

**PROPOSAL FOR**  
**Jackson/Teton County Comprehensive Plan:**  
**Professional Facilitation, Communication,**  
**Writing/Editing Services**

---

November 15 • 2010



**DESIGNWORKSHOP**

120 East Main  
Aspen, Colorado



---

1	INTRODUCTION	1
	Cover Letter	
	Project Approach	

---

2	EXPERIENCE	7
	Firm Profile	
	Resumes	
	Selected Project Examples Including Local Knowledge	

---

3	REFERENCES	29
	Letters of Reference	

---

4	ADDITIONAL INFORMATION	33
	Statement of Staff Availability and Responsibilities	
	Insurance Certificate	

---





# 1 Introduction

*Wyoming Winter*





November 15, 2010

Mr. Alex Norton and Mr. Jeff Daugherty  
Teton County Planning & Development Department  
PO Box 1727  
Jackson, WY 83001

Dear Alex and Jeff,

**Re: How Design Workshop Can Meet Your Objectives for the Jackson/Teton County Comprehensive Plan Review: Professional Facilitation, Communication, Writing/Editing Services**

The Design Workshop team is pleased to submit this response to your request for qualifications to finalize the Jackson/Teton County Comprehensive Plan. We understand that you are seeking a firm or firms to provide three services as follows:

1. Facilitation
2. Communications
3. Writing/Editing

Design Workshop is a multi-faceted design and planning firm that specializes in community outreach, facilitation and document production. A large body of our work consists of comprehensive planning projects, all of which are built on a base of public outreach. As a result, the work strongly reflects the shared goals of the community members and elected officials.

We have continued to introduce new techniques in our planning efforts – from innovative public outreach strategies to improved technical analyses and document production – and we apply the lessons learned from our experience to every new comprehensive planning effort. Our team looks forward to assisting you in finalizing the Jackson/Teton Comprehensive Plan to reflect the vision of the diverse sectors of the community and the elected officials. We are submitting our statement of qualifications for all three services requested.

This planning effort represents an important opportunity for the elected officials of Jackson and Teton County to reinvigorate public interest and finalize the details of a thoroughly researched and well thought out Comprehensive Plan. We recognize the strong commitment to environmental preservation, identifying appropriate locations for growth and working towards a sustainable future, that are expressed in the Plan.

To achieve your objectives we understand that an aggressive and well organized schedule of meetings needs to occur, with accurate documentation of decisions reached and areas for further discussion. Our team of planning and facilitation professionals will work with your staff to craft a schedule and agenda for elected officials that also constructively engages the public at large. We will be available to focus on this project intensively over the next three to six months and longer if required.

Design Workshop will provide you with the following proven areas of expertise:

***A Team with Extensive Facilitation Experience***

Design Workshop facilitates processes with a multi layered approach that addresses all levels of interaction from small groups and one on one conversations to large public meetings where we use techniques such as keypad polling. The Jackson/Teton Comprehensive Plan process has included many of these techniques, among which are establishing a stakeholder advisory group and a technical advisory group as well as creating a presence at a local community event - Old Bill's Fun Run. Moving forward we will build on the work previously accomplished and reinvigorate the public interest. Recent examples of our work in this field include the Aspen Area Community Plan, Burlingame Affordable Housing, the Community of Eagle-Vail Enhancement Plan and the Pitkin County Nordic Trails Plan.

***A Team with In-depth Plan Documentation Experience***

Over the last few decades our team has worked in the Midwest, the Rocky Mountains and nationwide to create comprehensive plans for similar areas including Flathead County Master Plan, Eagle County Comprehensive Plan, Avon Comprehensive Plan and Douglas County Master Plan, Nevada. Our staff includes specialists in graphic design, layout and website design.

We have also produced a wide range of planning documents including the NDOT Highway Aesthetic Guidelines, Nevada, the I-25 Conservation Corridor Plan, Colorado, and the North Lake Tahoe Tourism Plan.

***A Team with Strong Local Knowledge***

Our team has worked in the Wyoming and northwestern mountain region and is familiar with the community's planning documents, land use regulations and land ethics. Examples of our experience in the immediate region include Grand Targhee Master Plan, and Teton Village Master Plan.

***Our Commitment to Availability***

We understand how important it is for the key project team members to have a visible presence in the community and to be readily accessible. We are excited to spend time in your community and are also committed to structuring a work program that is convenient for the elected officials as well as efficient and economical. We will maximize use of technology to remain closely networked to the project at all times. We anticipate that throughout the process we will work closely with planning staff.

We sincerely thank you for the opportunity to submit this proposal for your review and for the chance to be part of the future of Jackson/Teton County. If you have any questions please feel free to contact me at 970-925-8354. We look forward to hearing from you.

Sincerely,



Richard Shaw, FASLA, AICP

Principal, Design Workshop

### THE DESIGN WORKSHOP PUBLIC ENGAGEMENT AND COMMUNITY PLAN MODEL

We know from our experience the importance of listening, gaining an understanding of a community's vision, and helping everyone come to a consensus for the future direction of a community. Citizens need to feel that their fingerprints can be found in the resulting plan. From an administrative standpoint the comprehensive plan needs to have sufficient buy-in that community leaders feel confident that the conclusions from the process will be implemented. Since the Comprehensive Plan process is already well underway, we will develop a thorough understanding of the Public Outreach process to date, and tailor the next steps to build on what has been accomplished while also reinvigorating public interest in the final steps of the Comprehensive Plan.

Factors that we will focus on as we work with you to design the public engagement process include:

**The need to engage all segments of the community.** A thriving community allows for communications that are open, sincere, and available to all segments of the population.

**Understanding what prevents citizens from participating in this type of conversation, and designing around those barriers.** Whether it is a lack of time, language barriers, belief that their opinion doesn't matter, mobility issues, a belief that public meetings are 'boring', or other factors that in any way may inhibit individuals from participating, we will design engagement strategies to mitigate these challenges.

**The need for informed input.** The public input process will provide opportunities for the community to understand the status of the plan in relation to the challenges that Teton County faces, as well as the need for appropriate trade-offs to achieve a balanced plan.

**Being respectful of the time that citizens and community leaders have to devote to this process.** We have experience in obtaining high quality community input in a variety of creative ways that minimize time commitments.

**Creating transparency that allows citizens to see how their input has had an input on the overall community vision and the plans that are developed from that vision.** We design an engagement process so that the information obtained in one step of the process directly and demonstrably informs the next steps of the process.

### PROJECT APPROACH

We understand the scope of work will be as described in the request for qualifications. We anticipate that the following tasks and techniques may be included in the project scope to achieve the goals of the Client and effectively complete the Jackson/Teton County Comprehensive Plan.

#### Start-up Meeting

The Design Workshop team will meet with staff to fully understand the Comprehensive Plan process to date. Together we will develop the process, schedule and agenda for the best results.

#### Communication Strategy

We will develop a regular communication strategy to maximize the value of everyone's time. It may include: weekly conference calls, staff coordination, elected official coordination, communication with STAG, TAG, interest groups and the general public and methods of communication.

#### Use of an Implementation Matrix

Communities that have used an Implementation Matrix of this type from the start of a comprehensive planning effort have found that it is a tool that they continue to use over the long term in order to evaluate the progress made in achieving the goals and strategies outlined in comprehensive plans.

Douglas County Master Plan Implementation Matrix		Has Been (Is Being) Implemented by:	
		County	Other Organization
<b>Goal 4.10: To protect wetlands for their values for groundwater recharge, flood protection, sediment and pollution control, wildlife habitat, and open space.</b>			
Policy 4.10.01 Development proposals located throughout Douglas County shall be referred to the Corps of Engineers for review and comment.		Completed - Agencies Notified w/project submittals	
Policy 4.10.02 Proposed Development Within the Corps of Engineers Designated 404 Wetland Areas. Any development proposed within the Corps designated wetland areas must meet the requirements specified by the Corps of Engineers and Fish and Wildlife Servi		Completed on case-by case basis	
Policy 4.10.03 Douglas County may review the potential for wetland mitigation banking to allow for replacement of wetlands.		Banking examples on file	
Policy 4.10.04 Wetlands shall be protected to provide for groundwater recharge, flood protection, sediment and pollution control, wildlife habitat, and open space. (Adopted 4-4-2002)		Adopted development code 1996	

*Example of an Implementation Matrix from the Douglas County, NV Comprehensive Planning effort*

### Project Branding

Building on the brand for the Jackson/Teton County comprehensive planning efforts will stimulate community interest, and link the various tools and methods for community outreach under one umbrella. The County has already developed an attractive logo for the project that could be used in further branding efforts.

Elements of community outreach including meeting advertisements, visual displays for presentations, handouts for public meetings, the project website, and the final comprehensive plan documents will all have a design and follow a format that is consistent, compelling, and appropriate for various audiences and for various meetings and communications. Well designed documents, logos, and word selection can make the difference between a high level of public awareness and public apathy.

### Media Plan

The media can play a valuable role in educating community members about the key issues, and opportunities for input. An important part of the media plan involves creating a compelling, persuasive message about why community members should be interested in the process and make time to participate. In addition to the traditional media channels including TV, radio, and newspapers, we use newer forms of outreach, including text messaging, Facebook, and Twitter. We have found that these newer forms of social media in particular help communities in reaching out and engaging youth.

### Social Media

Social media functions similarly to traditional print media, except that it uses community-based communications channels such as existing community newsletters and meetings and church and service organization communication channels. This method can be particularly effective in reaching out to groups that may not have been traditionally involved in public planning conversations. We have found that stakeholder groups and other citizen leaders can provide great leads and connections that help the team find and use social media options. Members of the committees can assist the social media outreach effort by helping to coordinate submittals to local newsletters, generating interest in meetings concerning the plan around the community, and in general stimulating interest in the plan.

## **Participation in Community Events**

Having a presence at community events is often an easy way to reach out to community members who have come together for particular events, such as farmers markets, sporting events, concerts, or lectures. At these events information can be distributed about the comprehensive planning process, and information can be gathered via interviews, written surveys, electronic surveys, or other methods. For example, old Bill's Fun Run has been used as a means of engaging the community in the plan process.

