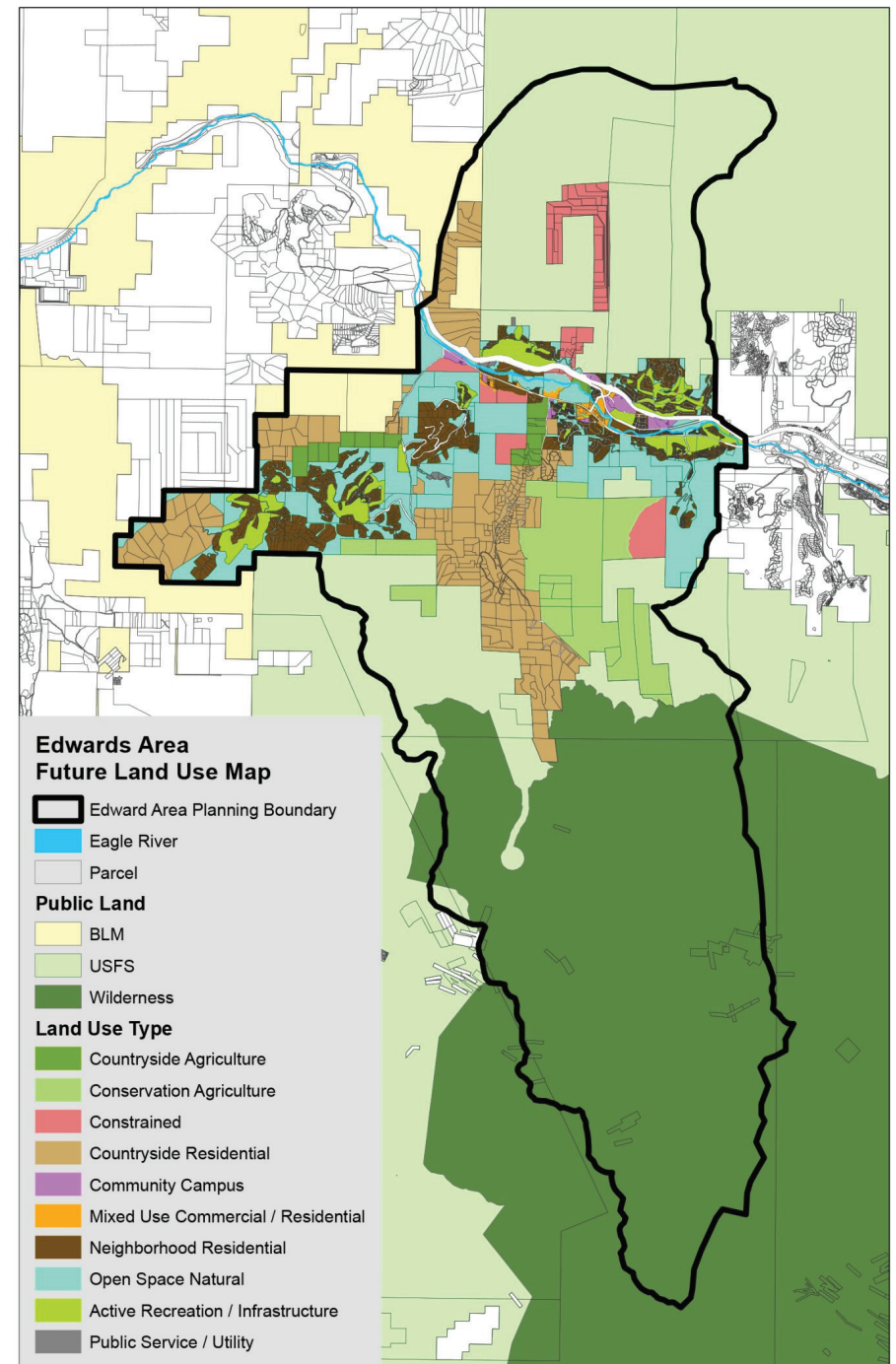
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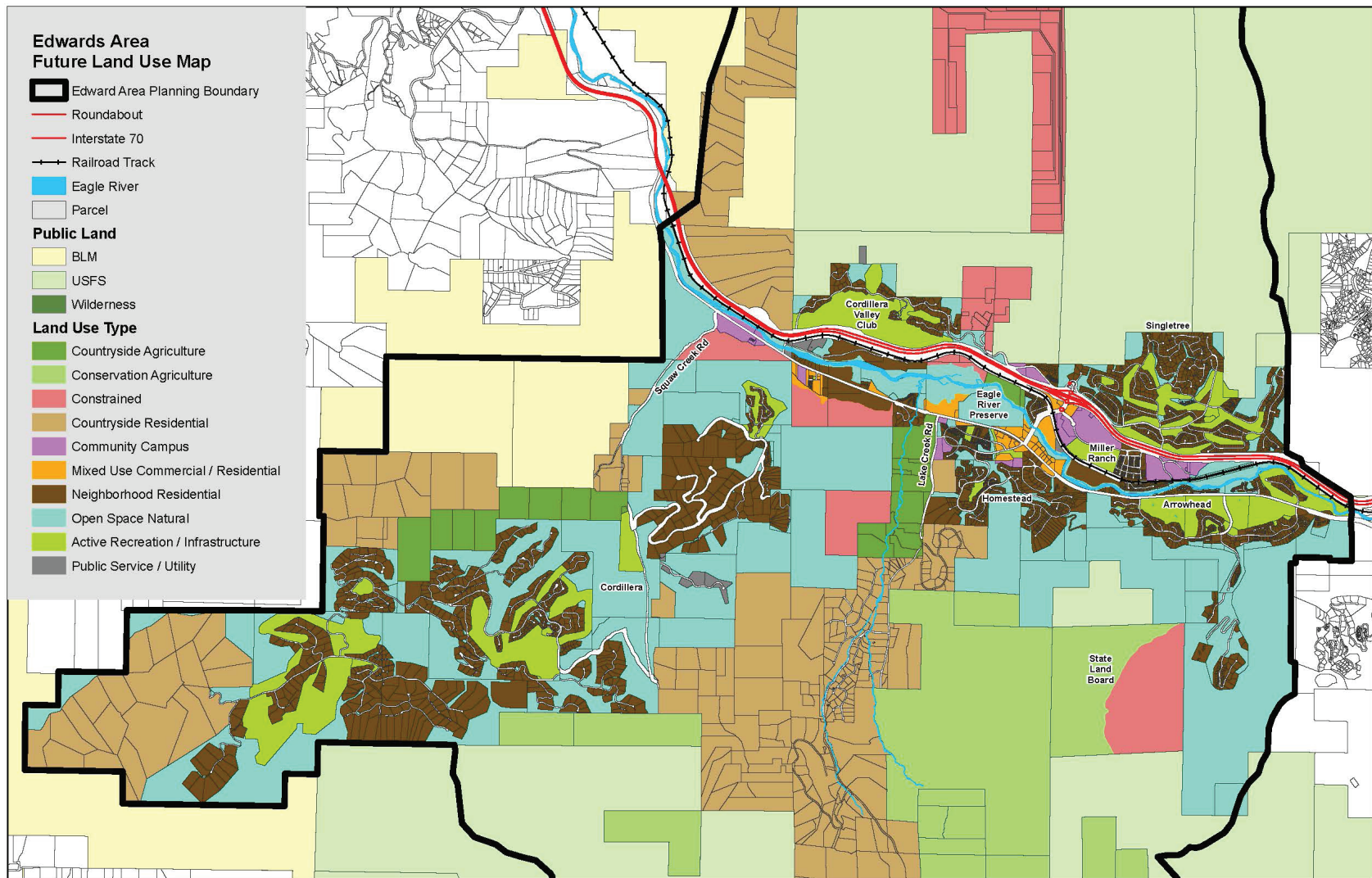
## 6. FUTURE LAND USE MAPS

Future Land Use Maps (FLUM's) are developed near the end of the planning process, and utilize information gathered to anticipate types and intensities of land use that would be appropriate for different areas. The maps reflect existing land use categories in areas already developed, and desired outcomes in other areas, consistent with the purposes and intents of this master plan document. Like the master plan of which they are a part, FLUM's may be adjusted over time in response to the changing conditions, needs or values of the community.

FLUM designations can support existing land uses, suggesting that they not change, or they can identify properties where a change from present conditions should be considered. In the latter instance, application to and approval by the Board of County Commissioners will likely be required. The future land use maps for the 2016 Edwards Area Community Plan were developed by:

- Analyzing existing land use conditions, opportunities and constraints;
- Identifying existing infrastructure and/or connectivity opportunities and constraints;
- Identifying areas where higher intensities or different types of use might be appropriate;
- Identifying lands that should be protected in order to preserve the history, heritage, character, natural resources and/or the environmental integrity of the area;
- Analyzing social, economic and political conditions and relationships;
- Applying accepted planning principles related to growth, development, preservation, movement and efficiency to the unique situations found in the Mid-Valley Area, and;
- Incorporating the issues, values, desires and decisions expressed in community meetings, Technical and Citizen Advisory Committee meetings, and in referral responses, and;
- Incorporating direction from the Eagle County Planning Commission.

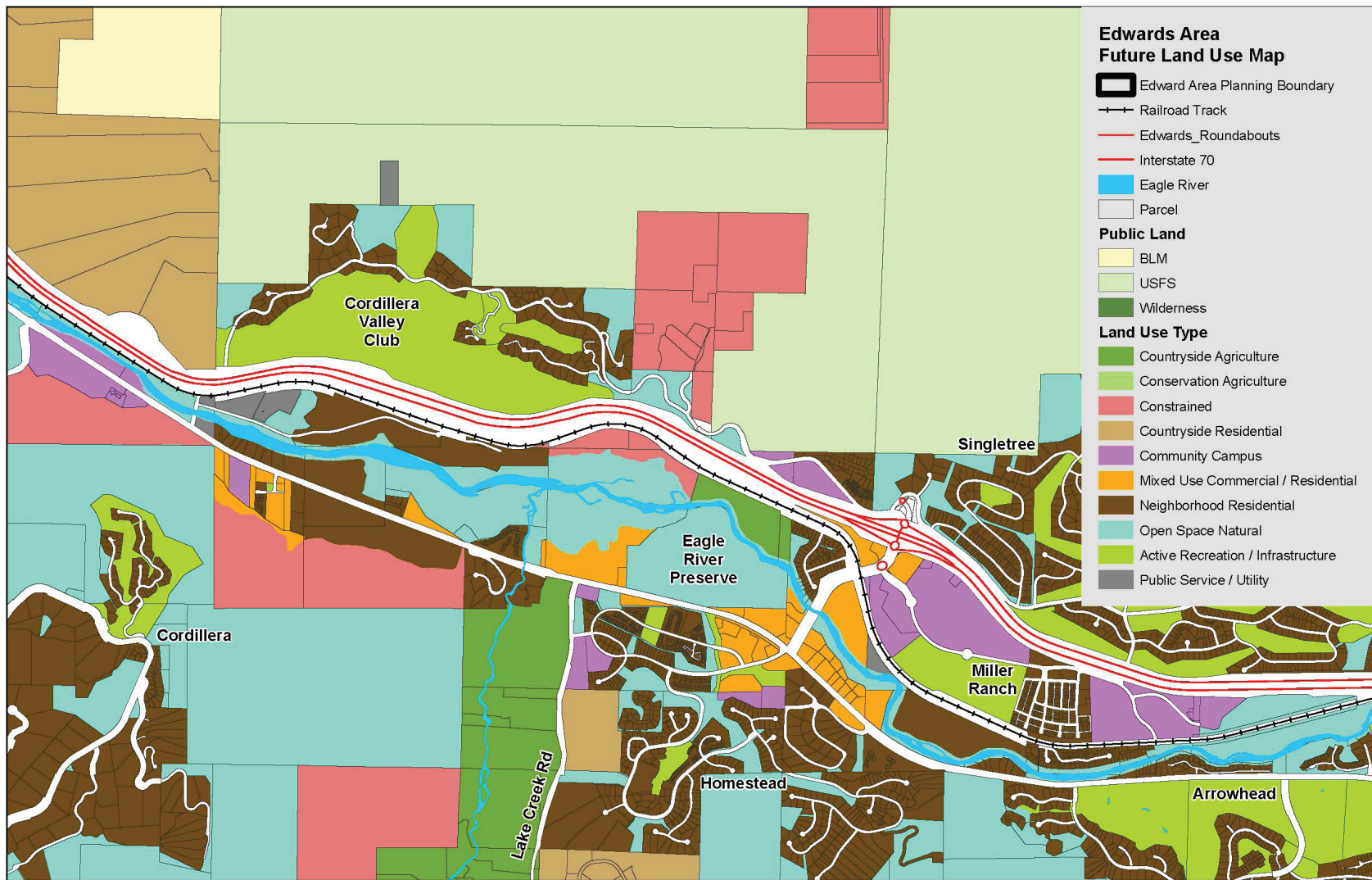




Different colors on FLUM maps indicate different land use designations, and each designation provides a range of possible land uses and/or intensities of land use. Each color has a “designation description”, which are detailed on the pages following the maps. These descriptions provide additional guidance for each colored area, listing:

- The general purpose and intent of the FLUM designation
- Desired character traits within the FLUM designation
- Land uses that would be consistent with the FLUM designation





Importantly, a FLUM designation on a given property does not imply uniform development potential, as there are many factors that must be considered when designing and positioning land uses on a given property. **Future Land Use Maps are not the same as county zoning.** FLUM's are not regulatory and they do not replace or supersede County Zoning and/or decisions that have been or that might be made by elected officials as part of a land use application process. **There are many variables other than those provided by a master plan analysis that ultimately determine the appropriateness of a future land use.** FLUM's provide guidance using known facts and public input available at a particular point in time. In and of themselves, they do not "allow" or "prohibit" types or intensities of land use, and they should not be used to assess or anticipate the value of property.

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## EDWARDS **FLUM** DESIGNATION DESCRIPTIONS

1. NEIGHBORHOOD RESIDENTIAL
2. MIXED USE COMMERCIAL / RESIDENTIAL
3. COMMUNITY CAMPUS
4. COUNTRYSIDE RESIDENTIAL
5. COUNTRYSIDE AGRICULTURE
6. CONSERVATION AGRICULTURE
7. OPEN SPACE NATURAL
8. ACTIVE RECREATION AND INFRASTRUCTURE
9. PUBLIC SERVICE / UTILITY
10. PUBLIC LANDS
11. CONSTRAINED

# 1. NEIGHBORHOOD RESIDENTIAL

<b>Intent</b>	<p>A. Retain existing mix and density of residential units. Work to improve pedestrian connectivity, recreational facilities, lighting and public infrastructure and services where needs are not currently being met.</p> <p>B. New residential development should include:</p> <ul style="list-style-type: none"> <li>• Compact, efficient designs</li> <li>• Safe and efficient access</li> <li>• Adequate utilities and public services</li> <li>• Affordable workforce housing (if located within walking distance of public transportation)</li> <li>• Pedestrian connectivity to off-site destinations (where logical/practicable)</li> <li>• Quality architecture and landscaping</li> </ul> <p>C. Support HOA oversight of local covenants</p> <p>D. Manage open space areas and river access for public enjoyment</p> <p>E. Manage public access to open space areas for the protection of natural resources.</p> <p>F. Existing parks, playgrounds, open lands or other recreational facilities may not be indicated on the FLUM, but should be retained and maintained.</p>
<b>Character</b>	<p>A. A variety of residential neighborhood environments, some compact, some larger lot, supporting single family, duplex, mobile home and multifamily units.</p> <p>B. Larger lot residential neighborhoods include significant open space between homes</p> <p>C. Variable architecture, areas around homes well landscaped.</p> <p>D. Roads are paved, sidewalks may or may not be present, traffic volumes and speeds are generally low.</p> <p>E. Exterior lighting protects the dark night sky</p>
<b>Land Uses</b>	<p>A. Residential</p> <p>B. Recreation (parks, fields, trails)</p> <p>C. Open space</p> <p>D. Neighborhood maintenance facilities</p>





## 2. MIXED USE COMMERCIAL / RESIDENTIAL

<b>Intent</b>	<ul style="list-style-type: none"> <li>A. Maintain the existing nature, mix and density of retail, office, service and residential uses.</li> <li>B. New development or redevelopment should provide:</li> <li>C. A compatible mix of retail, office, service and residential uses, vertically mixed or separated horizontally in single-use clusters; or</li> <li>D. Pure residential or pure commercial use, so long as the proximity of the project to adjacent uses results in a mutually supportive mixed use environment</li> <li>E. Open space, trails and recreational facilities commensurate to the location and nature of the development, with trail connectivity to off-site destinations.</li> <li>F. Affordable workforce housing</li> <li>G. Street level businesses frontages that are pedestrian oriented, with adequate sidewalks, seating areas and signage</li> <li>H. Safe, efficient vehicular access, with parking commensurate to business and residential needs</li> <li>I. Energy efficient layouts and building designs/construction</li> <li>J. For larger developments, space for public events and festivals in locations where parking and pedestrian access is available.</li> <li>K. Support HOA oversight of local covenants</li> <li>L. Manage open space areas and river access for public enjoyment</li> <li>M. Manage public access to open space areas for the protection of natural resources.</li> <li>N. Existing parks, playgrounds, open lands or other recreational facilities may not be shown on the FLUM. These amenities should be retained and maintained.</li> </ul>
<b>Character</b>	<ul style="list-style-type: none"> <li>A. Commercial or mixed use buildings with shops, pedestrian finishes and amenities at ground level</li> <li>B. Building height compatible with adjacent structures, adjacent landscape features</li> <li>C. Higher density residential configurations/arrangements</li> <li>D. A mix of complimentary architectural themes, compatible in scale and design to adjacent uses and/or the general character of the Edwards community</li> <li>E. High quality landscaping</li> <li>F. Signs and street scape elements that enhance identity, sense of place</li> <li>G. Significant parking on surface lots or in parking structures</li> <li>H. Significant pedestrian activity</li> <li>I. Traffic moving efficiently on busy roads</li> <li>J. Light fixtures designed to protect the dark night sky.</li> </ul>
<b>Land Uses</b>	<ul style="list-style-type: none"> <li>A. Residential</li> <li>B. Commercial/service/retail /lodging</li> <li>C. Restaurant/Bar/Entertainment</li> <li>D. Parks, plazas, trails and open space</li> <li>E. Community events</li> </ul>



## MIXED USE COMMERCIAL / RESIDENTIAL





### 3. COMMUNITY CAMPUS

<b>Intent</b>	<p>A. Accommodate structures and activities associated with schools, churches and medical facilities.</p> <p>B. Utilize undeveloped space on CMC campus for student/staff housing facility</p> <p>C. Construct new community services building on available land north of the WECMRD Field House</p> <p>D. New development should include:</p> <ul style="list-style-type: none"> <li>• Energy efficient layouts and building designs/construction.</li> <li>• Compatible architecture</li> <li>• High quality landscaping</li> <li>• Efficient vehicular access</li> <li>• Adequate vehicular parking</li> <li>• Connectivity to adjacent pedestrian and bike trail systems</li> </ul> <p>E. Existing parks, playgrounds, open lands or other recreational facilities may not be shown on the FLUM, but should be retained and maintained.</p>
<b>Character</b>	<p>A. Institutional and community service buildings, some of significant scale</p> <p>B. Attractive climate appropriate architecture and landscaping</p> <p>C. Surface parking lots</p> <p>D. Significant pedestrian activity</p> <p>E. Significant light associated with evening sports field events. Light fixtures otherwise designed to protect the dark night sky.</p>
<b>Land Uses</b>	<p>A. Educational facilities</p> <p>B. Religious facilities</p> <p>C. Medical facilities</p> <p>D. Community and/or government offices</p> <p>E. Parks, playgrounds, sports fields and open space</p> <p>F. Community events</p>





## 4. COUNTRYSIDE RESIDENTIAL

<b>Intent</b>	<ul style="list-style-type: none"> <li>A. Retain low density rural residential lots with small scale agriculture and equestrian uses.</li> <li>B. Preclude development or disturbances on steep slopes or in floodplains, identified hazard areas or highly visible areas.</li> <li>C. Preclude uses or activities that would alter rural character, or interfere with the quiet enjoyment of existing residential lots.</li> <li>D. Maintain the existing scale and character of roads and driveways, and preclude uses or activities that would appreciably increase traffic.</li> <li>E. Preserve the quality of critical wildlife habitat and migration routes</li> <li>F. Implement strategies to correct water quality problems in lower Lake Creek.</li> <li>G. Platted open space and conservation easements should be retained.</li> <li>H. Retain and appropriately maintain public trailheads.</li> </ul>
<b>Character</b>	<ul style="list-style-type: none"> <li>A. Low density, rural landscape</li> <li>B. Most homes out of sight or significantly screened by vegetation</li> <li>C. Small scale agricultural uses. Where they exist, agricultural uses are subordinate to residential use.</li> <li>D. Visual quality is enhanced by large expanses of undeveloped land.</li> <li>E. Traffic volumes and vehicle speeds are low</li> <li>F. Exterior lighting protects the dark night sky.</li> </ul>
<b>Land Uses</b>	<ul style="list-style-type: none"> <li>A. Residential</li> <li>B. Agricultural</li> <li>C. Open space</li> </ul>



## 5. COUNTRYSIDE AGRICULTURAL

<b>Intent</b>	<ul style="list-style-type: none"> <li>A. Retain views, open space, wildlife habitat, ranch land management activities and ranching heritage provided by smaller ranch properties.</li> <li>B. Preclude development or disturbances on steep slopes or in floodplains, identified hazard areas or highly visible areas.</li> <li>C. Preclude uses or activities that would alter rural character or diminish the extent of irrigated land.</li> <li>D. Maintain the existing scale and character of roads and driveways, and preclude uses or activities that would appreciably increase traffic.</li> <li>E. Preserve the quality of critical wildlife habitat and migration routes.</li> <li>F. Implement strategies to correct water quality problems in lower Lake Creek.</li> <li>G. Platted open space and/or conservation easements should be retained.</li> </ul>
<b>Character</b>	<ul style="list-style-type: none"> <li>A. Pastures and horses, with ranch gates, fences, irrigation structures, farm machinery, etc.</li> <li>B. Residential structures are widespread and subordinate to agricultural use.</li> <li>C. High quality views are enhanced by irrigated pastures, grazing livestock, clustered ranch buildings, open range and public lands.</li> <li>D. Traffic volumes and vehicle speeds are low</li> <li>E. There is a dark night sky.</li> </ul>
<b>Land Uses</b>	<ul style="list-style-type: none"> <li>A. Agricultural</li> <li>B. Residential</li> <li>C. Open space</li> </ul>





## 6. CONSERVATION AGRICULTURAL

<b>Intent</b>	<p>A. Retain the views, open space, ranch land management activities and ranching heritage provided by large ranch properties.</p> <p>B. Promote conservation. Allow limited clustered residential development (utilizing the Conservation Subdivision process) in exchange for the preservation and/or conservation of productive agricultural lands and natural resource areas.</p> <p>C. Maintain the existing scale and character of roads and driveways.</p> <p>D. Preserve/enhance the quality of wildlife habitat and other natural resources.</p> <p>E. Preserve and showcase historic artifacts.</p>
<b>Character</b>	<p>A. High quality views enhanced by expansive open range and public lands, with foregrounds of irrigated pasture, grazing livestock, and clustered ranch buildings.</p> <p>B. Widespread residential structures.</p> <p>C. Roads unpaved, traffic volumes and vehicle speeds are low</p> <p>D. There is a dark night sky.</p>
<b>Land Uses</b>	<p>A. Agricultural</p> <p>B. Residential</p> <p>C. Open space</p>





## 7. OPEN SPACE NATURAL

<b>Intent</b>	<p>A. Retain the present configuration and extent of lands with this designation.</p> <p>B. Provide trails, rustic structures, fences and informational/educational signage.</p> <p>C. Provide parking at managed access points, where feasible and appropriate</p> <p>D. Encourage maintenance by qualified entities to minimize hazards, prevent erosion, and assure the health of trees, shrubs and ground covers.</p> <p>E. Manage public access to protect the quality of natural resources.</p>
<b>Character</b>	<p>A. Expansive open space including meadows and forest lands in a natural condition</p> <p>B. Single track trails with rustic fences, signs and shelters</p> <p>C. Dispersed use</p> <p>D. High quality views</p>
<b>Land Uses</b>	<p>A. Low impact passive recreation, hiking, fishing, biking (where allowed)</p> <p>B. Natural resource management and maintenance activities</p>



## 8. ACTIVE RECREATION AND INFRASTRUCTURE

<b>Intent</b>	<ul style="list-style-type: none"> <li>A. Retain and appropriately manage lands devoted to active recreation facilities and uses.</li> <li>B. Support commercial activities related to recreational use</li> <li>C. Accommodate public paths, roads, and utility infrastructure</li> <li>D. Provide adequate parking</li> <li>E. Support community events where space is available</li> <li>F. Support HOA, special district or private business oversight and management</li> <li>G. Support measures to conserve water, and minimize impacts to adjacent lands and waterways from fertilizers, pesticides and other maintenance activities.</li> <li>H. Minimize negative impacts to natural resources</li> </ul>
<b>Character</b>	<ul style="list-style-type: none"> <li>A. Developed recreation amenities and features, with manicured turf, landscaped areas, trails and/or paths.</li> <li>B. Natural areas adjacent to developed areas</li> <li>C. Where allowed by zoning, structures and parking lots associated with recreational uses or community services</li> <li>D. A variety of types and intensities of use and activity</li> <li>E. Open space enhances local views</li> </ul>
<b>Land Uses</b>	<ul style="list-style-type: none"> <li>A. Golf courses and related clubhouses, shops, restaurants, etc.</li> <li>B. Sports fields and related events</li> <li>C. Neighborhood workout centers</li> <li>D. Open air markets and other community events</li> <li>E. Playgrounds, parks and picnic areas</li> <li>F. Parking</li> <li>G. Trails and paths</li> <li>H. Utilities and public infrastructure</li> </ul>





## 9. PUBLIC SERVICE / UTILITY

<b>Intent</b>	<p>A. Retain existing public service uses</p> <p>B. Ensure adequate setbacks or buffers from adjacent uses. Work to minimize visual, noise and olfactory impacts</p> <p>C. Provide managed public river access, where appropriate</p>
<b>Character</b>	<p>A. Variable design of structures, reflecting function and use</p> <p>B. Parked highway and service trucks and vehicles</p> <p>C. High quality landscaping</p> <p>D. Wastewater treatment plant</p>
<b>Land Uses</b>	<p>A. Water treatment facilities</p> <p>B. Public transit facilities</p> <p>C. Maintenance shops</p> <p>D. Utility distribution and telecommunication facilities</p> <p>E. Alternative energy production facilities.</p> <p>F. Open space</p> <p>G. Parking</p> <p>H. Other public service/public infrastructure</p>





## 10. PUBLIC LANDS

<b>Intent</b>	<p>A. Retain the quality and contribution of natural resources and recreational experiences on lands administered by the Bureau of Land Management, the United States Forest Service, and the State of Colorado.</p> <p>B. Maintain existing public land boundaries and ownership, unless the public benefits realized through a land trade or land exchange significantly outweigh negative impacts.</p> <p>C. Maintain opportunities for dispersed recreation, consistent with public land management plans.</p> <p>D. Support forest, wildlife and watershed management activities, consistent with public land management plans.</p> <p>E. Limit resource extraction to that deemed necessary to assure forest health and public safety.</p> <p>F. Preserve archeological and cultural artifacts, and protect elements of local history and heritage.</p>
<b>Character</b>	<p>A. Open, undeveloped and expansive high desert, forests, meadows and alpine environments, with outstanding scenic quality.</p> <p>B. Trailheads and single track trails managed for hiking, horseback riding and biking (where permitted).</p> <p>C. Rustic signs, fences and other structures.</p> <p>D. Wildlife common</p>
<b>Land Uses</b>	<p>A. Dispersed recreation (backcountry camping, fishing, hiking, etc.)</p> <p>B. Motorized and mechanized recreation where permitted</p> <p>C. Trails and trailheads with parking areas</p> <p>D. Backcountry huts (?)</p> <p>E. Resource management activities</p>



## 11. CONSTRAINED

<b>Intent</b>	<p>A. These are lands where development, if proposed, would be “challenged” as a result of one or more of the following conditions:</p> <ul style="list-style-type: none"> <li>• Difficulty in establishing access</li> <li>• Difficulty in providing adequate domestic services</li> <li>• Presence of steep slopes</li> <li>• Potential ridgeline impacts</li> <li>• Presence of geologic hazards</li> <li>• Presence of critical wildlife habitat</li> <li>• Potential conflict with community goals related to preserving visual quality</li> <li>• Potential conflict with planning principles related to energy and service efficiencies.</li> </ul> <p>B. Additional study should be conducted in the event that development is proposed to assure outcomes consistent with the purposes and intents of this master plan.</p> <p>C. Proposals for a change in zoning on these properties should be subject to the criteria provided by the Exception Process, as further defined in this plan.</p>
<b>Character</b>	<p>A. These properties should remain rural in character, unless determined otherwise through the Exception Process.</p>
<b>Land Uses</b>	<p>A. Residential (as allowed by zoning and other development standards)</p> <p>B. Open space</p> <p>C. Low impact agriculture (grazing )</p>



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## 7. MINOR MODIFICATIONS, EXCEPTIONS AND UPDATES

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

Minor Modifications may be necessary over time. These are defined as changes to the document which do not require analysis or community involvement. Minor modifications typically take the form of factual or technical corrections or adjustments to text or to maps. Proposals for Minor Modifications may be submitted by County Staff, public agencies, interest groups, private property owners or business owners. Proposals for Minor Modifications will be reviewed and approved or denied by the Eagle County Planning Commission at a regularly scheduled and noticed public hearing.