## **Stakeholder and Technical Advisory Committees**

We will revisit the roles of the STAG and TAG to identify the roles of these groups in the final steps of the Master Plan.

## **Focus Group Meetings**

We have found that conducting focus groups with a broad cross-section of the community during the final phases of the comprehensive planning exercise contributes to our ability to identify items of primary concern to the community. This enables us to make the best and most efficient use of subsequent community meetings, allowing us to get to deeper conversations and more meaningful input on key items more quickly.

## **Public Meetings**

We use several techniques to maximize the results of large community meetings. These include powerpoint presentations, individual workstations and keypad polling.

## **Draft Comprehensive Plans - tracking comments and amending plans**

This scope of work assumes that the consultant team will amend the draft comprehensive plan for Jackson/Teton County based on input and consensus from meetings with the elected officials including Council, County Commissioners, staff and the community. In coordination with staff, Design Workshop will track and document comments concerning the plan into one package from which Design Workshop will process revisions. When conflicting points of view arise, the wishes and directions of Council and the County Commissioners will be addressed as the final authority on the Comprehensive Plan for the Jackson/Teton County.

## **Public Adoption Process**

Once all appropriate input from the elected officials has been incorporated in the Comprehensive Plan, the Design Workshop team will be available to help with the final steps of the adoption process as needed.



# Experience 2

*Chip Game - Design Workshop*





Design Workshop helps clients to address complex challenges and decisions to arrive at novel, effective and satisfying outcomes. As a land planning, landscape architecture, urban design and strategic services firm, we have been providing these services for almost four decades to developers, property owners, government agencies and other clients engaged in improvements to the land. In our years of practice we have evolved a proprietary approach and distinct culture.

### Our Services

Our range of services is comprehensive, embracing all of the key disciplines necessary for our planning and design assignments. We also offer capabilities in areas of specialization that provide expanded ease and value for our clientele.

Public Facilitation

Community Planning

Landscape Architecture

Land Planning

Urban Design

Planning Management

Strategic Services

Development Strategies

Graphic Communication  
and Design

LEED Compliance

Design Workshop is a firm born in the pursuit of ideas. While college classmates, founders Don Ensign and Joe Porter resolved to someday start their own landscape architecture firm. The opportunity came in 1969 when both assumed teaching positions in North Carolina. Early on they were invited to assist private sector clients, often engaging colleagues and students in a collaborative process they labeled “design workshops.”

These early assignments were the chance to marry the idealism of academia with development realities and to begin a small professional practice. A few years later in 1979, Don and Joe relocated the fledgling firm to Colorado and quickly earned a reputation for solving the complex problems found in fragile ecosystems and development challenges of the western landscape.

Over the past 30 years we’ve had the opportunity to expand the breadth and sophistication of our firm which now includes over 100 employees in 6 offices nation-wide. Our experience ranges from master plans for counties, planned communities, urban centers and resorts, to detailed design for public parks, residences and roadways. We have continuously honed the collaborative dynamics of the workshops and the pursuit of the ideas and ideals that result in the best solutions for every assignment. This approach remains the hallmark of our firm.

Today we express our mandate as a simple premise:

*When environment, economics, art and community are combined in harmony with the dictates of the land and needs of society, magical places result. Places that lift the spirit. Sustainable places of timeless beauty, enduring quality and untold value – for our clients, for society and for the well being of our planet.*

*We call these extraordinary landscapes Legacy Projects. Our practice is dedicated to seeking solutions that move projects “Toward Legacy.”*

### Offices

Asheville

Aspen

Austin

Denver

Lake Tahoe

Phoenix

Salt Lake City

Talking about sustainability is one thing; actually achieving it is another. For each project, we evaluate the current conditions, identify ways to improve sustainability, and incorporate them into our processes and plans while meeting the client's financial objectives. Legacy Design is defined by determining clear and measurable goals early in the project, defining success measures, setting accountability for this success and leaving behind a Legacy for generations to come. Design Workshop has developed output through the use of a series of proprietary tools including metrics brainstorming, SMART goals, strategies with articulated responsibilities and accompanying cost-benefit analysis. This format allows the final output to be flexible to grow with a community yet still set clear and achievable outcomes.

One method for identifying and understanding the measures of success in environment, economics, community and art is through metrics. Design Workshop has invested significant time in producing what we call metrics. The metrics are separated into categories and subject areas. Within those subject areas there are critical questions and potential strategies based on 35 years of the company's experience. The metrics help to formulate critical questions and strategies at the beginning of the process and then grinds through them as the project progresses. Going through the measures of Legacy with city and county staff is a critical way to make sure that all subjects and areas of the plan have been critically evaluated and considered.

### **Environment**

Human existence depends on recognizing the value of natural systems and organizing its own activities to protect them. Design should fit the program to the conditions of the land in ways that support future generations.

### **Community**

Connection among people supports the culture of family, groups, towns, cities and nations and is the foundation on which they prosper. Design should organize community to nurture relationships and mutual acceptance.

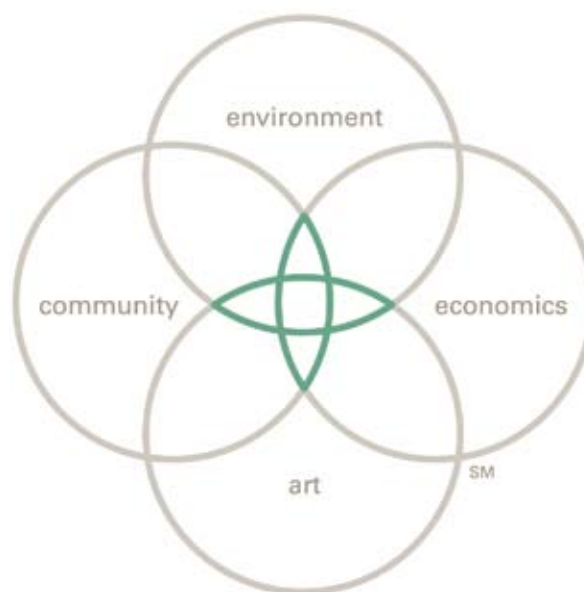
### **Economics**

The flow of capital that is required to develop a project and the capital generated over its life defines economic viability. Projects need long-term economic mechanisms to promote and protect the integrity of a place.

### **Art**

Beauty is a timeless quality. It helps create real destinations that bring us meaning and act as a restorative on the human spirit. It boosts economic value, supports viability and attracts capital, helping to ensure a project's longevity.

### **DW Legacy Design®**



*Legacy Design™ defines both a rigorous methodology for our work as well as a quadruple bottom line for evaluating our results in terms of environmental, economic, community, and artistic sustainability. Legacy Design™ defines goals early in the process and holds those goals accountable to metrics and provides marketable points of proof.*



### **Our Organization**

Our company structure reflects what we've found to be the best way to deliver our services. Within our profession we are a medium size firm. We are large enough to afford exceptional talent and the substantial technological and management resources to accommodate the largest of projects with the flexibility to work with the most intimately scaled assignments.

### **About Process**

Planning and landscape architectural design are linear processes that build on logic and real conditions. Both inside and out we are committed to the “design workshop” model. Our approach is iterative, engaging all significant constituencies – our clients as well as public agencies, concerned citizens and special interests. We've perfected our communications skills to assure success in public acceptance and approvals.

Delivering the highest quality is built into our structure. We have a dedicated quality management team with a full time Director of Quality Management, firm-wide drawing reviewers and a technical editor. A Quality Management coordinator in each office monitors and guides quality assurance and provides resources, training and quality review systems to all staff.

### **Being Recognized**

One measure of our effectiveness is recognition by the industries we serve and from our peers. We have received scores of awards for our design and planning accomplishments from organizations including the Urban Land Institute, the Congress of New Urbanism, the American Society of Landscape Architects and the American Planning Association, our most recent accolade being recognized as the 2008 ASLA Firm of the Year. We are also dedicated to giving back and our people contribute significantly to teaching, professional associations and other professional activities.

### **Clients**

We are privileged to include among our clients some of the most progressive public and private entities. We work for private developers, conservation organizations and all levels of federal, state and local government.



### RICHARD SHAW, FASLA, RLA, AICP Principal



#### Education

Master of Landscape Architecture, Harvard University Graduate School of Design

Bachelor of Landscape Architecture, Utah State University with Honors

#### Professional Licensure

Registered Landscape Architect, States of Arizona, Wyoming, Nevada, Colorado

American Institute of Certified Planners

#### Professional Affiliations

American Planning Association

Urban Land Institute, Full Member

Member of Recreational Development Council

American Society of Landscape Architects, Member and Fellow

#### Recent Honors/Awards

2010: ASLA National Honor Award, Analysis and Planning, Isla Palenque

2009: ASLA National, The Design Medal Award

2005, 2006 and 2008: ASLA Nevada Chapter, Project of the Year Award, NDOT Landscape and Aesthetics Corridor Plans

2007: ASLA, Colorado Chapter, Planning and Design Honor Award and Land Stewardship Designation Award, Ameya Preserve, Park County, MT

Richard Shaw, FASLA, is a principal with Design Workshop with over 36 years of experience practicing planning with the firm. He has a Master of Landscape Architecture from the Harvard University Graduate School of Design, where he was awarded the prestigious Jacob Weideman Travelling Fellowship Award.

Richard has been involved with many plan updates and visioning plans that have reshaped and helped define communities. He is committed to protecting and restoring natural environments, conserving ecosystems, redeveloping abandoned, idled or under-utilized properties and creating beautiful communities for residents and its visitors.