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

1. The proposal is the result of a unique or extraordinary situation or opportunity that was not anticipated or fully vetted when the Plan was adopted, and;
2. The location and design of related improvements have been made to conform to the goals, policies and strategies of this Master Plan and of the Character Area within which the property is located to the greatest degree possible, and;

3. The proposal is clearly in the public interest, and addresses a viable public need, and;
4. The proposed land use or activity has been designed and will be managed such that negative impacts to natural resources, traffic, visual quality, infrastructure, recreational amenities or public services are minimal and/or are clearly outweighed by the public benefits of the proposal.

The acceptance by the Planning Commission of a proposal as an "exception" indicates the Planning Commission's belief that the proposal substantially conforms to the purposes and intents of the Edwards Area Community Plan.

This Area Community Plan is intended to reflect community conditions, values and desires for a 10 to 15 year period. It should be updated at a minimum of every 15 years, or as necessary to reflect new conditions, new community attitudes and/or new land use opportunities. Changes to the document at the Plan Update level shall require the implementation of a full public master planning process as outlined in Chapter 1 under the heading "The Planning Process".

## APPENDIX A

### Glossary of Terms

**Civic/Institutional Character** A perception of place that results from the presence of “campus” environments created by schools or other expansive institutional type uses. In addition to schools, areas fitting this definition may offer recreational buildings and facilities, medical buildings, government buildings or other facilities designed for use or access by the general public. Considerable space may be devoted to parking lots. Roads are paved, landscaping is formal, and there can be considerable variety in architecture and building form.

**Community Character** A perception of the broader community created by the combination of natural and built features that are present, including open areas, river and stream corridors, vegetation, views, the architectural style(s) and types of buildings, the quality and type of public spaces and events, the availability and quality of infrastructure, facilities and services, and the nature of the people who live and interact within the community (see also Sense of Place)

**Compact Development** The efficient use of land that results from higher-density residential, commercial or mixed use site designs. Compact footprints improve service and infrastructure efficiencies, preserve surrounding open space, and are more sustainable in terms of energy consumption and overall maintenance costs than development spread out over a larger area. Compact development encourages walking, biking and/or the use of public transportation, reducing dependency on the use of private vehicles. Compact development improves opportunities for social interaction and improves public safety with “more eyes on the street”.

**Conservation Subdivision** Analogous to a “cluster development”, approval of a Conservation Subdivision results in a concentration of development in one or more limited areas of an entire ownership on lots smaller than the minimum required lot area in the underlying zone district. Conservation subdivisions preserve those portions of the property that provide valued agricultural, environmental, visual and cultural resources, and avoid development in areas subject to natural hazards. Clustered lots reduce infrastructure and service requirements, improve safety and enhance opportunities for neighborhood activities and interactions.



**Critical Wildlife Habitat** Lands lived on or used by wildlife that have been identified by Colorado Parks and Wildlife as necessary to buffer and/or preserve in a natural state in order to ensure the long term well-being of local and regional wildlife populations. At the time of this writing, critical wildlife habitat is defined as (1) migration patterns and corridors, winter concentration areas, severe winter ranges, and production areas of elk, (2) migration corridors, staging areas, winter concentration areas, severe winter ranges and winter ranges of mule deer, (3) migration patterns, winter concentration areas and production areas of bighorn sheep, (4) roost sites of bald eagles, (5) nest sites of golden eagles, (6) nest sites of peregrine falcons, (7) production areas of sage grouse, and (8) occupied habitat of lynx. Wildlife management is a dynamic science, and this definition is subject to change over time. Colorado Parks and Wildlife officials should be contacted for current information.

**Fugitive Light** Direct or reflected light that falls across property lines or into the night sky in a manner that distracts or offends the senses, interferes with the comfortable enjoyment of place, diminishes the quality of an area's character, or negatively impacts natural settings and/or resources.

**Healthy Community** The result of development that by design and location supports the physical, mental and social well-being of those living or visiting there. Healthy communities are diverse, safe and clean, and they provide equal opportunities for physical activity, healthy eating, social interaction, education and health care.

**Historic Building, Area or Landmark** An individual structure, group of structures or site having special or unique historical, archeological, cultural or aesthetic value in the context of the history of Eagle County. For the purposes of this plan, a historic building, area or landmark may or may not be eligible for designation on the National Register of Historic Places.

**Historic Character** A perception of place that results from the presence of elements or activities of historical nature that represent a previous time, activity or condition, preserved and/or displayed to the degree that they are distinguishing features of the area or place.

**Lands of High Conservation Value** Lands that contain or support one or more of the following:

- *Wildlife habitat as defined by Colorado Parks and Wildlife*
- *Streams, rivers, wetlands and floodplains, and associated riparian vegetation*
- *Productive agricultural lands*
- *Unique or visually significant geologic formations*
- *Unique or visually significant stands of native vegetation*
- *Elements that contribute substantially to the quality of a scenic corridor or viewshed, as further defined herein*
- *Significant historic, archeological or cultural sites or artifacts*

- *“Sensitive lands” as further defined herein*
- *A zone or strip of undeveloped land that serves to buffer sensitive lands and lands of high conservation value from potential development impacts*

**Level of Service (LOS)** A measure related to the flow of traffic on roads and at intersections. **LOS A** describes a free flowing situation, where vehicles are almost completely unimpeded in their ability to move and maneuver within the traffic system, affording the operator with a high level of physical and physiological comfort. Large gaps in flow are present, and standing cues rarely form in the event of traffic disruptions. **LOS B** also represents a free flowing system, but the density of cars on the road is increased and the ability to maneuver is slightly restricted. Travel is still comfortable, and minor incidents are easily absorbed. **LOS C** provides stable operations, but traffic flows are at the point where small increases in flow can cause significant impacts to service. There are few gaps in the traffic stream, and freedom to maneuver is noticeably restricted. Queues may be expected to form behind any significant incident or blockage. Drivers must be vigilant, and experience a noticeable increase in tension. **LOS D** is analogous to a capacity situation, and borders on unstable flow. Any small incident results in significant delays, there are long queues at intersections, and driving is uncomfortable.

**Light Industrial Use** Manufacturing, processing, assembly or packaging of finished or semi-finished materials producing items for end-users/consumers. Low impact use, light industrial activities take place entirely within an enclosed building. Examples would be businesses that produce clothing, art and ceramics, musical instruments, electronics, cosmetics, food, bicycles, signs, and research or scientific laboratories.

**Open Character** A perception of place that results from a predominance of undeveloped land and natural vistas. Lands rural in character are generally open in character. Large open spaces between developed neighborhoods contribute to an open character. Lower density development that retains open areas and/or view corridors can be “open” in character.

**Pedestrian Oriented Development** An area designed to encourage walking where the experience of the pedestrian is emphasized (in contrast to development that emphasizes parking and automobile access). Pedestrian oriented development provides an environment of full connectivity where people can walk or ride a bike comfortably from one destination to another on sidewalks and paths within spaces populated with visually interesting and useful amenities such as benches, public art, fountains and landscaping, retail frontages and display cases, arcades, awnings and outdoor cafes, information kiosks, public restrooms, and bike racks. Light fixtures and signs are generally positioned no more than 12 feet off the ground (see also “Pedestrian Scale” and “Walkability”)

**Pedestrian Scale** The proportional relationship between the dimensions of a building front, street, sidewalk or other outdoor space or activity and the average dimensions, perceptions, and walking speed of the human body. Streetscape elements of

“pedestrian scale” imbue feelings of intimacy, comfort and security (see “pedestrian oriented development”), and are smaller than those designed to accommodate auto-oriented development. Large trucks and service vehicles are generally precluded; traffic speeds are slow. Buildings front sidewalks, with sidewalk facades generally no more than three stories tall. Taller stories, if present, are stepped back, or streets are landscaped in such manner as to visually separate these upper stories from the ground level pedestrian experience.

**Public Benefit** For the purposes of this plan, public benefit includes but is not limited to affordable housing units, senior housing units, land for public parks, paths or trails, space for public service facilities, the conservation of productive agricultural land, and/or the preservation of open space that protects the quality of natural resources. Design elements or facilities that satisfy Eagle County’s Healthy Community Guidelines may also be considered public benefits.

**Public Infrastructure** Facilities and services needed to sustain community and land use activities, including water delivery systems, wastewater collection and treatment systems, solid waste disposal, roads, bridges, power and communications, fire, ambulance and police stations, schools, libraries, churches, parks, trails, drainage systems and transit stops, as deemed appropriate for the level and intensity of activity.

**Rural Character** A perception of place that results from patterns and types of land use in areas where public lands, ranching and agricultural uses are predominant, or where gross residential densities are very low. In Eagle County, rural character implies an area or place where most if not all of the following are present:

- *Agricultural uses, pastures, fencing, livestock, irrigation facilities and working equipment. Structures clustered in “ranch headquarter” settings.*
- *Single family homes separated by significant open space tracts*
- *Elements/structures that reflect/represent local history, heritage, and/or culture*
- *High quality views influenced by agricultural use and/or expanses of undeveloped property and undisturbed natural areas.*
- *Roads with low traffic volumes*
- *Noise limited to agricultural activities, residential activities and local traffic*
- *Unaltered stream and river corridors*
- *High quality wildlife habitat*
- *Trailheads accessing public lands and/or trail corridors*
- *A dark night sky*



**Sense of Place** A perception based on the characteristics of a location that make it readily recognizable and distinguishable from other places. A strong and positive “sense of place” becomes a matter of pride for locals and visitors who identify with the desirable characteristics they experience. Areas that lack a sense of place tend to lack positive characteristics, or have predominantly negative characteristics. Sense of place is strongly associated with the “identity” or “character” of an area.

**Sensitive Lands** Lands that are steep, highly erosive, frequently flooded or that support fragile habitats, ecosystems or rare or endangered species. Sensitive lands and the plants and animals that utilize them are susceptible to harm from natural or manmade disturbances, or by the disruption of related natural processes.

**Scenic Corridor, Scenic Viewshed** The area visible from a highway, waterway, railway or frequently used hiking, biking or equestrian trail of special or iconic scenic quality (see definition below). Elements of the built environment that are attractive and compatible in appearance with the quality of the natural setting can be located within scenic corridors.

**Scenic Quality** The degree to which a landscape provides some or all of the following:

- *Natural areas including meadows, stream and river corridors, wetlands, slopes, ridgelines, stands of native vegetation and mountain peaks*
- *Agricultural features including fenced pastures, irrigated fields, farm structures, farming implements, livestock, etc.*
- *Built environments including commercial structures, residential structures, roads, bridges, cut and fill slopes, parks, and parking lots that are designed and positioned to compliment adjacent improvements and the larger scenic landscape.*
- *Light fixtures that provide warm light and that are directed or shielded to minimize impacts to adjacent properties and the dark night sky.*

**Small Town Feel** A perception related to user experience within a “town setting”. In Eagle County, small towns exhibit most but perhaps not all of the following:

- *Compact and walkable retail and service destination areas;*
- *Shops, offices, restaurants and public buildings that front sidewalks on one or several main streets;*
- *A pedestrian scale, as further defined in this document, with paths, sidewalks and trails that connect all destinations*
- *A mix of locally-owned and operated businesses that meet daily needs (grocery, drugstore, hardware, etc.);*
- *Public buildings and spaces scaled to serve the needs of the local community;*
- *Familiar faces.*
- *Families and children involved in community events.*
- *A sense of security and safety.*
- *Easy access by automobiles, with single row parking along streets or in small parking lots;*

- *Streets dimensioned for low speed, low traffic volumes;*
- *A variety of housing types and sizes, with residential neighborhoods close to the town center*
- *Parks and gathering areas with well-kept landscapes in close proximity to residential, retail and service destinations;*
- *Natural areas, open areas and/or agricultural properties in immediate proximity to residential neighborhoods and retail/service destinations. Buildings frame views of surrounding rural/natural areas*

**Sprawl** Scattered, low density or clustered single-use development in areas functionally disconnected from community center services. Sprawling development impacts large areas of land and is generally auto-dependent and inefficient, with a high ratio of infrastructure/energy consumption for each lot or development unit.

**Suburban Character** A perception of place that results from a predominance of medium density residential and/or commercial development. Home types and sizes can vary significantly, and there are generally more single family/duplex structures than multifamily. Paved roads accommodate local traffic, and lots are large enough to accommodate sizable lawns and landscaping. Golf courses, community buildings, playgrounds and playfields may be present. In the Edwards area, suburban neighborhoods may be clustered and separated by open space areas, and external views are important.

**Sustainable Development** Development or economic activity that maintains or enhances the well-being of the community for the present while assuring access to and the integrity of high quality natural, social and economic resources for future generations. Sustainable development is efficient development, requiring less energy, infrastructure and other resources.

**Urban Character** A perception of place that results from the presence of higher density and intensity developed areas and/or busy traffic corridors. Typically includes commercial or mixed use buildings and parking lots, with numerous shops, restaurants and entertainment options. Residential units are often located in multi-unit structures. Areas of urban character are fully served by utilities, easily accessed by cars and delivery trucks and can be pedestrian, bike and transit friendly. Views are generally internal, dominated by foreground structures and streetscape elements.