#### Selected Project Experience

Ameya Preserve Master Plan: Park County, Montana

Banff Downtown Redevelopment Plan: Banff, Alberta, Canada

Horizon Redevelopment Plan: Stateline, Nevada

I-25 Conservation Plan: Douglas County, Colorado

I-70 Context Solutions Guidelines Manual for Colorado Department of Transportation: State of Colorado

Las Vegas and Southern Nevada Infill Project: Las Vegas, Nevada

Nevada Department of Transportation (NDOT) Landscape and Aesthetics Corridor Plan: State of Nevada

North College Avenue Corridor Improvements: Fort Collins Colorado

North Lake Tahoe Tourism and Community Investment Master Plan: North Lake Tahoe, California

Park Avenue Redevelopment: South Lake Tahoe, California

Skyline Community Forest: Bend, Oregon

South Grand Street Redevelopment Master Plan: St. Louis Missouri

TRPA Regional Recreation Plan: Lake Tahoe Basin, California and Nevada

US Highway 50 Corridor Study: South Lake Tahoe, California and Stateline, Nevada



*Banff Downtown Redevelopment Plan, Banff, Alberta, Canada*



*Park Avenue Redevelopment, South Lake Tahoe, California*



*TRPA Regional Recreation Plan: Lake Tahoe Basin, California and Nevada*



### SUZANNE RICHMAN Associate, Design Workshop



#### Education

Master of Landscape  
Architecture, Harvard  
University

Bachelor of Architecture,  
University of Cape Town,  
South Africa

#### Professional Licensure/ Affiliations

Registered Landscape Architect  
Colorado

2008 to Present: Member  
Aspen Snowmass Nordic  
Council

#### Awards and Honors

2009: CCASLA Merit Award:  
Coleman Residence

1997: Governor's Smart  
Growth Award for I-25  
Conservation Corridor Plan

1991: ASLA Honor Award:  
Bow Canmore Visual Impact  
Assessment, Alberta, Canada

1987/88: Charles Eliot  
Traveling Fellowship, Harvard  
University

#### Feature Articles

2010: "The Secret Garden",  
Mountain Homestyle, Summer  
issue

2009: "Creating a Habitat  
for Plants, Wildlife and You",  
Organic Gardening, Feb/  
March Issue

Suzanne Richman is an associate in the Aspen office of Design Workshop. She received her master's degree in landscape architecture from Harvard University, and since then, she has worked on a diverse range of projects from conservation and recreation to environmental and community planning. As a project manager, she has considerable experience in coordinating with large, multi-disciplinary groups on a variety of public and private projects.

Suzanne's experience encompasses complex large-scale planning projects covering entire watersheds to detailed design. Her professional experience includes working with towns and county regulations, corridor management plans, environmental assessments, and landscape design. Many of Suzanne's projects are built using her community facilitation techniques and result in thorough and understandable documents.

#### Selected Project Experience

Aspen Nordic Trails Master Plan: Aspen, Colorado

Aspen Valley Land Trust Green Print: Aspen, CO

Bow Canmore Visual Impact Assessment: Alberta, Canada

Community of Eagle-Vail Enhancement, Eagle County, Colorado

Castle Creek Campus, Aspen Music Festival & School and Aspen  
Country Day School: Aspen, Colorado

Delta County Agricultural/Conservation Plan: Delta County,  
Colorado

Flathead County Master Plan: Flathead County, Montana

Grand Targhee Resort Master Plan and Environmental Assessment:  
Alta, Wyoming

I-25 Conservation Corridor: Douglas County, Colorado

NDOT Landscape and Aesthetics Corridor Plan: State of Nevada

Park Avenue Streetscape: South Lake Tahoe, California

Pitkin County Library Expansion Feasibility: Aspen, Colorado

RFTA Trails Comprehensive Plan: Roaring Fork Valley, Colorado

Red Lodge Mountain Resort Environmental Assessment: Red Lodge,  
Montana

#### Selected Presentations/Publications

Landscape/Urban Design Panel - American Institute of Architects,  
Regional Conference, October 2010

Protection of Sensitive Lands - Visual Analysis Techniques for the  
American Planning Association Regional Conference, Breckenridge,  
Colorado, September, 1999

Appendix A: Visual Simulation Tools in "Tree Conservation  
Ordinances: Land Use Regulations Go Green." Planning Advisory  
Service Report No. 446 with Christopher Duerkson, Chicago: APA,  
August 1993.



*RFTA Trails Comprehensive Plan  
Roaring Fork Valley, Colorado*



*I-25 Conservation Corridor  
Colorado*



*Nordic Trails Master Plan  
Aspen, Colorado*



*Eagle-Vail Enhancement, Eagle  
County, CO*



## PAMELA BRITTON Community Facilitation Leader

Pamela brings over 25 years experience in facilitation, mediation, and public engagement. She specializes in designing public engagement processes that enable communities to successfully tackle their most controversial issues. Using a combination of community education and involvement, Pam ensures that community members can be informed participants in their decision making. In addition to community engagement, Pamela has facilitated the work of legislative task forces, strategic planning for national and international organizations, and conflict resolution/decision making for groups addressing highly technical and complex issues. Her work was recently awarded an ASLA commendation for Excellence and Creativity in Public Engagement.

Pamela serves as the leader of community development and public engagement activities for Design Workshop. She has developed a model that includes the best practices for public education and outreach, gathering public input, and decision making and consensus building that has been used across the United States. The techniques that Pamela implements in projects serve to stimulate enthusiastic community participation, ensure transparency and trust in the process, and result in realistic decisions that have the support necessary for implementation. Her projects have won awards for public engagement excellence and even more importantly, the satisfaction of project clients, stakeholders, and communities.

### Education

Brigham Young University,  
Masters in Human Resources  
Learning and Development,  
MA, Summa Cum Laude

California State University,  
Long Beach, Bachelors in  
Organizational Communication,  
BA, Summa Cum Laude

### Certifications

National Charrette  
Institute, Charrette Planner  
Certification, 2006

National Charrette Institute,  
Charrette Manager  
Certification, 2006

Grove Institute, Graphic  
Facilitation Certification, 2008

American Society of Training  
and Development, Human  
Performance Improvement  
certification, 2002

Licensed Coaching Clinic  
Facilitator, 2002

### Professional Affiliations

American Society of Training  
and Development (ASTD), 1985

American Planning  
Association (APA), 2008

### Publications

Monthly "Growing People"  
column in the Zweig White HR  
Journal.

Interact! Communication  
Activities for Personal Life  
Strategies, Kendall-Hunt, 1980

### Selected Project Experience

**Aspen Area Community Plan — Aspen, Colorado:** Design and co-implementation with the City of Aspen and Pitkin County of a transparent and inclusive public process for a joint City/County revision of the Aspen Area Community Plan. *National APA Award for Excellence in Public Engagement.*

**Breckenridge Downtown Streetscape Redevelopment — Breckenridge, Colorado:** Public engagement for a downtown streetscape redesign.

**Casper Area Community Plan - Casper, Wyoming:** Extensive public process across multiple jurisdictions to create an integrated Casper area Community Plan.

**Jefferson County School District Lifelong Learning Center — Jefferson County, Colorado:** Public and stakeholder engagement for the 100-acre learning center site.

**Vail Community Vision Plan — Vail, Colorado:** Extensive use of citizen and technical advisory committees as well as creative community input to create a Vail Community Vision plan.

### Selected Speaking Engagements

*Training on a Budget: Building Powerful Learning Programs without Breaking the Bank*, Zweig-White Best Firms to Work for Conference, Chicago, Illinois, September 2009

*Winning More Work Through Powerful Public Engagement*, Zweig-White Marketing Conference, San Francisco, California, May 2009

Zweig White, *Building a Learning Program*, Best Companies to Work For, National Conference, 2008

*Building a Learning Organization*, Zweig-White Best Firms to Work for Conference, San Francisco, California, September 2008

Roaring Fork Leadership, *Facilitation Skills*, Roaring Fork Leadership program, 2006

American Society of Landscape Architects (ASLA), *Creating a Successful Career Path*, National Conference, San Jose, CA, 2003

American Society of Training and Development, *Training Across Cultures*, ASTD National Convention, Atlanta, GA, 1997



### ANNA GAGNE, AICP Planner

Anna Gagne, a community planner with Design Workshop, has outstanding experience planning for regions, counties, communities, districts, residential developments, universities, tourism, corridors, and transportation systems. She seeks a profound understanding of the people that she plans for and takes a special interest in engaging the public in innovative planning and design process.

#### Education

Master of Urban and Regional Planning, The Ohio State University

Bachelor of Science in Environmental Design in Landscape Architecture, University of Minnesota

#### Certification

American Institute of Certified Planners

The Effective Facilitator

#### Speaking Engagements

"Engaging Communities in Envisioning their Future" 2009 Colorado Planning Association Conference

"Advances in Sustainable Tourism and Resort Communities" 2008 American Planning Association National Conference, Las Vegas, Nevada

"The Renaissance of Resort and Tourism Communities" 2007 Colorado Planning Association Conference

#### Professional Affiliations

Board of Directors, Healthy Mountain Communities

Pitkin County Citizen Grant Review Board

Roaring Fork Leadership, 2009

American Planning Association: Colorado and National Chapters

In the four years prior to joining Design Workshop, Anna was a transportation planner at an Ohio based multi-disciplinary consulting firm. This provided her with an understanding of transportation systems and design, Department of Transportation processes and schedules, NEPA and other environmental regulations, Geographic Information Systems (GIS) data development and analysis, and public participation processes.

#### Selected Project Experience

Manchester Road Corridor Redevelopment Plan, Great Streets Initiative, St. Louis, MO

South Grand Revitalization Corridor Master Plan, Great Streets Initiative, St. Louis, MO

Aspen Area Community Plan 2008: Aspen, CO

Avon East Town Center District Plan: Avon, CO

Avon West Town Center Investment Plan: Avon, CO

Avon Town Center Design Guidelines: Avon, CO

University of Minnesota UMore Park Master Plan: Rosemount, MN

Casper MPO Area Visioning and Comprehensive Plan: Casper, WY

Upper Draw Affordable Housing Analysis and Planning: Snowmass, CO

Town of Vail Community Plan Public Process: Vail, CO

Douglas County Comprehensive Plan: Douglas County, NV

Eagle Area Community Plan: Eagle, CO

Nevada Department of Transportation Landscape and Aesthetics Corridor Plan, Phase II: State of NV

Snowmass Center Redevelopment Entitlements and Master Plan: Snowmass, CO

Big Darby Town Center Master Plan: Brown Township, OH



*Public Engagement Process:  
Aspen Area Community Plan*



*Vail Community Plan Public  
Process: Vail: Colorado*

#### Awards and Honors

Public Engagement Award  
2009 Colorado American Planning Association, Aspen Area Community Plan

Outstanding Project Award  
2009 Colorado American Planning Association, Avon West Town Center Investment Plan

Planning and Research 2009  
Minnesota ASLA Award of Honor, UMore Park

Planning and Urban Design  
2009 Colorado ASLA Award, UMore Park

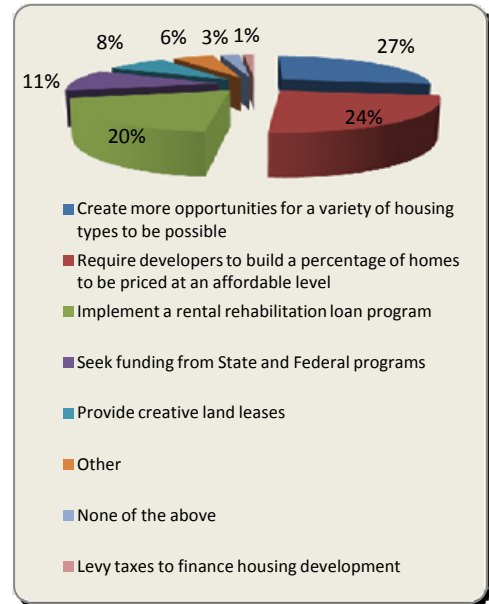


### CASPER URBANIZED AREA VISION AND COMPREHENSIVE PLAN

City of Casper, Natrona County, WY



Which of the following ways do you think would be appropriate for local government and agencies to become involved with addressing housing needs? (Select your top three choices)



The Casper Area required a Comprehensive Plan that would address the differing values and desires of residents within the city (population 54,000), the three surrounding towns (population less than 10,000 total), and the adjacent unincorporated county lands (population approximately 5,000). The visioning process and plan went beyond the platitudes of previous plans and identified action items and cooperative efforts required for implementing the common goals. Key issues included economic diversification, community health, protection of natural resources, the “brain drain” of young people moving away from Casper, enhancement of education opportunities, affordable housing, walkability and mobility, and downtown and neighborhood improvements. Citizens provided input concerning the desired direction of the community and necessary implementation tools to address key issues through “keypad polling” sessions at visioning meetings and through online surveys. Design Workshop, worked with the community to create the first region-wide land use plan to guide future development and infrastructure investments through the “chip game” exercise and evaluation of various growth scenarios.

Through the Chip Game, citizens expressed desires for directing growth to infill sites, sites of low environmental impact, and locations that would be most cost effective for infrastructure investment and public services. The future land use plan reflects these values by establishing an urban service boundary and guiding the region to transform land use patterns from highly inefficient highway strip development to walkable neighborhood centers, livable town and city centers, and economically viable regional centers.

**Client:**  
Casper Urbanized Area  
Metropolitan Planning  
Organization

**Services Provided:**  
Planning  
Facilitation

### FLATHEAD COUNTY MASTER PLAN Flathead County, Montana



In 1993, Flathead County was the hottest real estate market in the country. The area was playing host to more than two million visitors a year and the second-home market was booming. Growth was happening so rapidly that it outstripped the resources of county government and made the county's 15-year-old master plan ineffective.

Flathead County's population runs the gamut socioeconomically, including the very liberal and the very conservative, the extremely wealthy and the working class, staunch environmentalists and equally passionate supporters of the timber industry, real cowboys and "cappuccino cowboys." The county's wildly divergent population could not agree on how to proceed. Flathead needed to invent its own decision-making process and its own kind of plan — one that would embrace broad citizen involvement. The Cooperative Planning Coalition, a private citizen's action group, hired Design Workshop to help.

As the first known privately funded and sponsored public planning process, as well as one of the largest master-planning efforts ever undertaken in the United States, Flathead has involved thousands of residents. The goals were to streamline local land-use approval processes, protect natural resources and the valley's rural character, and plan public facilities and services in a cost efficient and proactive way. The team acted as strategists, facilitators and coordinators in week-long efforts, helping residents craft the larger vision, while managing specific concerns of separate areas and constituencies. The team met with 165 service organizations and hosted 80 public meetings, as well as hosting a television show and radio call-ins. It was estimated that one in five Flathead residents ultimately participated in some way in the plan. With a survey of 33,000 residents, the firm used Geographic Information Systems (GIS), then in its early stages, to create inventory maps showing where development would have the greatest impacts on resources like agriculture, timber, floodplains and wetlands. A performance-based process has resulted from this intensive planning exercise.

<b>Client:</b>	<b>Services Provided:</b>
Flathead County	GIS and Land Analysis
	Facilitation
	Master Planning

### DOUGLAS COUNTY GENERAL PLAN UPDATE Douglas County, Nevada



Douglas County, like many Nevada counties, faces opposing pressures of growth and quality of life. Residents enjoy open space and the small town feel of their communities, yet housing and infrastructure are needed to serve residents. With no “teeth” to drive desired outcomes, the Master Plan was not effective. Design Workshop addressed these issues with the 10-year update of the County’s Master Plan through a joint effort with County staff and the Sierra Business Council. Through public workshops, stakeholder focus groups, and collaborative work sessions with staff, the team helped these groups come to a shared understanding of the mechanisms the County needed. The team developed a new Agriculture Element for the Master Plan, the first in Nevada, with the goal of maintaining the economic and cultural importance of agriculture in the County.

Three major strategies in the Master Plan work to achieve the County’s goals: 1) Establish an overlay system to identify areas for preservation and areas suitable for growth. 2) Investigate the feasibility of a mitigation fee system to ask new development to pay for its impacts to open space. 3) Strengthen the existing Transfer of Development Rights program by hiring a staff member to oversee it, working directly with ranchers and developers to bring interested parties together.

The outcome is a Master Plan that is supported by the County staff, Planning Commission, Board of Commissioners, and some of the most vocal detractors of the existing Master Plan. In the words of one stakeholder, this Master Plan will allow his family to keep ranching in Douglas County.



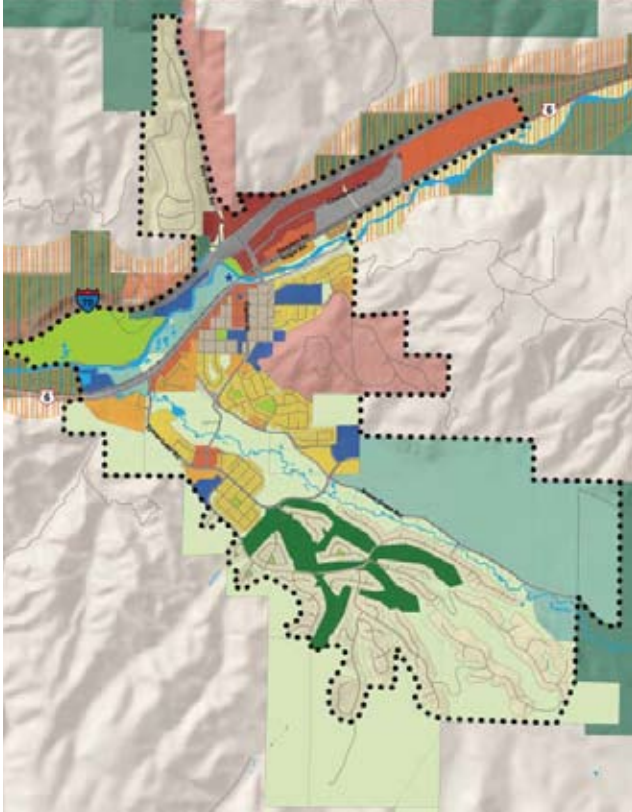
**Client:**  
Douglas County

**Services Provided:**  
Community planning  
Land use planning  
GIS  
Bilingual facilitation  
Urban design



## EAGLE AREA COMMUNITY PLAN

Eagle, Colorado



The 1996 Eagle Area Community Plan has guided growth and development in Eagle for over ten years. Major factors impacting the Town have resulted in a need for an updated guiding document. These issues include the rapid rate of growth in the town and region, the changing demographic make up of the community, and the changing nature of Eagle's small town character.

The process of updating the plan began in January 2007 with the appointment of a 17-member Citizens Advisory Committee (CAC). The CAC is composed of diverse groups with different backgrounds and perspectives. The CAC members are all members of community groups, providing representation that has resulted in a more complete picture of the values, issues and possible solutions.

The plan update process began with inventory and analysis mapping followed by the evaluation of current goals, policies and strategies. Design Workshop worked with the CAC and town staff to update and create new policies. This was accomplished by defining the opportunities and constraints related to the community vision and current data and analysis.

Design Workshop's process also engages the town staff, elected officials, residents, property owners, business owners and local organizations. Design Workshop worked to develop consensus among parties and build social capital to identify the goals and policies of the plan. Additional public engagement occurred through two public open house meetings to share information and seek guidance from the community. Stations were organized by the major issues and concerns identified in the first public outreach session. Over 100 community members gained a greater understanding of the future of their community and provided feedback on the current community plan document.

Design Workshop led the planning process from CAC and public meetings through the adoption process while providing technical advice, facilitation expertise, policy evaluation and planning and drafting the plan update document.



**Client:**  
Town of Eagle

**Services Provided:**  
Planning  
Policy Planning  
Facilitation

## AVON COMPREHENSIVE PLAN

### Avon, Colorado



#### Client:

Town of Avon

#### Services Provided:

Visioning  
Public Facilitation  
Policy Planning  
District Planning  
Land-Use Planning

After the development of Beaver Creek Ski Resort on the mountain south of town and a major retail center on the outskirts of the community, Avon was faced with trying to maintain – and to some degree create – a distinctive community with a strong central focus. Design Workshop worked with the community to create goals and policies that helped to protect the community from homogenized regional growth, refocus development into the community core, and allow enough flexibility for the creative use of architecture and design. The comprehensive plan had to be in harmony with the Town Center West development the Town was undertaking. In addition,



the function of the community as both a workforce community for Vail and the only gateway to Beaver Creek helped determine the vision of the community – “a great place to live and a great place to visit”. The plan was widely supported by the community, Planning and Zoning Commission and Town Council.