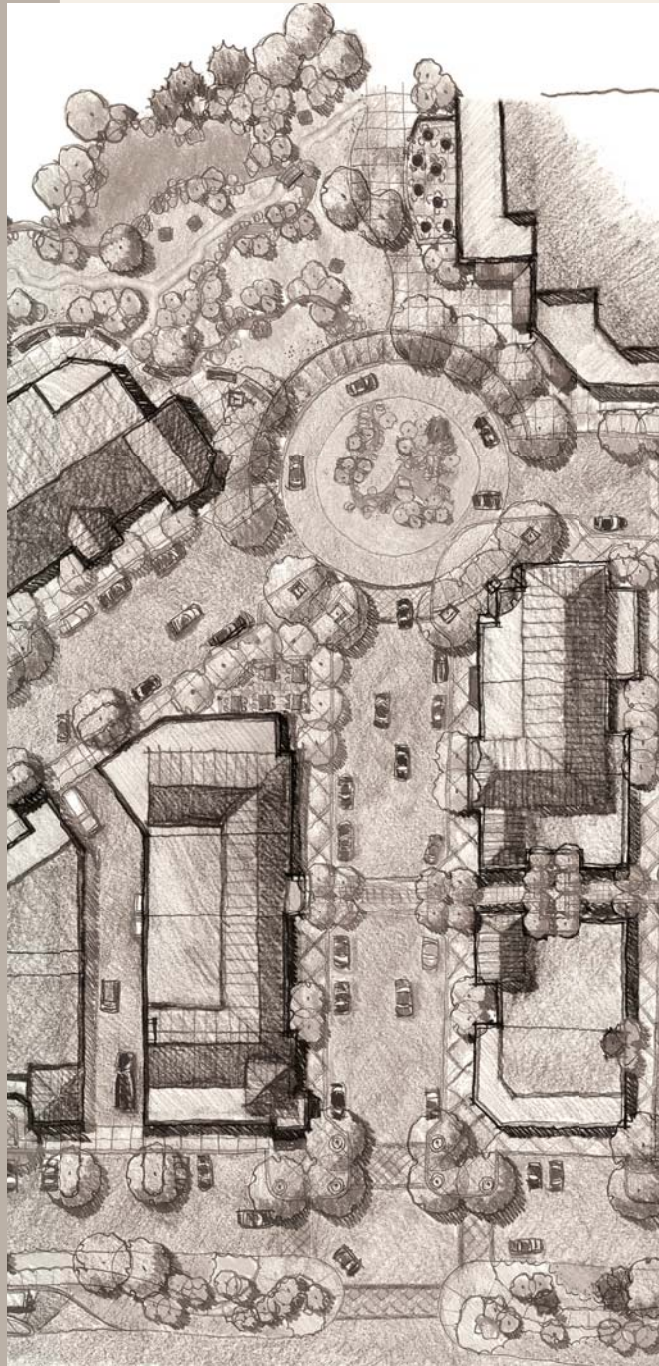
**Walkability, a Walkable Community** A standard associated with “pedestrian oriented development” that establishes the extent or “footprint” of development on the land based on a comfortable walking distance measured from the center of the service area. Walkability is established in literature as falling between a five minute walk (1325 feet) and a 10 minute walk (2650 feet). This implies a maximum distance of one mile from one edge of a developed area to the opposite edge of the developed area. Given the linear pattern of development in mountainous terrain, walkability can also include areas within safe walking access to a public transportation stop. Characteristics of a “walkable community” also include:

- *Elements of “pedestrian oriented development” (see earlier definition)*
- *A “pedestrian scale” for buildings and public spaces (see earlier definition)*
- *An assortment of shops and services that meet daily needs*
- *Development that by design incorporates and incentivizes the use of mass transit*
- *Parking organized to enhance pedestrian movement and access*
- *Numerous gathering areas and spaces for social interaction and public events*

**Workforce Housing** implies a broad spectrum of for-rent and for-sale housing that is affordable to Eagle County workers, seniors and disabled residents. More specific definitions and requirements are provided in Eagle County’s Affordable Housing Guidelines.



# APPENDIX B

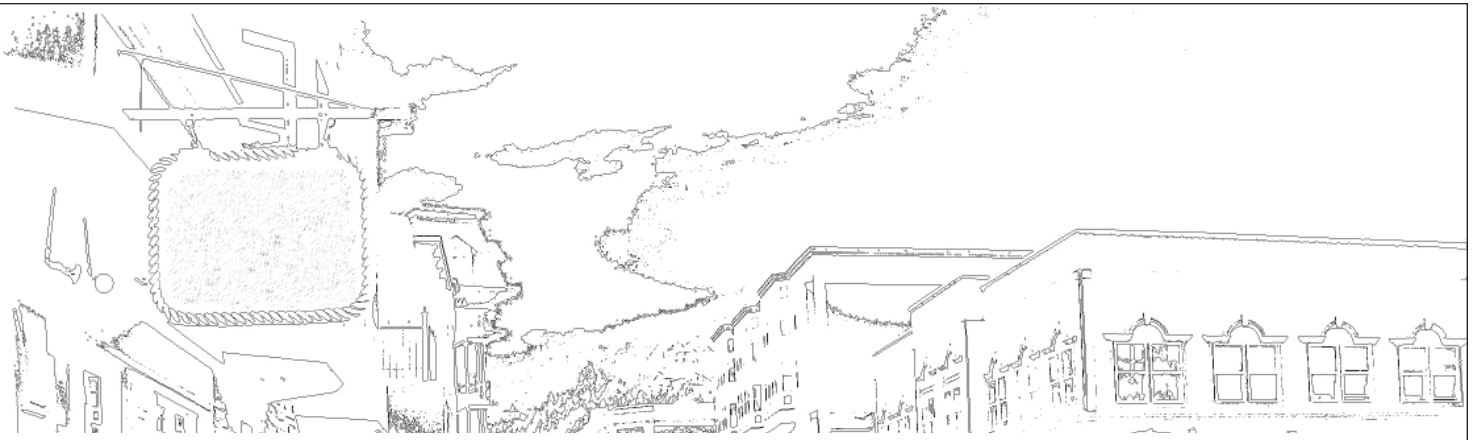


## Urban Design Elements Edwards Core Area

Adopted February 18, 2009

Prepared by: Eagle County Community Development Office  
and Shapins Belt Collins, Boulder, CO





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\* Adopted and made part of this plan on February 18, 2009





# Urban Design Elements

## Edwards Core Area

The Edwards core has become an important center in Eagle County, supporting the County's largest concentrated residential population. As an unincorporated community however, Edwards has not been provided the benefit of design guidelines typical to other municipal jurisdictions. Although blessed with a variety of high quality architectural elements, projects in the Edwards core area have been developed in piecemeal fashion through the years, resulting in a perceived lack of unity and theme. In some areas, parking is overly dominant as a design element. In others, vehicular and pedestrian travel routes and connections are poorly orchestrated. Building facades and streetscape features are dissimilar in form and origin, and in most areas of the core public gathering areas are either undersized or altogether missing. These are but a few of the topics intended to be addressed by these design guidelines.

Character is developed in the mind of the observer as a result of his or her interaction with surrounding objects, both natural and created. The Eagle County Comprehensive Plan supports the creation of Design Guidelines as a strategy to create communities

of unique character. Objective 1.4 of this Area Community Plan recommends the development of design guidelines as a strategy to improve and sustain the community center's identity and character. The expansion of this Plan to include a chapter of design guidelines is therefore consistent with the purpose and intent of County Master Plans.

It is anticipated that the objectives and policies contained in the following chapter will guide and enhance development in the Edwards Core Area, creating over time a more cohesive image, a more profitable and pedestrian friendly environment, better traffic management, and an improved special feel and sense of place. In the future, as private properties develop or are redeveloped, it is imperative that they respect and reinforce the intent of these guidelines. An investiture in "place making" should help to carry the Edwards Core forward into the future; not as just a place to live or shop or work, but as a place where community thrives.



View of Edwards Core area from Interstate 70



## Target Area





## 23. Goals

### **Goal 1: Efficient and Functional Site Layout**

Site layout in the Edwards Core Area reflects the underlying topography, incorporates adjacent natural features and anticipates future development and re-development potential. The style and form of development fits with the landscape and the surrounding mountain community. Buildings are aligned to foster the creation of a pedestrian friendly environment, and are oriented to frame views, accept and distribute sunlight, and to create well-connected and inviting public spaces.

### **Goal 2: Attractive Design Elements**

Development in the Edwards Core Area provides an efficient, functional, interesting, cohesive and appropriately scaled architectural appearance of the highest quality and craftsmanship that is compatible with Eagle County's mountain setting and established development reputation.

### **Goal 3: A Pedestrian Focus**

Development in the Edwards Core Area focuses on the pedestrian experience, and provides safe and efficient pedestrian connections to all on-site and off-site improvements. Building facades, walking surfaces, retail frontages and related streetscape improvements encourage pedestrian activity, provide comfortable outdoor gathering places, and enhance public enjoyment and relaxation.

### **Goal 4: Adequate, Well Designed Vehicular Access and Parking**

Automobile access points and drive through routes are designed to be efficient and safe. Parking is adequate and appropriately distributed. Parking lots are well landscaped and configured to enhance visual quality and pedestrian connections.

### **Goal 5: River Corridor Enhancement**

Interaction with environments adjacent to the Eagle River is encouraged, but sensitive lands are protected by carefully designed and managed access points, trails, passive use areas and storm water systems.

### **Goal 6: Open Lands Protection**

Development and re-development of privately owned land contiguous to natural open space areas is accomplished in a manner which preserves or enhances the appearance, integrity and intended function of these areas.

### **Goal 7: Attractive, Water Efficient Landscaping**

Landscape elements in the Edwards Core Area connect the built environment to the natural environment, provide human comfort, and enhance the appearance of local architecture and public spaces. Plants used are native or well adapted to the area, draught tolerate and are appropriate for the location in which they are being used.

### **Goal 8: Transit Oriented Development**

Development in the Edwards Core Area incorporates appropriately located, attractively designed and well connected public transit facilities.



# Objectives and Policies

## Section A. Buildings and Site Design

### Objective 23.1 Layout and Orientation

To orient development and buildings to take advantage of sun and shade, frame views, enhance pedestrian and vehicular connections, and create a sense of a single integrated community center.

#### Discussion:

A distinction of great places is that the whole setting is designed as an ensemble, including auto elements (travel lanes, parking, curbs), public space components (such as street trees, sidewalks, lighting) and private elements (such as buildings and walls). To have a good effect, the ensemble parts must be well coordinated. The best urban streets invariably have buildings fronting the sidewalk, usually close to the street.

The Edwards Core Area is divided into four separate development areas by the travel routes of US Highway 6, the Edwards Spur Road and Edwards Village Boulevard. These are high traffic thoroughfares with no on-street parking or other traffic calming features. In addition, most buildings are set back from the street with parking dominating the view. As a result, and when viewed as a whole, the developed area is disconnected in both appearance and function, and it is not pedestrian friendly.

#### Policies:

##### 23.1.a Building Arrangement

Locate buildings and other site improvements to create a development that has a clear sense of order and is attractive when viewed from adjacent areas and travel corridors. Provide openings through which interior improvements can be seen from adjacent vantage points.

##### 23.1.b Street to Building Relationship

Design sites to create a pedestrian friendly street, sidewalk and building relationships. Buildings closest to main thoroughfares and travel routes should have fronts which face the street.

##### 23.1.c Public Gathering Areas

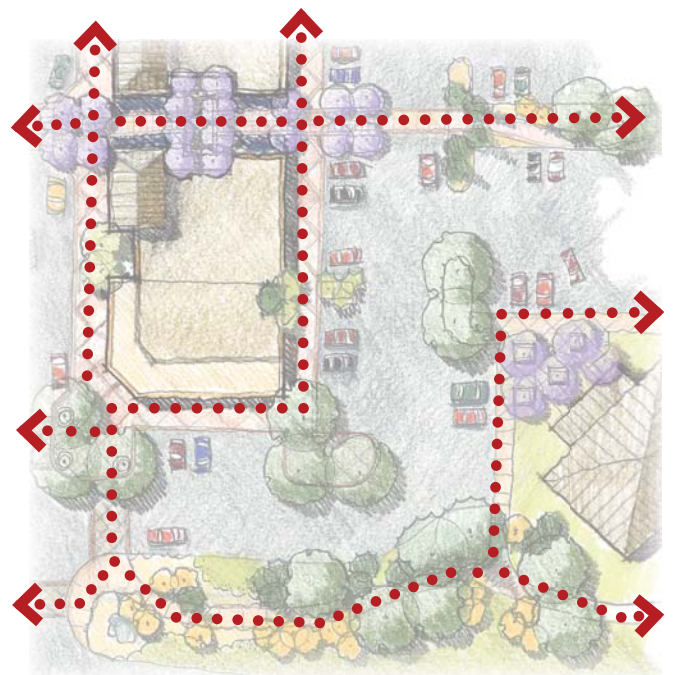
Provide appropriately sized furnished and landscaped plazas, courtyards and other seating and gathering areas in the center of each downtown retail center.