① Future Land-Use

② Illustrative Sketch looking West



## VAIL COMMUNITY PLAN

### Vail, Colorado



①

.....

**Client:**

Town of Vail, Colorado

**Services Provided:**

Community Planning  
Facilitation

The Town of Vail was undergoing more than a billion dollars worth of redevelopment without an updated community plan. Sound development had become as important to the vitality of the town as ski ticket sales. Affordable housing for workers, and how to balance that development while preserving open space, were also concerns. These dilemmas had to be addressed as Vail faced growing competition from fast-growing neighbors such as Avon and other down valley locations.

Design Workshop was hired to conduct a facilitated process engaging the community and key stakeholders, using input from the process to create the new Vail Community Plan—a strategic road map to direct Vail’s desired future. Residents were responsive; with more than 200 people participating at each of the two community meetings. The meetings focused on discovering community values and describing a vision for the year 2020 that will inform the Community Plan document. Once adopted in March 2007, the document will create a framework for budgeting and planning decisions allowing Vail to remain a world-class destination resort.



②



③

① Vail Mountain

② Community Workshop

③ Vail Village

**DESIGNWORKSHOP**

## NDOT HIGHWAYS WEBSITE

### State of Nevada



①

**Client:**

Nevada Department of  
Transportation

**Services Provided:**

Information Architecture  
Website Design

NDOT retained Design Workshop to study several major highway corridors in the state and make recommendations for their improvement. Part of the project included the development of a website to share project information with the public and solicit comments and suggestions.

Visitors to the site can download meeting minutes and corridor plans, as well as view the project calendar and read frequently asked questions. Email links are provided for people to directly send any questions, ideas or feedback regarding the corridor improvement plans.

To include the broadest audience, the website was developed to conform to Section 508 of the U.S. Rehabilitation Act, which has specific requirements for accessibility by disabled persons. Building the site to these standards made the site more accessible to those with visual, motor, or cognitive impairments.

[www.ndothighways.org](http://www.ndothighways.org)



②



③

① Home page

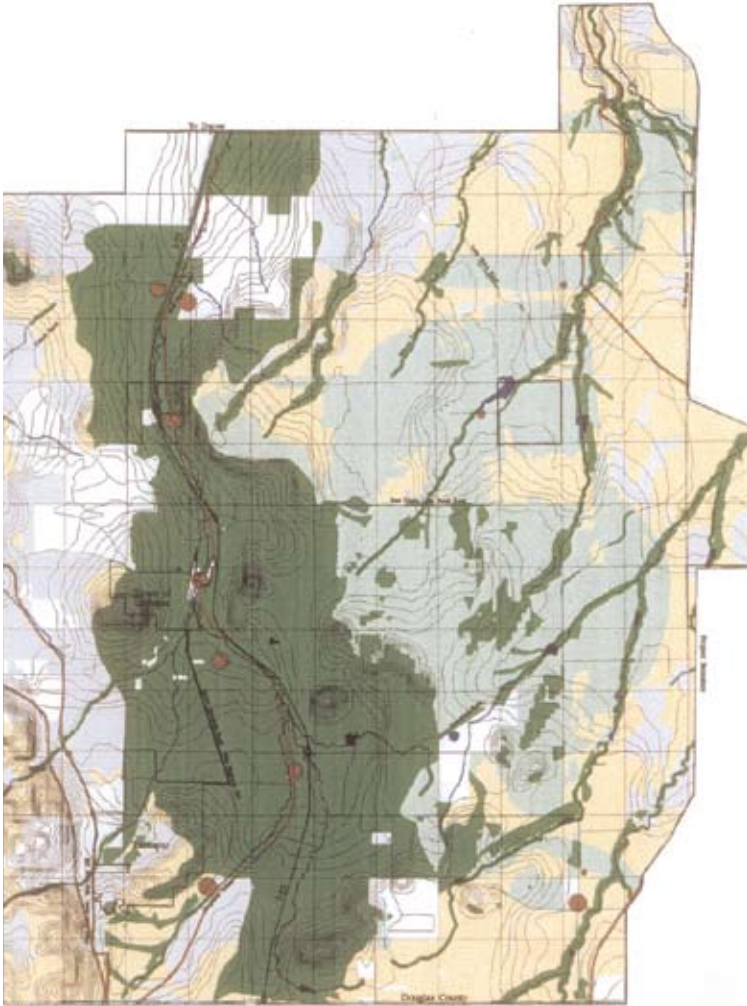
② Corridor summary page

③ Corridor details page



## I-25 CONSERVATION CORRIDOR PLAN

### Douglas County, Colorado



Natural Values and Preservation Needs Map



Pikes Peak with Study Area in Foreground

*D*ouglas County is Colorado's fastest growing county, charting a 45.8 percent growth rate since 1990. Its continuous and unplanned growth could soon result in a strip of development along Interstate 25 from Denver to Colorado Springs. There is, however, a significant 15-mile parcel of undeveloped land which represents much of what is special about Colorado: it contains important scenic, historic, open space, wildlife, recreation, park and agricultural values, as well as opportunities for planned, limited development.

Design Workshop and The Conservation Fund developed an action plan to protect all lands within this approximate 100,000-acre study area. The plan identifies the most critical lands, direct implementation efforts and funding opportunities. Base information recorded in ArcInfo Geographic Information Systems was included in the information-gathering process, which involved numerous private and public sector partners and participants.

Overwhelming enthusiasm about the study spurred participation from Colorado Governor Roy Romer, the Great Outdoors Colorado Trust Fund, Douglas County Planning Staff, Colorado State Parks, and the Division of Wildlife. The resulting recommendations are ambitious, but include a practical strategy to preserve recreational opportunities, unique ecological habitat and precious open space. ♦

### ASPEN AREA COMMUNITY PLAN Aspen, Colorado

# COMMUNITY VISION for the ASPEN AREA



Design Workshop led the update of Aspen's Community Plan (originally developed 10 years ago) through a broad and comprehensive public outreach program that addressed topics including transportation, historic preservation, affordable housing, growth management, economic development, provision of public services, environmental quality, and parks and open space. Over 1,200 people engaged in a community survey, focus groups or large group meetings. We solicited additional feedback through creative outreach methods including web-based sessions, blogs, personal interviews, public television programming, a project website, a Speakers Series and Facebook updates. The process specifically reached out to underrepresented groups including students, youth, transient workers, second homeowners and the growing Latino population.

The project has been recognized by the American Planning Association Small Town and Rural Area (STaR) Division Award for Outstanding Planning Initiative, the national City-County Communications & Marketing Association (3CMA) Citizen Participation and Community Visioning Award, the Colorado American Planning Association Public Engagement Award, and the Colorado American Society of Landscape Architects Planning Merit Award.

**Client:**  
City of Aspen and Pitkin County

**Services Provided:**  
Planning  
Facilitation

*Outstanding Planning Initiative Award 2010 Small  
Town and Rural Area (STaR) Division of the  
American Planning Association*

*Public Engagement Award 2009 Colorado American  
Planning Association*

*Citizen Participation and Community Visioning 2010  
Award of Excellence City-County Communications &  
Marketing Association*



## TETON VILLAGE ASSOCIATION ASSESSMENT EVALUATION Jackson Hole, Wyoming



①

**Client:**

Teton Village Association

**Services Provided:**

Financial Modeling  
Programming Strategy  
Market Research

Teton Village is the gateway to Jackson Hole Mountain Resort, and the home of multiple types of lodging facilities, a handful of restaurants and shops and mountain services and amenities to complement the ski resort. Formed in 1998 with the assistance of Design Workshop, the Teton Village Association (TVA) exists to assist with the care of public spaces and visitor infrastructure for Teton Village.

In the fall of 2004, the TVA hired Design Workshop to evaluate the organization's methods for allocating assessments among stakeholders. To complete this effort, a multi-step research and analysis process was conducted, beginning with a situational analysis. In addition, Design Workshop researched six similar organizations in other resort communities and performed a comparable analysis on these organizations relative to the TVA's structure. This research then enabled Design Workshop to develop three alternative assessment structures for the TVA to consider, including the implementation of new funding sources, and offered a final recommendation to the TVA and stakeholders.



②



③

① Teton Mountain Range and the Snake River

② View of Teton Village

③ Tram at Teton Village

## GRAND TARGHEE

### Grand Targhee, Wyoming



①



②



③

#### Client:

Booth Creek Holdings

#### Services Provided:

Landscape Architecture

Land Planning

Resort Design

When it opened in 1969, Grand Targhee Resort offered dream-like skiing and riding in an unbeatable setting. Thirty-five years later, the allure of Grand Targhee continues to grow in-line with their vision of becoming an all-season resort that meets the demand for increased on-mountain capacity in winter and provides summer recreation opportunities in the dramatic setting of the Teton Mountains.

The base facilities at the resort have not changed significantly since 1977; however, after 11 years of intensive environmental analysis, including two environmental impact statements and various socioeconomic factors, the resort has begun installing the infrastructure to support the Forest Service-approved plans for future development.

Design Workshop has been instrumental in assisting the resort to refine their vision

and goals to meet the needs of the changing demographics, emphasize environmental values, and provide a unique family-based resort experience. The program includes amenities such as a water park, fly fishing pond, a hiking and biking trail network, and an artisan village that showcases traditional western arts such as saddle crafting.

There is a valuable opportunity at Grand Targhee for the redevelopment of the resort to contribute to the communities and economies of Teton Counties in Idaho and Wyoming. Design Workshop prepared a detailed land-use application describing the master plan, that included a socioeconomic study and a phasing plan to allow the resort the flexibility to grow as their market demanded.

① Pedestrian Access to Ski Lift

② Recreation and Program Amenities

③ Illustrative Master Plan



## TETON VILLAGE MASTER PLAN EXPANSION

Teton Village, Wyoming



①

.....