##### 23.1.d Integrated Landscaping

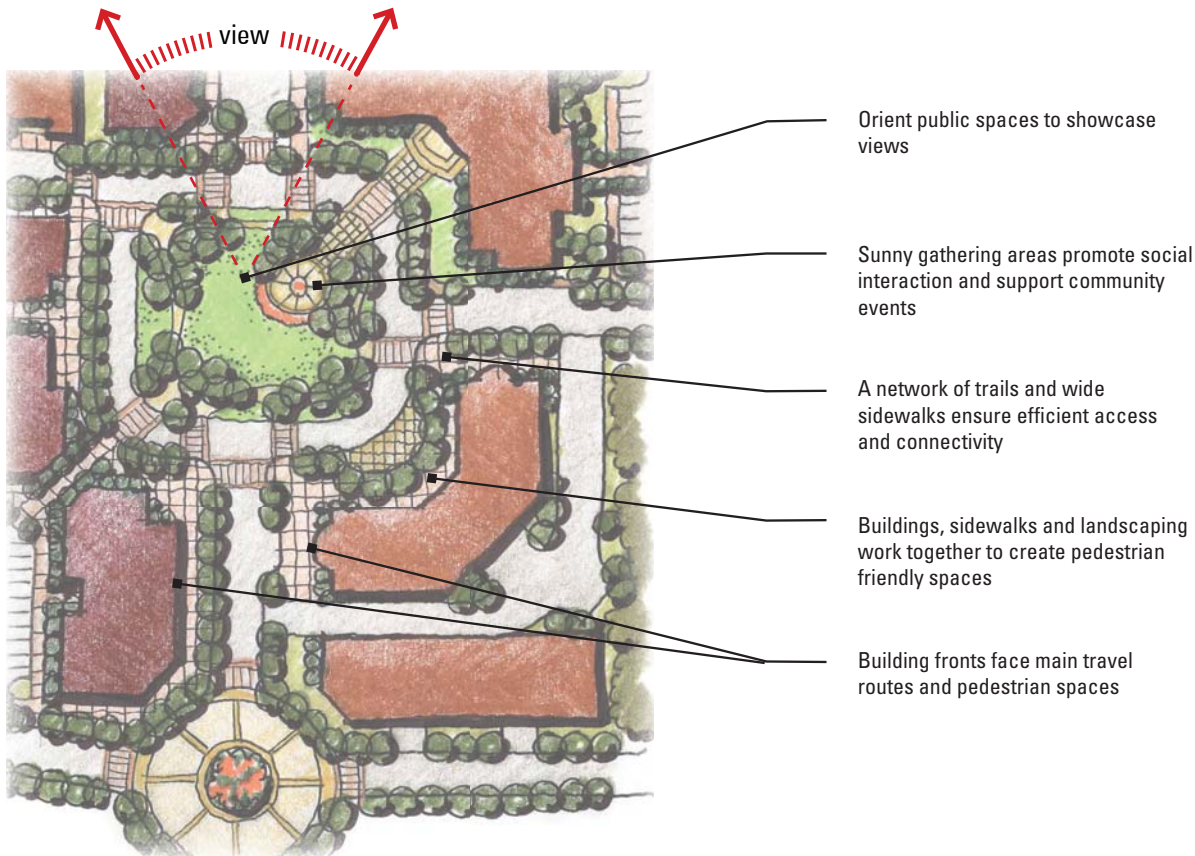
Design landscape improvements along main thoroughfares, travel routes and in public spaces to enhance human comfort and the identity and sense of place of the Edwards core area.

##### 23.1.e Pedestrian and Bike Connectivity

Integrate and link internal and external pedestrian and bike connections to create a well-connected Edwards downtown area. Ensure ADA accessibility to all destinations consistent with the most current edition of ADA Accessibility Guidelines for Buildings and Facilities.



## Objective 23.1 Layout and Orientation (cont.)



Arrangement and Relationship of Buildings and Streets

### 23.1.f Sun and Shade and Snow

Consider sunlight and shading on internal streets and public areas when determining the height and form of buildings. To the greatest degree possible, locate retail frontages on roads that are oriented north and south. Courtyards and other public spaces should be positioned to take advantage of sunshine and views.

### 23.1.g Frame Views

Locate buildings and orient internal streets to preserve and frame views of surrounding vistas, river corridors and open spaces to enhance visual and physical connections to surrounding areas.

### 23.1.h Natural Areas Integration and Protection

Appropriately integrate but otherwise protect the quality of natural ecosystems and open space areas adjacent to and within the downtown core. No private structure, infrastructure or uses shall impact the Eagle River Preserve in a manner inconsistent with the intent of the Eagle River Preserve Conservation Easement.





## Objective 23.3 Pedestrian Scale

To encourage walking and pedestrian activities by creating buildings and spaces that accommodate and enhance the pedestrian environment in the Edwards Core area.

### Discussion:

Pedestrian Scale is defined as the proportional relationship between the dimensions of a building front, street, sidewalk or other outdoor space or activity and the average dimensions, perceptions, and walking speed of the human body. Elements of “pedestrian scale” imbue feelings of intimacy, comfort and security and are smaller and more richly detailed than those designed to accommodate auto-oriented development.

### Policies:

#### 23.3.a Traffic and Trucks

Design sites to keep traffic speeds very low, and to reduce or eliminate the presence of large trucks and/or service vehicles in areas of pedestrian use.

#### 23.3.b Building Form

Design building sections and roof forms to be discontinuous and articulated in the vertical and horizontal dimension to reduce the apparent size of the structure when viewed from pedestrian spaces. Buildings of monumental proportions should not be allowed.

#### 23.3.c Street Level Treatment

Building facades at the street level should incorporate pedestrian scale treatments and amenities such as benches, public art, fountains, landscaping, display cases, arcades, awnings, colorful signs, light fixtures and outdoor cafes.

#### 23.3.d Individual Expression

Individual design and expression should be encouraged in storefronts and signs to promote richness and variety of experience while remaining compatible with adjacent architecture.



Street Level Treatment and Pedestrian Scale



Building Form and Pedestrian Scale

## Objective 23.4 Architecture

To ensure that architectural treatments are compatible with existing themes and the mountain setting of the Edwards area. Architectural elements should work to create a distinct and attractive “sense of place” for the Edwards Core.

### Discussion:

Building forms, shapes, and heights, the articulation of surfaces, walls, and roof forms, exterior colors and finishes and the pattern and distribution of windows, doors and other openings can dramatically influence user perceptions of the quality of a “place”. The Core Area currently has a broad diversity of architectural styles and materials that are not in close harmony, and as such do not work together to create an attractive whole.

### Policies:

#### 23.4.a Compatible Architecture

Structures and streetscapes that are experienced simultaneously within the same pedestrian or automobile viewshed should display a similar architectural style and theme. Exterior materials, colors, openings, roof styles and other visible details and features should be considered. Compatibility with the architectural styles and exterior finishes of buildings in adjacent Core Area developments should also be considered.

#### 23.4.b Rational Form

Building form in the vertical dimension should be rational, with strong foundation elements supporting lighter structures above.

#### 23.4.c Topographic Reflection

Building heights and roof forms should reflect and respond to local topography, stepping up or down in concert with the underlying and surrounding terrain.

#### 23.4.d Roof Forms

The type and form of roofs should be consistent with the character of the Core Area, and should enhance building architecture. Awnings and intermediate roof forms should be considered to add articulation and reduce the perceived scale of the structure. Parapets and/or other architectural features should be included on buildings with flat roofs to screen rooftop vents and mechanical equipment from pedestrian area and travel

route viewsheds. Large single roof planes or long uninterrupted roof lines should be avoided.

#### 23.4.fe Building Articulation

Building architecture for multi-storied structures should incorporate segmented forms and stepped façades. The use of smaller, more traditional building units rather than large continuous building fronts is encouraged.

#### 23.4.f Asymmetry

Roof forms, balconies, windows and door openings should be placed in a manner that avoids rigid symmetry, repetition or formal patterns.

#### 23.4.g Energy Efficient Windows

Windows and other glazing should be placed so they aid in energy efficiency, and provide natural daylight and ventilation to interior spaces.



Roof forms and facade treatments add variety and enhance “sense of place”

## Objective 23.5 Exterior Finishes

To encourage the use of materials, textures, patterns, and colors that are appropriate for Eagle County's mountain setting, compatible with existing high quality character elements of the Edwards Core Area and sustainable, considering durability, energy efficiency, recycling and reuse.

### Discussion:

The materials, textures, patterns, colors and other treatments used in the design of buildings and public space are critical to the establishment of a unique, attractive character and sense of place. Life cycle costs should be carefully considered to ensure products are durable and easy to maintain in the long-term, reducing energy consumption and ensuring safe, attractive structures far into the future.

### Policies:

#### 23.5.a Natural Color Themes

Colors used on building exteriors should reflect consideration of the natural environment as well as the nearby built environment.

#### 23.5.b Local Materials Palette

A palette of wood, stone, brick and/or stucco should be used in building architecture.

#### 23.5.c 360° Architecture

Materials, textures, patterns, colors and other treatments should be applied uniformly to all sides of buildings within the Core Area.

#### 23.5.d Durability

Exterior materials should be high quality and durable, requiring minimal long-term maintenance.

#### 23.5.e Surface Transitions

Different materials and/or surface treatments on the same building should be separated by architectural or structural features.

#### 23.5.f Reflectivity

Reflective wall or glazing materials that will generate glare or heat, especially at the sidewalk level, should be avoided.



Consider natural color themes



## Objective 23.6 Primary Building Entrances

To promote efficient pedestrian circulation way-finding and high quality designs of primary building entrances.

### Discussion:

Easily recognizable main entrances to buildings improve the function of the building, its appearance, and the quality of associated user experiences. Building architecture and main building entrance features should reflect the status of such locations and provide an immediate sense of place and identity to the building.

### Policies:

#### 23.6.a Building Orientation

Orient main building entrances so that they are clearly identifiable when viewed from pedestrian areas, parking lots and local roads.

#### 23.6.b Connectivity

Design surface parking and pedestrian walkways to provide efficient and direct connection to main building entrances.

#### 23.6.c Facade Treatments

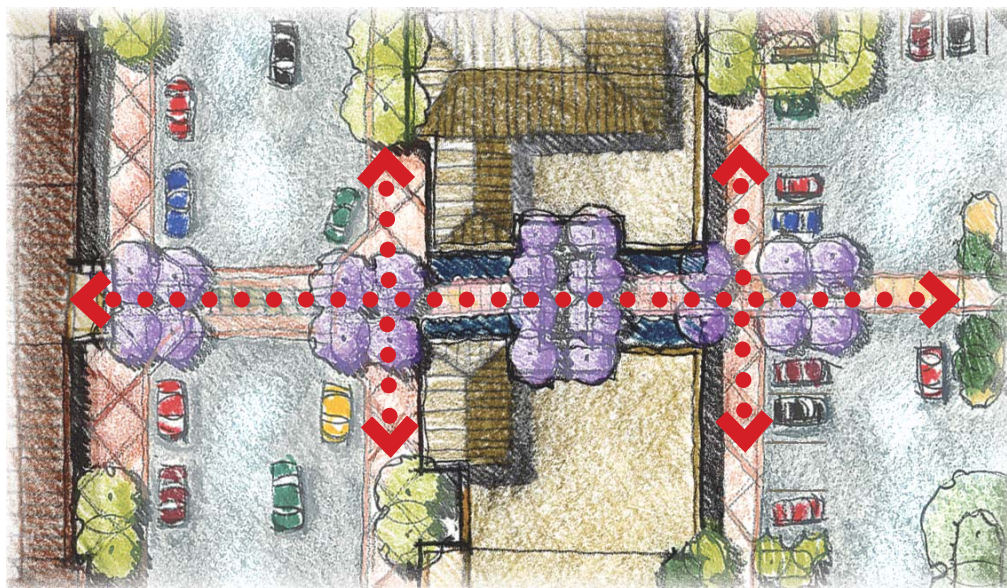
Use building elements such as awnings, canopies, eaves, columns, planters, moldings, changes in paving material, or other treatments to better define building entrances.



Orient main entries prominently



Facade treatments help define building entries



Provide direct connections to major entries

## Objective 23.7 Energy Efficiency and Sustainability

To ensure the use of energy efficient design and the utilization of alternative sources of energy whenever and wherever appropriate.

### Discussion:

Ample sun, low latitude and cold winters make Edwards an ideal location for utilizing free renewable solar energy to provide heat, light, hot water, electricity, and even summer cooling for homes, businesses, and industry. Alternative energy technologies such as wind, photovoltaic, passive solar and geothermal systems will become increasingly more cost effective and integral to the nation's energy portfolio as conventional energy costs increase.

### Policies:

#### 23.7.a Building Orientation and Design

Incorporate solar energy and/or other alternative energy components into building design to the greatest extent practical. Orient and design buildings, building windows and entrances and building roofs to maximize opportunities for the collection of (and shading from) solar radiation. Include a 'sun dial' graphic specific to the Edwards location on plans submitted for approval and identify how the proposed architecture and site features take advantage of solar exposure on the site.

#### 23.7.b Pedestrian Areas

Locate pedestrian sidewalks, trails and gathering areas to maximize solar energy gains in the winter and afternoon shading in the summer.

#### 23.7.c Tree Placement

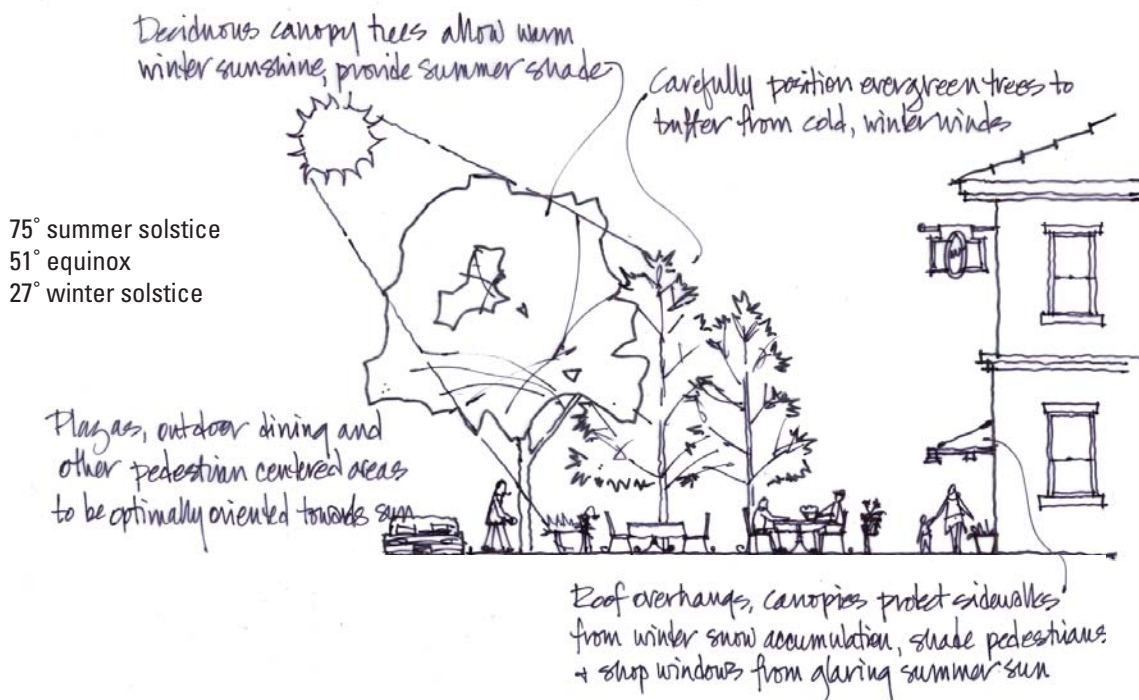
Plant large deciduous trees to the south of structures and pedestrian areas to allow solar heating in the winter and provide shade in the summer. Plant coniferous trees where appropriate to provide shade and wind breaks.

#### 23.7.d Efficient Entrances

Provide wind protected air-lock entry vestibules at building entrances.

#### 23.7.e Building Materials

Maximize the use of thermal mass/storage materials in building construction.