**Client:**

Jackson Hole Ski  
Corporation

**Services Provided:**

Master Planning  
Landscape Architecture

The expanded master plan for Teton Village is a product of a collaborative effort between Design Workshop, the property owners, Jackson Hole Mountain Resort, Jackson Hole Conservation Alliance, Teton County Planning and the Jackson Hole Land Trust to prepare a “Community Solution.” The plan intended to protect the State School Section 36 as open space by transferring density to the base of Teton Village where additional development would be complementary to the Village core. The Master Plan encompasses 350 acres and includes commercial, residential village communities and affordable housing uses, as well as an 18-hole golf course and significant open space easements to protect the ranch character of the Valley.



②

① Master plan for site.

② Village Core enlargement.



# 3 References

*Planning Process - Design Workshop*





Alex Norton  
Teton County  
Planning and Development Department  
P.O. Box 1727  
Jackson, WY 83001

November 12, 2010

Dear Mr. Norton,

The Aspen/Snowmass Nordic Council (ASNC) appreciates the opportunity to provide information regarding our experience with Design Workshop. First, our decision to contract Design Workshop was driven largely by a desire to hire a firm that had extensive experience and knowledge of local affairs, governing bodies, and multiple land use approval processes. Second, it was important that the firm had solid relationships with key individuals within the agencies and in the community at large and be able to gather opinions, expectations, and comments of the public through a series of facilitated community meetings in Aspen, Snowmass, and Basalt. Finally, we knew that the process was going to be somewhat complicated and challenging because of the sheer volume of people and agencies involved, and it was important that the lead person had the skills and experience to gather consensus and develop a document that effectively addressed many valid, important positions. The ASNC gathered proposals from three other planning groups and unanimously acted to select Design Workshop.

As it turned out, the best decision the ASNC made throughout this entire process was to hire Design Workshop. The process was conducted appropriately, the resulting document perfectly met our needs, and it was delivered on time and within budget. Suzanne Richman in particular, as project manager, possessed the skills, knowledge, political savvy, and patience to plan, develop, and complete the project, and was a pleasure to work with. All expectations were exceeded.

The project that Design Workshop completed for the ASNC was the development of the Pitkin County Nordic Trails Master Plan (Plan), which formalized the short and long term goals of the ASNC to expand and improve the cross country skiing experience in the upper Roaring Fork Valley. Ultimately, all the governing bodies concerned - including Pitkin County Open Space and Trails Board, Pitkin Country Board of County Commissioners, City of Aspen Council, City of Aspen Open Space Trails Board, Town Council of Snowmass Village, and the Town Council of Basalt – adopted the Plan. This was important because the Plan is now used by the agencies as they review land use applications, and the ASNC is now a referral entity in relevant community development departments.

The ASNC is a 501(c)3 not-for-profit organization dedicated to preserving and improving cross-country skiing in the Aspen, Snowmass, and Basalt area. The volunteer Board of the ASNC oversees the general operation and advises the Pitkin Country Open Space and Trails Board on management of the system.

I would be happy to visit personally with you if have any questions.

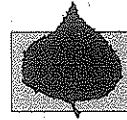
Sincerely,

A handwritten signature in blue ink, appearing to read "Ben Dodge".

Ben Dodge  
President, Aspen/Snowmass Nordic Council  
P.O. Box 10815  
Aspen, CO 81612



November 10, 2010



To Whom it May Concern:

THE CITY OF ASPEN

It is with great pleasure that I write this letter of recommendation for Pam Britton. I have known Pam since late 2008 when she began work on the consulting team for the update to the Aspen Area Community Plan. The Aspen Area Community Plan (or AACP) is the comprehensive plan for the City of Aspen, and surrounding portions of Pitkin County. It is updated every 10 years. Pam has been integral in the success of this project.

Pam has been the lead facilitator for this project. She led a series of small group meetings in 2008 and 2010, as well as large community meetings in 2009. Next week (November 15 – 17, 2010) she will lead another series of large community meetings. There have been points in all the public engagement session where some participants don't want to go along with the outline of the meetings. She has consistently been able to address those individuals' concerns and keep the meeting on point and schedule for the other participants.

As the planning process for the AACP has stretched out over two years, Pam has provided ideas on how re-engage the public in the process. She is focused on ensuring the community has a number of ways to be part of the update to the AACP.

Pam's style encourages people to provide detailed input, while keeping meetings on time and on agenda. Most importantly, she has provided a safe environment for participants to remain invested and part of the overall process even if they disagree with parts of the draft plan or with staff recommendations. She has been a valuable third party facilitator.

If you have any questions about Pam and her work in Aspen, please do not hesitate to contact me.

Sincerely,

Jessica Garrow

Jessica Garrow, AICP  
City of Aspen, Long Range Planner  
130 South Galena Street  
Aspen, Colorado 81623  
970.429.2780



JMA Ventures, LLC  
P.O. Box 3938  
Truckee, CA. 96160

530.582.6080 main  
530.582.1851 fax

David A. Tirman  
Executive Vice President  
Direct: (530) 582.6085  
dtirman@jmaventuresllc.com

11 November, 2010

Alex Norton and Jeff Daugherty  
Teton County Planning & Development Department  
PO Box 1727  
200 S. Willow Street  
Jackson, WY 83001

**Re: Letter of Recommendation-Design Workshop**

Dear Sirs:

It is my pleasure to offer this letter of recommendation on behalf of Design Workshop. My understanding is that they are hoping to be engaged by Teton County and the town of Jackson with respect to facilitating and documenting the final phases of the Comprehensive Plan for Jackson/Teton County.

I've had the pleasure of working with the Design Workshop team led by Mr. Richard Shaw and Ms. Suzanne Richman based out of Aspen, CO. on The Red Lodge Montana Resort and Environmental Assessment and on several ski area master planning projects in California and Montana over the last several years. The projects were complex and entailed a considerable degree of interaction with various public agencies, local governments, and the general public as well as clear and consistent documentation. I've always found the Design Workshop principals and their team to have consistently conducted themselves with the highest degree of professionalism in all aspects of their work.

As you give consideration on whom to engage for the Comprehensive Plan process, please accept this letter as one of a strongest possible endorsement for the Design Workshop team. If you'd like any further information about my experience with Design Workshop, please feel free to contact me directly.

Sincerely,

A handwritten signature in blue ink, appearing to read "David A. Tirman". The signature is fluid and cursive, with the first and last names being more prominent.

David A. Tirman AIA

# 4 Additional Information

*Public Process- Design Workshop*



### AVAILABILITY

The personnel highlighted in this proposal form a strong team that will be dedicated to this project. Together they will bring a combination of contextual knowledge, decades of experience in facilitation and document production, and fresh thinking to this exciting effort. We believe this project is an meaningful opportunity and will remain engaged at the highest levels throughout the course of the undertaking.

Our current workloads allow for the team to be fully engaged in this project upon selection. In addition, our firm is of a personnel size appropriate for project completion. The members of the project team are extremely excited about this project opportunity and are committed to accomplishing project goals in collaboration with you and to delivering excellence in every way.

The following are estimates of the time available for the Jackson/Teton County Comprehensive Plan facilitation and documentation project by the Design Workshop team members over the next six months and beyond if needed to the conclusion of the project. We anticipate that members of our team may travel to Jackson approximately twice a month over the intensive period assisting the elected officials and we suggest having on average two worksessions with the elected officials during each trip. We will be available whenever needed throughout the course of the project via telephone, teleconference, email or website. We anticipate further discussion with staff and elected officials to refine the proposed scope of work and schedule and will be pleased to modify our travel plans and availability to best suit the Client's needs.

Richard Shaw - 10%

Suzanne Richman - 75%

Pamela Britton - 50%

Anna Gagne - 25%

### RESPONSIBILITIES

Responsibilities for the personnel assigned to this project have been allocated as follows:

**Richard Shaw** serves as Principal-in-Charge and has primary responsibility for the overall quality and thoroughness of the services.

**Suzanne Richman** is the Project Manager for the Jackson/Teton Comprehensive Plan Facilitation and Documentation. She leads the planning efforts and is engaged in facilitation, community outreach and plan documentation. Suzanne's responsibilities include coordinating Design Workshop's team, as well as communication and coordination with all members of the Client group.

**Pam Britton** serves as the leader of community development and public engagement activities for Design Workshop and will be the Facilitation Specialist on this project. She will provide facilitation services directly with the elected officials.

**Anna Gagne** serves as Quality Control specialist. She will participate in strategic sessions for community outreach and apply her document layout and editing experience to ensuring a top quality final Plan.

Design Workshop graphics staff are available to provide support for public outreach materials and final layout and appearance of the Plan.



## 4. ADDITIONAL INFORMATION • INSURANCE CERTIFICATE



# CERTIFICATE OF LIABILITY INSURANCE

DATE (MM/DD/YYYY)

7/13/2010

**PRODUCER** Phone: 303-837-8500 Fax: 303-831-5295  
 Van Gilder Insurance Corp.  
 1515 Wynkoop, Suite 200  
 Denver CO 80202

**THIS CERTIFICATE IS ISSUED AS A MATTER OF INFORMATION ONLY AND CONFERS NO RIGHTS UPON THE CERTIFICATE HOLDER. THIS CERTIFICATE DOES NOT AMEND, EXTEND OR ALTER THE COVERAGE AFFORDED BY THE POLICIES BELOW.**

**INSURED**  
 Design Workshop, Inc.  
 1390 Lawrence St., Suite 200  
 Denver CO 80204-2048

### INSURERS AFFORDING COVERAGE

### NAIC #

INSURER A: Hartford Casualty Insurance C 29424

INSURER B: Hartford Ins Co of the Midwes 0

INSURER C: Hudson Insurance Company

INSURER D:

INSURER E:

### COVERAGES

THE POLICIES OF INSURANCE LISTED BELOW HAVE BEEN ISSUED TO THE INSURED NAMED ABOVE FOR THE POLICY PERIOD INDICATED. NOTWITHSTANDING ANY REQUIREMENT, TERM OR CONDITION OF ANY CONTRACT OR OTHER DOCUMENT WITH RESPECT TO WHICH THIS CERTIFICATE MAY BE ISSUED OR MAY PERTAIN, THE INSURANCE AFFORDED BY THE POLICIES DESCRIBED HEREIN IS SUBJECT TO ALL THE TERMS, EXCLUSIONS AND CONDITIONS OF SUCH POLICIES. AGGREGATE LIMITS SHOWN MAY HAVE BEEN REDUCED BY PAID CLAIMS.

INSR	ADD'L LTR	INSRD	TYPE OF INSURANCE	POLICY NUMBER	POLICY EFFECTIVE DATE (MM/DD/YYYY)	POLICY EXPIRATION DATE (MM/DD/YYYY)	LIMITS
A			<b>GENERAL LIABILITY</b> <input checked="" type="checkbox"/> COMMERCIAL GENERAL LIABILITY <input type="checkbox"/> CLAIMS MADE <input type="checkbox"/> OCCUR  GEN'L AGGREGATE LIMIT APPLIES PER: <input type="checkbox"/> POLICY <input checked="" type="checkbox"/> PRO-JECT <input type="checkbox"/> LOC	34SBEPG9768	7/13/2010	7/13/2011	EACH OCCURRENCE \$1,000,000 DAMAGE TO RENTED PREMISES (Ea occurrence) \$1,000,000 MED EXP (Any one person) \$10,000 PERSONAL & ADV INJURY \$1,000,000 GENERAL AGGREGATE \$2,000,000 PRODUCTS - COMP/OP AGG \$2,000,000
A			<b>AUTOMOBILE LIABILITY</b> <input type="checkbox"/> ANY AUTO <input type="checkbox"/> ALL OWNED AUTOS <input type="checkbox"/> SCHEDULED AUTOS <input checked="" type="checkbox"/> HIRED AUTOS <input checked="" type="checkbox"/> NON-OWNED AUTOS	34SBEPG9768	7/13/2010	7/13/2011	COMBINED SINGLE LIMIT (Ea accident) \$1,000,000  BODILY INJURY (Per person) \$  BODILY INJURY (Per accident) \$  PROPERTY DAMAGE (Per accident) \$
			<b>GARAGE LIABILITY</b> <input type="checkbox"/> ANY AUTO				AUTO ONLY - EA ACCIDENT \$  OTHER THAN EA ACC AGG \$
A			<b>EXCESS / UMBRELLA LIABILITY</b> <input checked="" type="checkbox"/> OCCUR <input type="checkbox"/> CLAIMS MADE  <input type="checkbox"/> DEDUCTIBLE <input checked="" type="checkbox"/> RETENTION \$10,000	34SBEPG9768	7/13/2010	7/13/2011	EACH OCCURRENCE \$4,000,000 AGGREGATE \$4,000,000  \$  \$
B			<b>WORKERS COMPENSATION AND EMPLOYERS' LIABILITY</b> ANY PROPRIETOR/PARTNER/EXECUTIVE OFFICER/MEMBER EXCLUDED? (Mandatory in NH) <input type="checkbox"/> If yes, describe under SPECIAL PROVISIONS below	34WEGTO3899	7/13/2010	7/13/2011	<input checked="" type="checkbox"/> WC STATU-TORY LIMITS <input type="checkbox"/> OTH-ER E.L. EACH ACCIDENT \$1,000,000 E.L. DISEASE - EA EMPLOYEE \$1,000,000 E.L. DISEASE - POLICY LIMIT \$1,000,000
C			<b>OTHER</b> Professional Liability Claims Made	AEE7147205	7/13/2010	7/13/2011	Per Claim \$2,000,000 Annual Aggregate \$4,000,000

**DESCRIPTION OF OPERATIONS / LOCATIONS / VEHICLES / EXCLUSIONS ADDED BY ENDORSEMENT / SPECIAL PROVISIONS**  
 If required by written contract or written agreement, the following provisions apply subject to the policy terms, conditions, limitations and exclusions: The Certificate Holder and Owner are included as Additional Insureds for ongoing and completed operations under General Liability; Designated Insured under Automobile Liability; and Additional Insured under Umbrella / Excess Liability but only with respect to liability arising out of the Named Insured's work performed on behalf of the certificate holder and owner. This insurance will apply on a primary, non-contributory See Attached...

### CERTIFICATE HOLDER

### CANCELLATION

For Proposal Purposes Only  
 Design Workshop, Inc.  
 1390 Lawrence St., Suite 200  
 Denver CO 80204

SHOULD ANY OF THE ABOVE DESCRIBED POLICIES BE CANCELLED BEFORE THE EXPIRATION DATE THEREOF, THE ISSUING INSURER WILL ENDEAVOR TO MAIL 30 DAYS WRITTEN NOTICE TO THE CERTIFICATE HOLDER NAMED TO THE LEFT, BUT FAILURE TO DO SO SHALL IMPOSE NO OBLIGATION OR LIABILITY OF ANY KIND UPON THE INSURER, ITS AGENTS OR REPRESENTATIVES. 10 DAYS NOTICE FOR NON-PAYMENT OF PREMIUM.

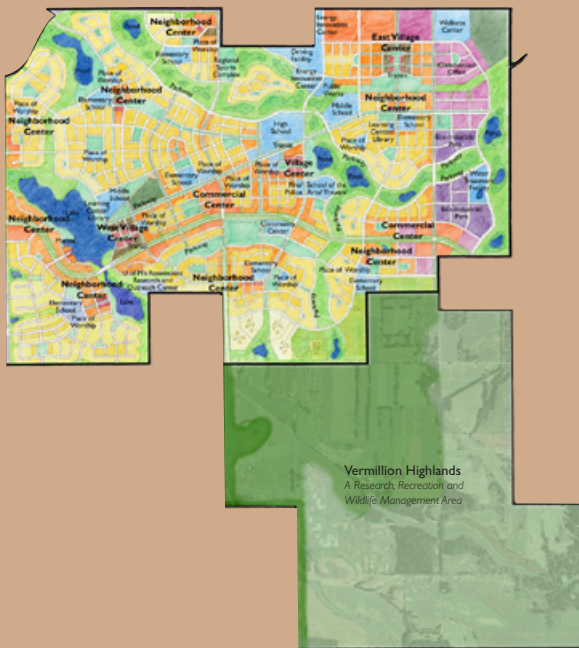
AUTHORIZED REPRESENTATIVE

ACORD 25 (2009/01)

© 1988-2009 ACORD CORPORATION. All rights reserved.

The ACORD name and logo are registered marks of ACORD

# Concept Master Plan Summary



For the  
University of  
Minnesota's  
New Sustainable  
Community  
at UMore Park

October 2008

Prepared by:

**DESIGNWORKSHOP**

Design Workshop, Inc. • Hoisington Koegler Group Inc. • Urban Design Associates •  
Applied Ecological Services, Inc. • RLK Incorporated • Short Elliott Hendrickson, Inc. • Avant Energy •  
Robert Charles Lesser & Co. • Broadband Group



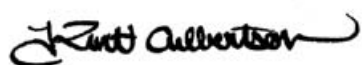


# PREFACE

The Design Workshop team commends the University of Minnesota for the forethought in addressing the future of its land assets. The development of the UMore Park property offers the opportunity to help finance the mission of the University into the future, but more importantly it provides a venue to apply University research, education and public engagement in a way that provides a model for sustainable development in the state of Minnesota and the nation. By creatively advancing goals for environmental and renewable energy, innovative education and wellness practices, and transportation alternatives, the new sustainable community at UMore Park will establish a model for development in the 21st Century. Through the creation and implementation of the Concept Master Plan, the University of Minnesota is demonstrating its leadership as a top public research university.

The following summary of the overall Concept Master Plan outlines the recommendations of the consultant team led by Design Workshop, Inc. We emphasize that the guidelines contained herein represent recommendations by the consultant team based upon our experience in designing communities and our analysis of the UMore Park project and the surrounding region. The University's tripartite mission of research, education and public engagement; the Board of Regent's principles and the recommendations of the six Academic Mission Task Forces have strongly informed our recommendations. The Concept Master Plan is designed to guide the development of the project moving forward and ensure that the mission and goals of the University of Minnesota carry through to the eventual development of the new sustainable community.

Sincerely,

A handwritten signature in black ink, reading "Kurt Culbertson". The signature is fluid and cursive, with a long, sweeping underline that extends to the right.

Kurt Culbertson

Design Workshop, Inc.

October 2008

# PLAN SUMMARY

## Vision

The University of Minnesota's stewardship responsibilities as a public research institution include the pursuit of opportunities to maximize the value of its assets and increase the benefits to citizens through research, education and public engagement. The nearly 5,000-acre University of Minnesota Outreach, Research and Education (UMore) Park property offers a unique and unprecedented opportunity for the University to transport its land grant mission into the future. The property is an asset that could generate a wealth of academic, intellectual, economic and social benefits for the University, the local region, the state of Minnesota and the world. With the imprimatur of the University, the new community at UMore Park would be the lasting legacy that is refreshed over the generations through cutting-edge research and discovery.

## Purpose of the Plan

The Concept Master Plan will provide a guide for development of the UMore Park property over the next 25 to 30 years. It will ensure that the vision of the University for the property is reflected in the eventual development of the property. It will serve as the basis for formal entitlement proceedings with local jurisdictions and governmental agencies. The Concept Master Plan will also assist the University in soliciting interest from development partners and in marketing the community to the greater region and potential buyers and renters.

The Concept Master Plan is essential in charting the core elements of a robust future community. It is also flexible and allows for change and unanticipated opportunities in future decades.

It is anticipated that new information will come to light over time and circumstances such as technology, partnership opportunities, and market conditions will require adjustment and adaptation of the plan.