## Objective 23.8 Open Space and Natural Area Protection and Integration

To protect and otherwise appropriately incorporate natural settings located within and adjacent to the Edwards Core Area.

### Discussion:

People who reside in and visit the Edwards area appreciate the quality of open spaces and natural environments found within and around the community center. The design and layout of the Edwards Core should celebrate the beauty of Eagle County's natural areas while striving to protect natural features, habitats and ecosystems.

**Policies** (see related Policy 23.1.h and Policy 23.2.e):

#### 23.8.a Conformance to Standards

Treatment and protection of sensitive lands and areas of high conservation value shall conform to applicable County Master Plans, Land Use Regulations and other guiding documents.

#### 23.8.b Integration of Natural Areas

Design buildings and public spaces that are immediately adjacent to natural areas in a manner that

provides opportunities for personal interaction with related environments. Integrate natural areas into site designs. Provide and maintain connections between internal open spaces, courtyards, plazas, gathering areas, travel corridors and adjacent natural areas.

#### 23.8.c Transitions

Landscaping, paths, surface plazas, low walls and lawn areas should be used to soften the transition between built environments and natural areas.

#### 23.8.d Protection and Management

Limit access to wetlands and other sensitive areas with fencing or other naturalized barriers. Locate informational signs, walking paths, benches and fencing to showcase natural areas while protecting sensitive lands. Monitor and repair site damage.





## Objective 23.8 Open Space and Natural Area Protection and Integration (cont.)

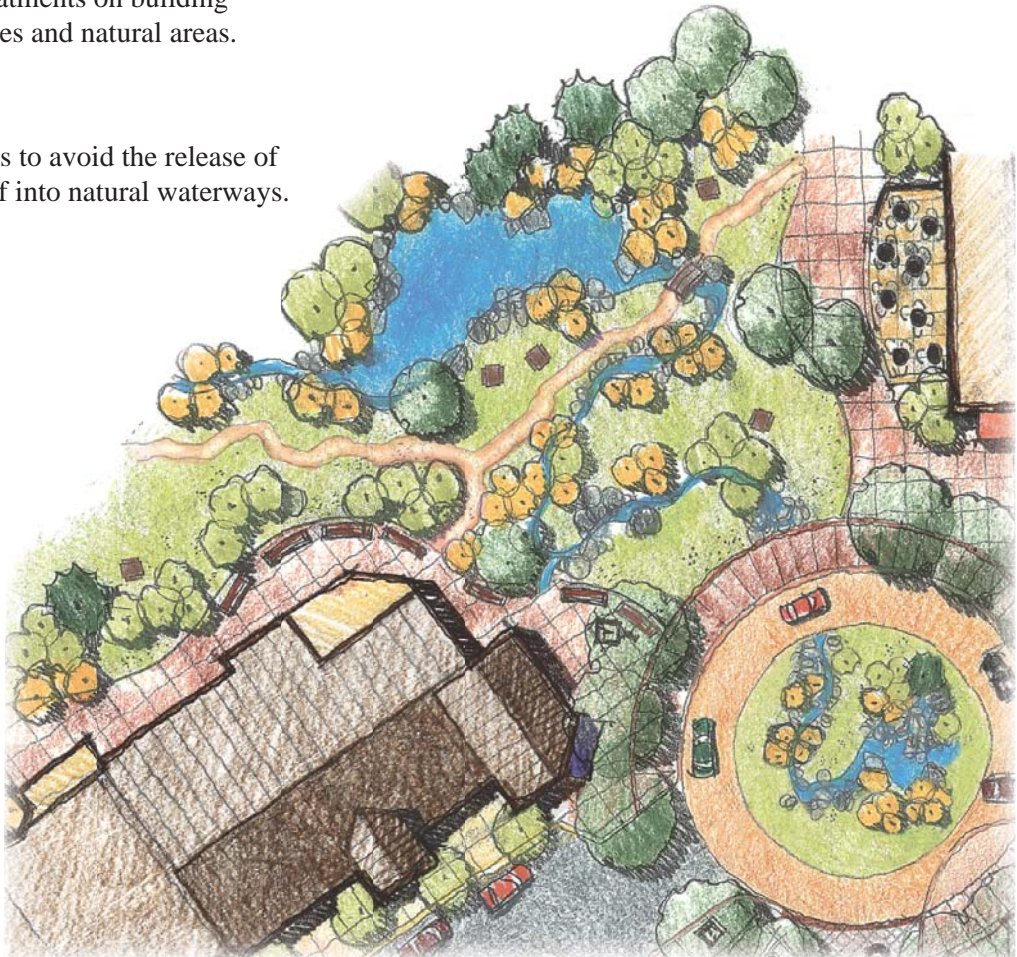


### 23.8.e Building Frontage

Provide full architecture treatments on building façades that front open spaces and natural areas.

### 23.8.f Drainage Impacts

Design site drainage systems to avoid the release of untreated storm water runoff into natural waterways.





## Section B. Circulation, Parking and Transit

### Objective 24.1 Pedestrian Access and Circulation

To encourage comfortable and safe pedestrian access and a pedestrian friendly environment throughout the Edwards Core Area.

#### Discussion:

The configurations of great streets consistently provide a high-caliber experience for pedestrians as a baseline obligation of highest priority. Efficient and safe pedestrian connectivity related to streets, parking lots, buildings and other downtown destinations contributes significantly to human comfort and the “sense of place” of a commercial core like Edwards.



#### Policies:

##### 24.1.a Internal Connectivity

All building entrances, shop frontages, parking areas, courtyards, adjacent natural areas and other public spaces should be interconnected with a seamless, safe, convenient pedestrian pathway network.

##### 24.1.b Adequate Dimension

The width of pedestrian paths and walkways should be determined based on the level of pedestrian traffic anticipated for the area. Certain areas should be widened to accommodate public art, public events, outdoor cafés, landscaping, signs and informal seating areas. In parking areas, a minimum width of 6 feet is recommended, with 8 feet recommended for sidewalks that front diagonal or straight-in parking to allow for vehicle overhang. Snow removal operations and snow storage should also be given design consideration.

##### 24.1.c Sunlight and Views

Orient pedestrian travel routes to take advantage of sunlight and view corridors.

##### 24.1.d Separation

Wherever feasible, separate sidewalks and paths from streets and parking areas with landscaped areas to improve safety and enhance the user experience. Provide covered sidewalks only in those instances where snow fall or ice fall hazards exist.

##### 24.1.e External Connectivity

Sidewalks and multi-use trails should provide full connectivity to and between neighboring developments, and should efficiently interface with local and regional trail systems. Key destinations such as schools, churches, and residential neighborhoods should be considered.

##### 24.1.f Safe and Well Marked Crossings

Pedestrian crossings of vehicular travel routes throughout the development should be logically positioned and clearly marked and identified. Where practicable, grade separated crossings should be provided. Grade separation, refuge medians, pedestrian activated signals and other pedestrian safety elements should be incorporated into plans to connect developed areas that are separated by busy vehicular thoroughfares.

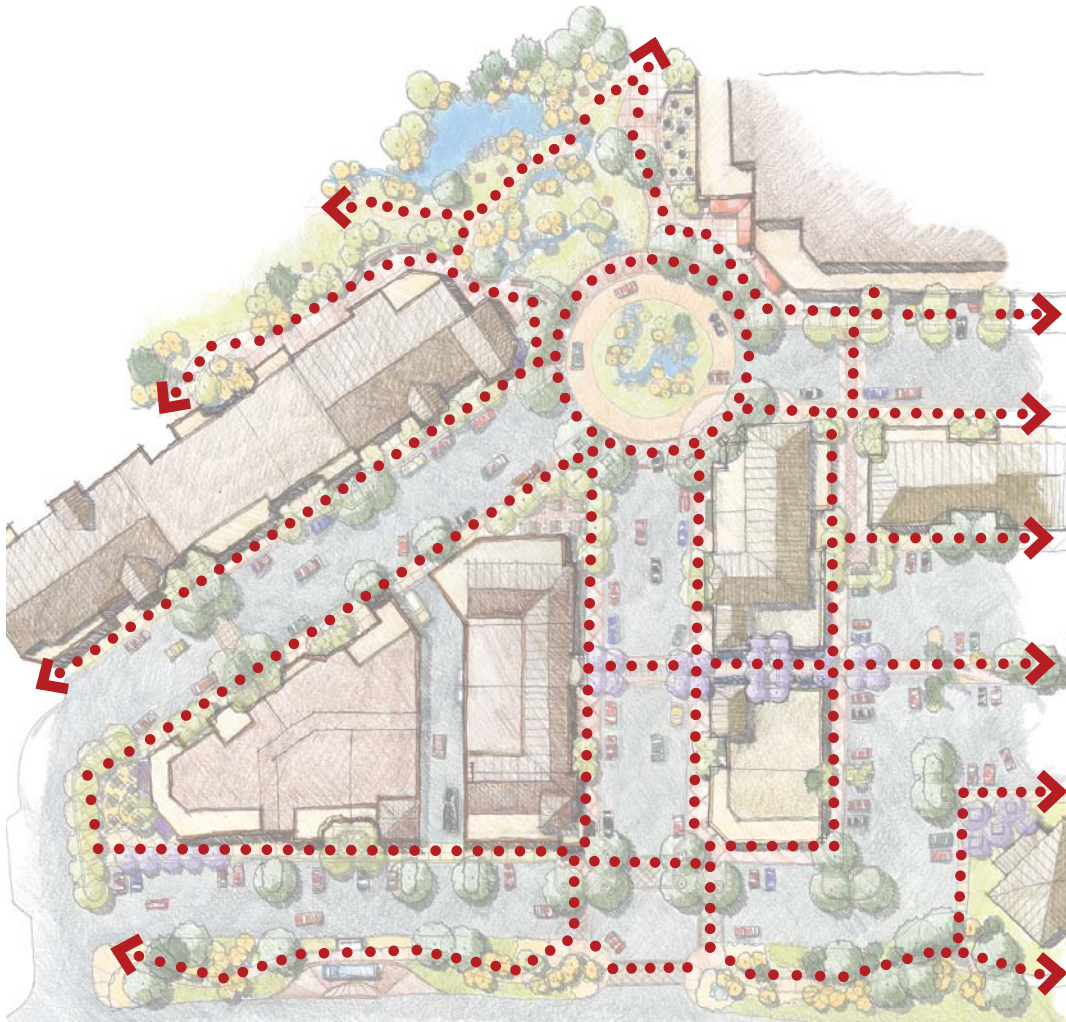
##### 24.1.g Traffic Calming

Road features that enhance pedestrian movement while slowing traffic should be integrated into interior street designs.

##### 24.1.h Bicycle Access

Bicycle traffic and access should be encouraged and accommodated, but trails, sidewalks, and bike racks should be carefully designed and positioned to avoid pedestrian/bike conflicts.

## Objective 24.1 Pedestrian Access and Circulation (cont.)



Design a pedestrian system that interfaces with both neighboring and regional pedestrian networks



Separate sidewalks and paths from streets



Create pedestrian crossings that are safe and well marked



## Objective 24.2 Service Access

To assure adequate, functional, and safe service and delivery access to all improvements that does not distract from the visual quality and character of the Edwards Core Area or conflict with other users.

### Discussion:

The manner in which businesses are served by delivery and service vehicles is an important design consideration that affects the function, efficiency, safety and character of an urban core area.

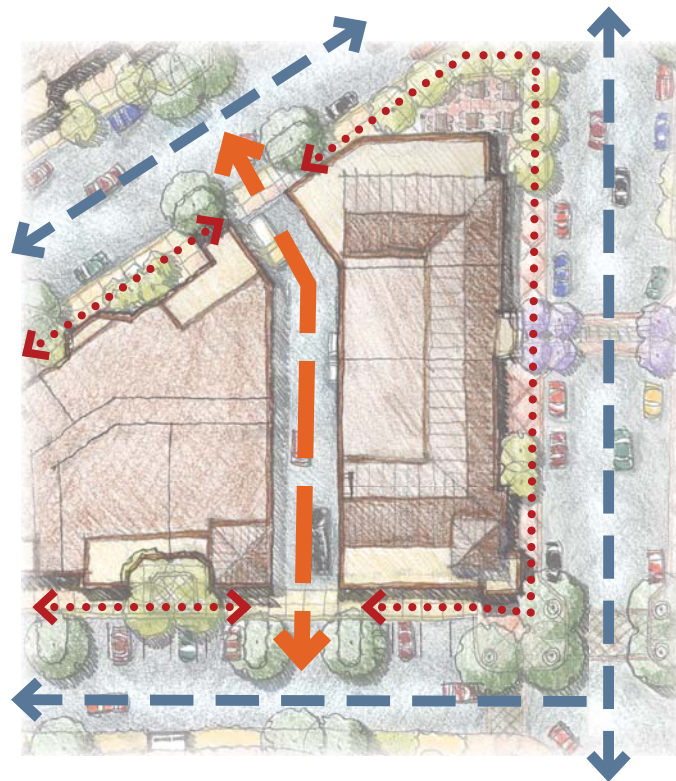
### Policies:

#### 24.2.a Adequate Space

Sufficient space should be allocated in alleyways and around buildings to allow for the movement and parking of service and delivery trucks.

#### 24.2.b Isolate Activities

Site layouts and designs should provide separation of service delivery operations from public vehicular routes, parking lots and areas of pedestrian activity to the greatest extent possible.



Separate service functions from public and pedestrian routes of travel

#### 24.2.c Service Plan

A separate service plan should be created in order to ensure that public and pedestrian circulation does not conflict with service, delivery and collection.

#### 24.2.d Character and Aesthetics

Improvements related to service access should be of a similar aesthetic and character to adjacent architecture.

## Objective 24.3 Parking

To encourage adequate, efficient, safe and convenient parking that does not distract from the visual quality and character of the Edwards Core Area.

### Discussion:

Parking arrangements can strongly influence the function, efficiency, visual quality and character of an area. While it is in the long term interest of the County to provide additional transit options and reduce reliance on personal cars, adequate parking will remain an important consideration in the Edwards Core Area. Given the potential impacts, considerable attention should be given to parking related design elements in any plan.

### Policies:

#### 24.3.a Conformance to Standards

Parking should conform to the standards provided by Eagle County Land Use Regulations and applicable PUD Guides.

#### 24.3.b Competition for Use

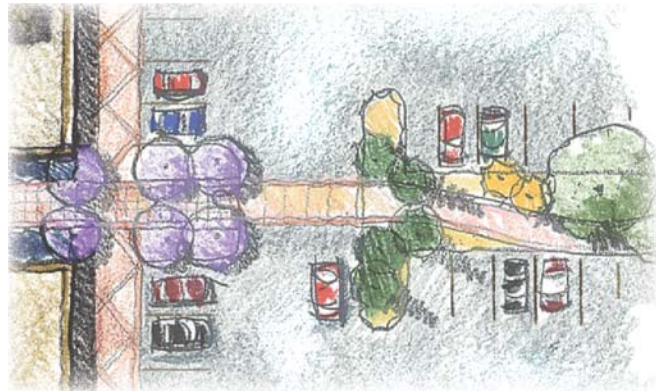
Parking within the Core area should be organized and sited to avoid competition between residential, employee and retail uses.

#### 24.3.c Parking along a Thoroughfare

Parking on the thoroughfare-side of buildings should be limited to a single row to foster the creation of a downtown main street feel.

#### 24.3.d Shared Entries

Curb cuts should be shared for adjacent uses, and the number of curb cuts to access parking areas should be minimized to enhance automobile and pedestrian safety.



#### 24.3.e Surface Parking

Surface parking lots should be broken into smaller areas, with visual impacts mitigated by landscaping or other screening methods. Use high quality, compact, opaque landscaping rather than sparsely planted perimeter buffers and internally planted parking islands.

#### 24.3.f Underground Parking

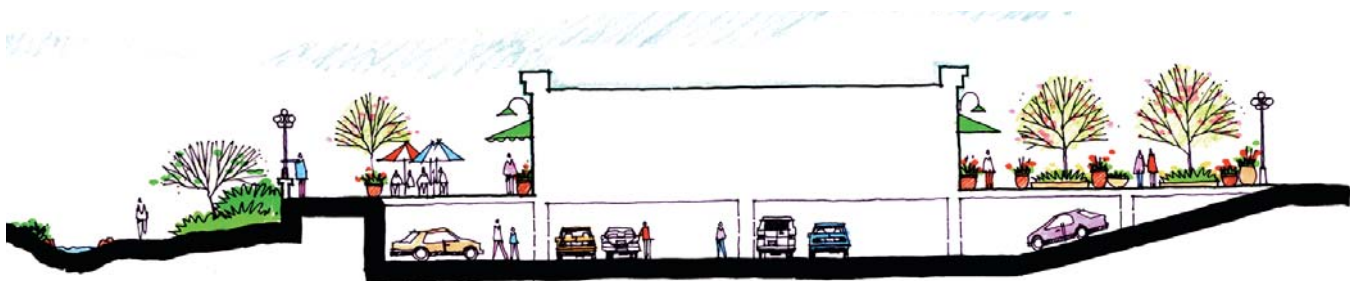
Underground parking is encouraged to enhance visual quality and the pedestrian/retail environment at the street level.

#### 24.3.g Parking Structures

Multi-story above-grade parking structures shall be designed to be architecturally compatible with other buildings within the complex and have direct, safe, and comfortable pedestrian access to the buildings and outdoor spaces that it serves.

#### 24.3.h Compatible Architecture

Materials, textures, patterns, colors and other façade treatments applied to parking facilities should be compatible with building treatments and pedestrian finishes in the area.





## Objective 24.4 Transit Connections

To encourage Transit Oriented Development by anticipating transit needs, providing appropriate transit stop locations, and by ensuring appropriate, convenient and adequate pedestrian and vehicular access to public transit systems.

### Discussion:

The Edwards Core Area should be fully accessible by multiple modes of transportation, and should one day serve as an excellent example of transit oriented development in Eagle County. Transit facilities can be significant in scope, and can strongly influence the function and efficiency of a “place”.

### Policies:

#### 24.4.a Adequate Space

Plan for and provide areas of adequate dimension for public transit stops adjacent to main thoroughfares. Incorporate areas for bus turn-arounds, pull-throughs or pull-outs within and adjacent to developed areas.

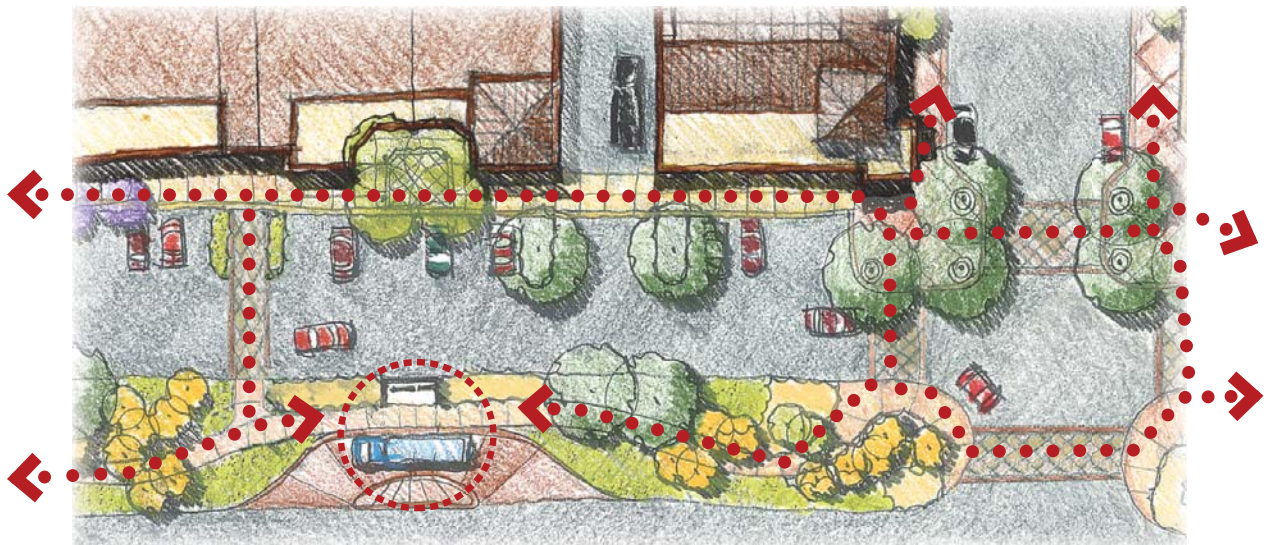
#### 24.4.b Adequate Access

Provide safe, convenient access to transit stops from parking areas, pedestrian circulation areas and trail connections. Ensure full ADA access to all destinations.



#### 24.4.c Appropriate Design/Architecture

Orient transit stop facilities so that they are logically placed and easily seen. Transit stop facility designs should incorporate materials, textures, patterns, colors and other treatments that are consistent with building treatments and pedestrian finishes in the area.



Provide adequate space for bus queuing and assure easy access to transit stops



## Objective 24.5 Drive-through Facilities

To assure the appropriate location and safe design of drive-through facilities.

### Discussion:

Drive-through facilities include but are not limited to banks, gas stations, fast food restaurants and liquor stores that provide drive-through window service. These high traffic uses are not appropriate for pedestrian areas, and must be carefully designed and positioned to avoid conflicts with other uses.



### Policies:

#### 24.5.a Restrict Use

Preclude drive-through facilities in areas devoted to pedestrian/retail access and activity. Drive through businesses should be limited to locations that have direct access to a main thoroughfare.

#### 24.5.b Avoid Conflicts

Drive-through facilities should be limited to areas where related traffic will not compromise efficient vehicular access to other destinations and safe and efficient pedestrian movement.

#### 24.5.c Compatible Architecture

Architectural elements of structures necessary to support drive-through operations should be consistent with the architectural features of the attached building.



## Objective 24.6 Mechanical Equipment

To assure the attractiveness and efficiency of the Edwards Core Area by positioning exterior trash storage and mechanical facilities where they can be safely accessed, easily maintained and appropriately screened from public view.

### Discussion:

The location of exterior trash storage, loading docks and mechanical facilities can strongly influence the aesthetics, safety and functional efficiency of a commercial core area like Edwards.

### Policies:

#### 24.6.a Adequate Space

Site and design buildings with adequate space for and access to exterior storage areas, loading docks and mechanical equipment areas.

#### 24.6.b Design to Hide

Consider all vantage points, and provide site and building design that allows for the location of exterior storage areas and mechanical equipment away from public view.

#### 24.6.c Add Screening

Walls, fences and/or landscaping compatible with adjacent architecture shall be provided to screen exterior storage and mechanical areas.

#### 24.6.d Avoid Conflicts

Ensure that periodic access by trucks to trash collection areas and loading docks does not conflict with vehicular or pedestrian movement and circulation.

#### 24.6.e Accommodate Routine Maintenance

Design trash storage and collection areas to allow regular cleaning by building staff.





## Section C. Streetscape Improvements

### Objective 25.1 Delineation of Areas and Uses

To encourage the use of landscaping, surface treatments and other space delineators to provide direction, improve safety, and enhance the visual continuity, attractiveness and character of the Edwards Core Area.

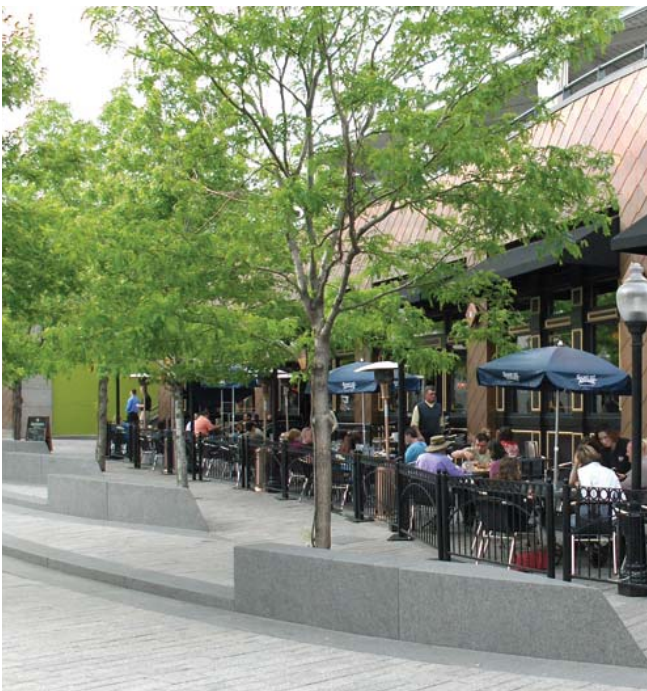
#### Discussion:

Pavements of varied texture, color and patterns, as well as other features like bollards, planted areas, railings, lighting and low walls, can be used to guide movement and define separate functional areas. Surface treatments, landscaping and other delineators can unify design, enhance pedestrian safety and contribute significantly to the visual character and sense of place created by development.

#### Policies:

##### 25.1.a Comprehensive Approach

Position streets, parking lots, sidewalks, paths and other outdoor spaces in a manner that enhances the separation and delineation of different use areas.



Use a variety of thematic treatments to clearly separate uses

##### 25.1.b Unified Theme

Delineation features like bollards, textured surfaces, distinctive paving, railings, low walls and landscaped areas should enhance unifying design themes in the Edwards Core Area.

##### 25.1.c Continuity

Delineation features and treatments should be integrated into plazas, courtyards and other gathering areas, and should be extended into adjacent developments to create visual continuity

##### 25.1.d Safe Wayfinding

Extend pedestrian area surface treatments through vehicular travel routes and parking areas to help enhance wayfinding and delineate safe crossings.

##### 25.1.e Site Lighting

Utilize down lighting to supplement area delineation features and assure safe pedestrian and vehicular travel between all destinations.



Provide wayfinding throughout Core Area



## Objective 25.2 Retail Continuity at the Street Level

To encourage a safe, attractive accessible and prosperous concentration of retail opportunities and activities in the Edwards Core area.

### Discussion:

Retail activity along main streets adds to the character and vitality of a “downtown” environment. Carefully designed architectural and landscape elements that provide both continuity and distinctiveness in a sensitive manner enhance opportunities for the creation of a unique “sense of place”. Retail frontages at the street level should be continuous and interconnected to the greatest degree possible.

### Policies:

#### 25.2.a Pedestrian Orientation

Orient all retail entrances towards a public pedestrian space. Retail and restaurant entrances and storefronts should be clearly defined through the use of awnings, canopies, columns, planters, changes in paving material, and other design features.

#### 25.2.b Corner Entries

Provide architectural treatments and unique street level features to highlight the special status of corner entries.

#### 25.2.c Split Level Spaces

Unless compelling reasons exist for their use, split level entries should be avoided. In all instances, retail frontages and shop entries shall be ADA compatible.

#### 25.2.d Integrate New Uses

Ground floor uses in new developments should be integrated with existing retail uses and activities along the street and sidewalk frontages.

#### 25.2.e Glare and Reflection

Encourage awnings, canopies and/or sidewalk landscaping to reduce glare and reflection from storefront glass.

#### 25.2.f Transparency

Encourage transparency of store fronts to display interior goods and activities.



## Objective 25.3 Sidewalk Cafes

To enhance the activity, vibrancy and sense of place of the Edwards Core Area by encouraging outdoor restaurant uses.

### Discussion:

Sidewalk and courtyard areas that include outdoor dining contribute significantly to the social ambiance of a downtown setting.

### Policies:

#### 25.3.a Open Air Environment

With the exception of temporary fabric roofs or covered walkways, sidewalk cafés shall not be enclosed.

#### 25.3.b Places to Sit

Café space should be devoted to public seating. No permanent kitchen equipment shall be installed within the open air café.

#### 25.3.c Avoid Conflicts

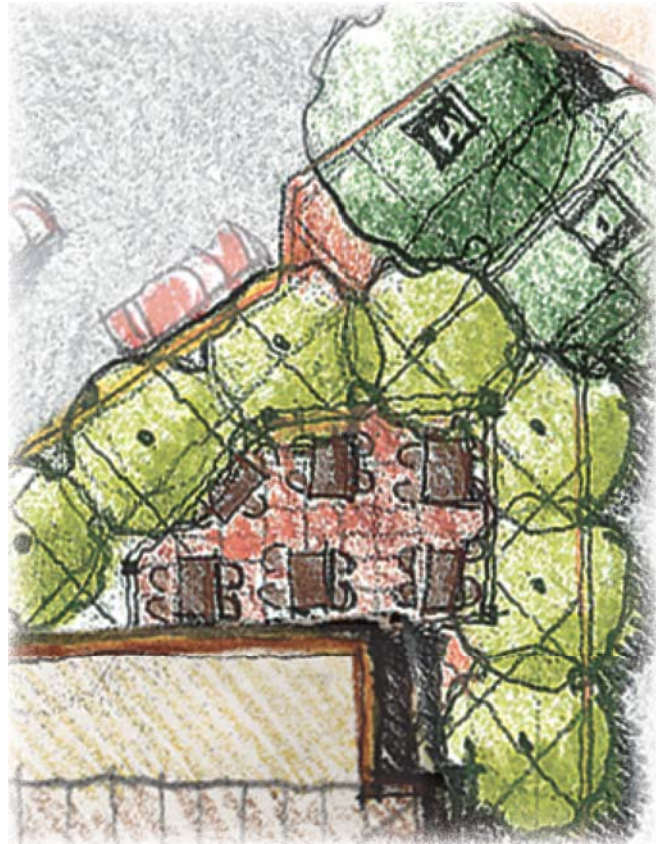
Outdoor seating areas should not compromise the safe walking dimensions of adjacent sidewalks. (see 24.1.b)

#### 25.3.d Liquor Service Delineation

Sidewalk cafés that serve liquor should be separated from public spaces by railings, planter boxes, or other effective barriers that contribute to the overall character of the pedestrian environment.

#### 25.3.e Size Restriction

The width of an outdoor eating area should be limited to the width of the deli or café that serves it unless other arrangements are agreed upon by adjacent tenants.





## Objective 25.4 Landscaping and Maintenance

To encourage appropriate, attractive, high quality, water efficient landscaping in the Edwards Core Area.

### Discussion:

Landscaping softens the urban environment, and provides opportunities for the introduction of scale, color, interest, continuity, shade, wind protection and area delineation. Properly designed and positioned landscaping is critical to the continuity of design and creation of a quality “sense of place”. In addition, consideration for snow removal and other maintenance activities assures functionality.

### Policies:

#### 25.4.a Conformance to Standards

All landscape designs and materials shall be consistent with applicable provisions of Eagle County Land Use Regulations and/or applicable PUD guides.

#### 25.4.b Placement and Application

All buildings, pedestrian areas and parking lots should be designed with an appropriate level of landscaping. Use high quality compact plant material with substantially sized plants to buffer or enhance streets, parking lots, pedestrian spaces, building entrances and window openings.

#### 25.4.c Material Selection

The selection and placement of landscape materials should consider site conditions related to climate, soils, solar orientation, slopes and adjacent natural features as well the surrounding site design and architecture.

#### 25.4.d Xeriscape Approach

Native and well adapted plants that require minimal irrigation shall be used (i.e., xeriscape techniques). Consult with Eagle County Extension office for list of appropriate plant material.

#### 25.4.e Size Considerations

Landscape designs should be based on the size of planted materials at maturity.

#### 25.4.f Maintenance and Snow Storage

Landscape designs should provide adequate space and access for snow removal and other maintenance activities and should also consider impacts from snow storage in the Core Area.

#### 25.4.g Surface Mulches

Surface mulches should be of a natural material applied in a consistent manner.

#### 25.4.h Irrigation Systems

All irrigation systems should be automated, equipped with rain sensors, and operated only during early morning and nighttime hours. Drip irrigation should be used for trees, shrubs and ground covers. The application of water through pop-up spray heads should be used only if necessary and should be carefully designed and adjusted to avoid overspray.

#### 25.4.i Storm Water

Enhance the quality and efficiency of landscaped areas by using bio swales and other methods to capture storm water runoff.

#### 25.4.j Integrate Nature

Use landscape elements and materials to connect the built environment with the surrounding natural landscape where ever possible.





## Objective 25.5 Signs

To encourage attractive and durable signs that contribute positively to the function, character and sense of place of the Edwards Core Area.

### Discussion:

Signs provide information, color, interest and detail, and offer a unique opportunity for both individual expression and design continuity within a downtown setting.

### Policies:

#### 25.5.a Conformance to Standards

All signs shall conform to applicable standards in Eagle County's Land Use Regulations and applicable PUD guides.

#### 25.5.b Compatibility

Sign colors, materials, sizes and shapes should complement architectural elements of adjacent buildings, and should promote a consistent streetscape design theme within the Edwards Core area. Internally lit or neon signs should not be allowed. Signs should be integrated into the architecture of the building.

#### 25.5.c Sign Bands

Sign bands may be used on buildings as a unifying design element.

#### 25.5.d Durability

Sign materials should be durable and easy to maintain.

#### 25.5.e Individuality

Distinctive materials, designs and craftsmanship that enhance individual business' identities should be encouraged within the framework of compatibility and unified theme.

#### 25.5.f Informational Stations

Area directories and information kiosks are encouraged, and should be located to facilitate the use of the area by pedestrians.



## Objective 25.6 Lighting

To encourage lighting schemes in the Core Area that provide safe pedestrian and vehicular circulation, enhance building architecture and public spaces, create a sense of place and protect the quality of the night sky.

### Discussion:

The type, quality and placement of light fixtures, and the type of light produced by those fixtures is fundamental to safety, way-finding, the ambiance of a “place” at night, and the perception of a unified design theme. Fugitive light from poorly designed or directed fixtures can negatively impact areas quite distant from the source.



### Policies:

#### 25.6.a Conformance to Standards

All lighting plans and fixtures shall conform to applicable provisions of Eagle County’s Land Use Regulations, applicable PUD guides and International Dark Sky Association (IDA, as amended) approved strategies to protect the quality of the dark night sky.

#### 25.6.b Safety and Movement

Lighting should be designed to provide safety and to identify pedestrian and pedestrian circulation routes and gathering areas.

#### 25.6.c Downcast Lighting

Lighting should be directed and downcast. Light sources should be shielded to prevent fugitive light. Up lighting of buildings or landscaping and back lighting of signs should be avoided.

#### 25.6.d Appropriate Scale

Lighting fixtures should be of appropriate scale for their intended use and the space where they will be installed. Fixtures in parking areas and pedestrian areas should be located no more than 12 feet from the ground.

#### 25.6.e Complimentary Design

The design and placement of lighting fixtures should provide an attractive blend that enhances the pedestrian experience, compliments adjacent architecture and creates the perception of a consistent design theme within the Edwards Core Area. Where appropriate, provide hangers for event banners and electrical outlets for seasonal decorations.

#### 25.6.f Consistent Illumination

The level of illumination (candle power) directed at signs and other amenities should be consistent throughout the Core Area. Light levels from one business or site should not overpower other sites on the street or along the facade.



## Objective 25.7 Streetscape Furnishings

To encourage the use of streetscape accessories within the public realm that are adequate, functional, contribute to the perception of a unified design theme, and contribute to the creation of a unique sense of place in the Edwards Core Area.

### Discussion:

Streetscape furnishings include but are not limited to bollards, tree grates, tree guards, benches, chairs, street art, railings, bike racks, landscape walls, fountains, newspaper dispensers and trash receptacles.

### Policies:

#### 25.7.a ADA Compliance

All fixtures and features located in the public realm shall conform to applicable ADA standards.

#### 25.7.b Coordinated Design

All treatments and amenities in the public realm should be coordinated to foster the perception of a unified design theme within the Core Area.

#### 25.7.c Durability

Furniture provided for public use should be durable in a mountain climate and easily maintained.

#### 25.7.d Restrooms

Public restrooms should be provided and should be located adjacent to central gathering areas or at the midpoint of extensive retail frontages.

#### 25.7.e Drinking Fountains

Public drinking fountains should be provided and should be located near public restrooms or in plazas and courtyards.

#### 25.7.f Seating

Steps, ledges, benches, chairs and low landscape walls should be provide to provide places to sit along sidewalks and within plazas, courtyards, and other pedestrian gathering areas.

#### 25.7.g Water Features

Water features, if incorporated, should be water efficient, and should be positioned with consideration for pedestrian movement and the impacts of sun and shade.

#### 25.7.h Public Art

Permanent public art should be of durable construction and easily maintained, and should be positioned to avoid conflict with pedestrian and vehicular movement.

#### 25.7.i Bike Racks

Bike racks should be provided adjacent to all main building entrances, at periodic intervals along retail frontages, at transit stops and at points where bike paths enter pedestrian areas. Bike racks shall be positioned to avoid conflict with pedestrian traffic, and should be protected from the elements whenever possible.

#### 25.7.j News Stands

Newspaper dispenser locations should be consolidated, appropriately designed and positioned in a way that their use does not interfere with pedestrian circulation or vehicular traffic.

#### 25.7.k Public Phones

The design of outdoor enclosures for public telephones should be consistent with the architecture of adjacent buildings and streetscape amenities.

#### 25.7.l Trash Cans

Trash receptacles should be adequate in number, durable and designed to be compatible with building architecture and streetscape amenities.





## Section D. Residential Component

### Objective 26.1: Mixed Use Design

To encourage attractive and functional designs in mixed use buildings and environments with the Edwards Core area.

#### Discussion:

Many commercial buildings in the Edwards Core contain residential units. Mixed uses within structures increase pedestrian activity in the area, and promote the creation of a local “community” vested in preserving and improving the quality of the “place.” Future designs should incorporate residential units into Core Area structures in a manner that assures quality living environments, attractive architecture, energy efficiency, adequate parking and full pedestrian connectivity.

#### Policies:

##### 26.1.a Fenestration

As a general rule, and to the degree that it does not compromise energy efficient design or applicable building codes, 60% of wall space on those building levels designed for residential use should be devoted to windows or functional balconies.

##### 26.1.b Connectivity

Provide efficient access from all dwelling units to surrounding public spaces and pedestrian routes.

##### 26.1.c Parking

Provide adequate dedicated parking for all residential units.

##### 26.1.d Access to Transit

Assure full and efficient connectivity between residential units and public transit options.

##### 26.1.e Sun, Air & Views

Provide adequate sunlight, ventilation and views to proposed residential units.



## Section E. Next Steps

### Objective 27.1 Continued Integration of Design Concepts

To build on this initial effort, fostering appropriate and compatible designs and layouts throughout the greater Edwards Community.

#### Discussion:

These guidelines represent a starting point, and are intended to promote high quality designs in the Edwards Core area until such time that a municipal entity or quasi-municipal entity can assume responsibility for the same. As a work in progress, and until such time that design review and enforcement is transferred to a municipal entity or quasi-municipal entity, these guidelines should be periodically reviewed and amended by Eagle County officials as greater clarity emerges regarding the desired identity of Edwards as a special place in Eagle County. Amendments to address conflicts or to further enhance the utility of this chapter are strongly encouraged.

#### 27.1.a Expand the influence of design concepts

Encourage the use of the design principles described in this chapter to promote appropriate and compatible layouts and designs for all new development or redevelopment in neighborhoods located outside the Edwards Commercial Core area.

#### 27.1.b Promote local control

Support the enforcement of HOA and PUD design guidelines consistent with this chapter in neighborhoods located outside the Edwards Commercial Core area. Encourage the formation of a municipal or quasi-municipal entity in Edwards that would administer and enforce design review functions throughout the community.



## **APPENDIX C**

### **Summary of Community Survey**

#### **Edwards Area Community Plan**

February, 2014

##### **General**

- Respondents were resoundingly satisfied (>80%) with Edward's overall "quality of life".
- Respondents were generally pleased with how Edwards has grown and changed over the past 20 years, 67% felt "changes have been for the better".
- Some noted that Edwards is part of a "bigger place", and that it does not need to provide everything for everyone.

##### **Land Use**

- The existing residential mix is good. Some indicated a need for more "high quality" affordable units. Others noted the importance of having homes that are occupied year-round by locals.
- Opinions on future residential development were mixed. While there was not strong opposition to more residential development, the type and location of new homes should be carefully weighed against other community values (quality, views, traffic, open space, etc.)
- Including residential units in new commercial structures (mixed use) was generally supported.
- Existing commercial development meets local needs. Some indicated a need for more grocery options, household goods, less boutique shops.
- Opinions on future commercial development were mixed. While a need to limit or curtail new commercial development was not expressed, there was a preference for pedestrian-oriented, mixed use development located in the downtown core area.
- The continuation of agricultural uses in Lake Creek, along the Eagle River and along Squaw Creek is strongly supported.
- Open space uses (recreation, wildlife habitat) are highly valued.
- There are mixed opinions on the potential re-development of the CDOT rest area. Ideas ranged from no change to limited residential or limited commercial or expanded educational or civic uses.
- The greatest concern associated with future development on the B&B operations site is traffic.



### **Public Service and Infrastructure**

- Most of Edwards is sufficiently served with gas, electric, water, wastewater, and telecommunications services
- Fire, ambulance, and law enforcement coverage is adequate.
- Roads – respondents generally like the new roundabouts at the I-70 interchange. There is significant concern about function/safety at the main Edwards intersection. Traffic in west Edwards was cited as a concern at certain times of the day.
- Paths - the highest priority over the next 10-20 years was identified as the improvement of pedestrian connectivity and safety at the main intersection, along Highway 6, and between the core area and the I-70 interchange area.

### **Character, Design and Appearance**

- There is support for establishing design guidelines for Edwards (the present day master plan includes a chapter devoted to this topic).
- Opinions about the qualities of existing architecture in the downtown area are mixed.
- New buildings in the core should not be taller than existing (Riverwalk) core area buildings.
- Small town feel, seeing/greeting locals, housing that is occupied by year-round residents are noted community character elements.
- Traffic and noise have significant impacts on community character.
- Social/ cultural events, meeting/gathering areas are desirable and contribute to local character.
- The I-70 roundabouts and associated landscaping are new (desirable) character elements.
- Views and visual quality (of both natural and built environments) are strong character elements.
- The presence of open space within the community (between neighborhoods) is highly valued.
- Views of the MHP negatively impact the character of West Edwards.
- Agricultural uses and features contribute to community character.
- The Eagle River corridor and adjacent open spaces contribute to community character.

### **Natural Resources and Environmental Quality**

- Respondents value the water quality of rivers and streams and support efforts to maintain/improve riparian habitats and water quality.
- Respondents value wildlife resources and support efforts to maintain/improve habitat, however, opinion is more mixed when strategies to protect wildlife.
- Undeveloped meadows, hillsides, ridgelines, stream corridors and back-country areas are valued natural resources.

- Agricultural land uses complement the quality of natural resources on the Edwards area.

#### **Governance and Administration**

- There is not strong support for incorporation, creating the “Town of Edwards”. Many indicated satisfaction with past and present oversight and services in the Edwards area.
- Respondents listed numerous improvements and maintenance projects that would enhance the community, but many of these lack a funding source (other than that provided by Eagle County).
- There is mixed support for increasing taxes locally to raise funds to be used specifically for improvements and maintenance in the Edwards area.
- The community would like to be better informed about local issues/proposals/activities.