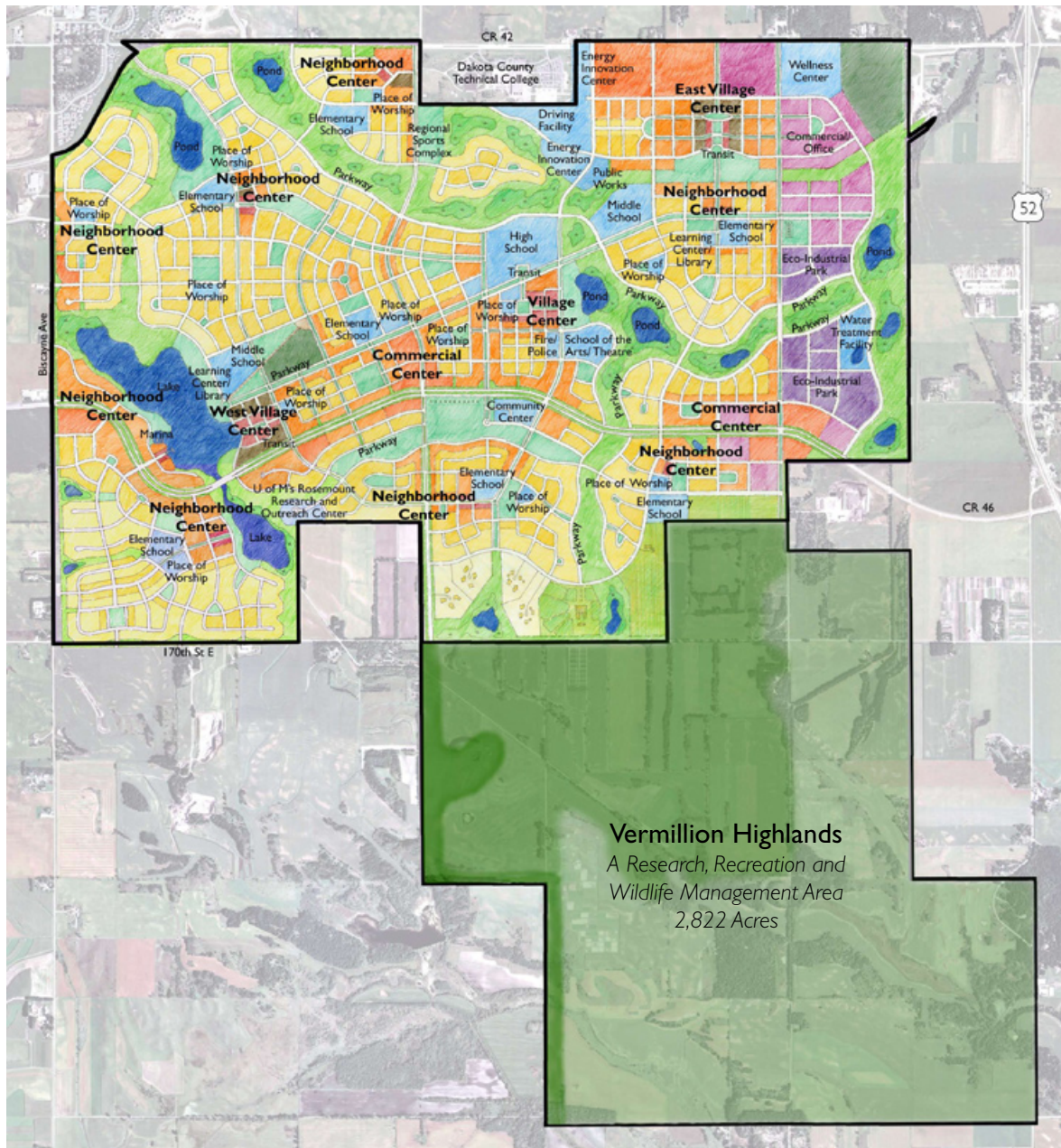
## Introduction to the Plan

The Concept Master Plan shown on the following page addresses the nearly 5,000-acre UMore Park property and its connectivity and synergistic relationships to the 2,822-acre Vermillion Highlands property to the south. The plan captures the intent for a diverse community with a range of single and multi-family dwellings, significant open space and natural amenities, neighborhood commercial and retail, office and light industrial space, recreation and relaxation, energy efficiencies and emphases on education, health and sustainability. The Design Workshop consultant team's comprehensive approach of addressing environment, community, economics, and art is the planning framework by which the sustainability and legacy of the new community can be achieved.

The Design Workshop consultant team considered a range of development options for the new community. The Concept Master Plan combines elements of several initial planning concepts and features two main components:

- » A master planned community with housing for as many as 30,000 people, neighborhood commercial, retail centers, civic buildings, and community amenities interspersed with man-made lakes and open space.
- » An Eco-Industrial Park in which businesses collaborate with the community to reduce waste and pollution, share resources, provide opportunities for job creation and help achieve sustainable development.

## Concept Master Plan



### Legend

Single Family Residential (small lot)	Civic/Institutional/Education
Single Family Residential (large lot)	Parks and Parkways
Single Family Residential (attached)	Open Space
Multi Family Residential	Water
Mixed-Use	Wetlands
Commercial/Retail	Forest
Commercial/Office	
Light Industrial/Office	

VERMILLION HIGHLANDS

- Highest Intensity Use
- Moderate Intensity Use
- Low Intensity Use



*\*The shades of color on the Vermillion Highlands indicates intensity of use, with lowest intensity being lightest shades and highest intensity being darkest shades. The plan uses all kinds of preservation techniques to preserve the environmental character of the land and allow for habitat restoration.*

*The Concept Master Plan offers guidelines for development over 25 to 30 years while accommodating flexibility for new opportunities and innovation. The plan is anchored by the University research and education that will add value to the community and the surrounding region.*



## DISTINCTIVE ELEMENTS

The application of University research and innovation as well as the public information and education that can enrich the new community at UMore Park permeates the elements of the Concept Master Plan. Additionally, the land grant university tripartite mission of research, education and public engagement has driven the creation of this Concept Master Plan. More specifically, the Design Workshop consultant team has drawn from the work of the six University academic mission task forces (*Distinctiveness through Academic Mission* report, March 2008). The task forces provided detailed analyses and recommendations on ways that the University, in partnership with numerous organizations in the public and private sectors, can infuse unique benefits into the community and create models that can be applied elsewhere. This plan strives to exceed the qualities of conventional master planned communities, especially through University programming and collaborations, with particular attention to:

- » **Sustainability.** The plan integrates environmental, socio-cultural and economic opportunities with a specific focus on innovation in education and lifelong learning, health and wellness, renewable energy, the natural environment, quality of life and regional economic development.
- » **Energy.** The renewable resource goal for the community is production of its own energy from sun, wind and biomass. Dwellings and other buildings would be constructed with materials and technologies that are energy efficient, energy producing and that conserve water.
- » **Health and wellness.** With an emphasis on prevention, the opportunity to nurture, sustain and enhance human health and well-being can be addressed through a core focus on community, family and home – the bases of social connectedness.

- » **Education and lifelong learning.** From early childhood through the older adult years, this learning community would offer its members an array of educational opportunities, all of which will reflect the commitment to educational excellence and equity for all.
- » **Environmental stewardship.** The plan reflects the University's vision to create a community over time that would simultaneously implement sustainable practices on the landscape, be a platform for ongoing University research in natural resources and ecology, and educate the public about the benefits that can be derived from a focus on environmental quality and sustainability.
- » **Balance of housing, jobs, amenities, services and open space.** Consistent with University aspirations, the new community should be diverse in all ways – in age, gender, ethnicity, race, income, housing, employment and recreation opportunities and lifestyles. The creation of jobs and the commitment to open space help to ensure that residents can work and play in the community where they live.
- » **Walkable and connected neighborhoods with innovations to reduce automobile dependency.** The academic mission focus on health and wellness inspires a plan where all ages can walk to schools, work and retail shops through safe pathways that take advantage of natural landscapes and vegetation.
- » **Economic contributions.** The new community will contribute to regional economic development through unique community characteristics that are linked to University discovery, programming and lifelong learning as well as opportunities to locate light industry, businesses and service providers and support entrepreneurs.

# PLAN SHAPERS

The Concept Master Plan has evolved from earlier concept scenario plans shown in June 2008. Public forums, open houses and other public sessions reinforced the plan direction. The following is a summary of the significant shapers that have influenced the form of the community design.

## University Academic Mission

The distinctiveness of the new community is defined by the quality research, education and public engagement activities of the University. Through all phases of planning and development University faculty and students can engage with current and future residents in the region to help ensure that research is a seamless “infrastructure” that benefits the community and contributes to quality of life. Research across disciplines will translate into learning opportunities, recreation, entertainment, cultural enrichment, job creation, economic development, energy efficiencies, and a healthy environment. The location of the University’s existing Rosemount Research and Outreach Center near the southern edge of the property will become the focal point for demonstration and education that fosters engagement and participation in research and its benefits to the community.

## Aggregate Resources

The report “*Geological Assessment: UMore Park*” (September, 2008) provides information about the eventual shape the land may take following potential aggregate mining activities and informs the potential timing of development and mining. The aggregate resources data provides a preliminary understanding of where the lower lying areas of the property will be following mining and the locations in which water bodies may form as a result. These low-lying areas form the framework of the stormwater management system and the parks and open space system of the new community.

## Environmental Stewardship

The University is a responsible landowner and steward of its valuable asset. Planning and future development take into account the University’s ongoing discussions with the federal government regarding the remnants of the former Gopher Ordnance Works, a smokeless gunpowder production facility that was established on a portion of the property during World War II. Ideally, discussions over time and a phased development that spans several years would address the nearly 263,000 tons of concrete that remain on the property and any potential need for remediation at the site of the former War Department production facility.

## Vermillion Highlands

The University has long recognized the 2,822-acre property on the southern border of its nearly 5,000-acres as an ecological jewel that should be preserved as it integrates into the fabric of the larger property and the surrounding region. Vermillion Highlands: A Research, Recreation and Wildlife Management Area is jointly managed by the University and the Minnesota Department of Natural Resources, in conjunction with Dakota County, as described by legislation in May 2006. Vermillion Highlands is a unique amenity to the new community on the UMore Park property. The Concept Master Plan creates trails and open space (approximately 1,000 acres of the nearly 5,000-acre UMore Park property) that flow northward from Vermillion Highlands. Cyclists and walkers can safely and conveniently connect to recreational areas in Vermillion Highlands from the new community. In addition, wildlife corridors extend northward from Vermillion Highlands to support native species.

## Roadways

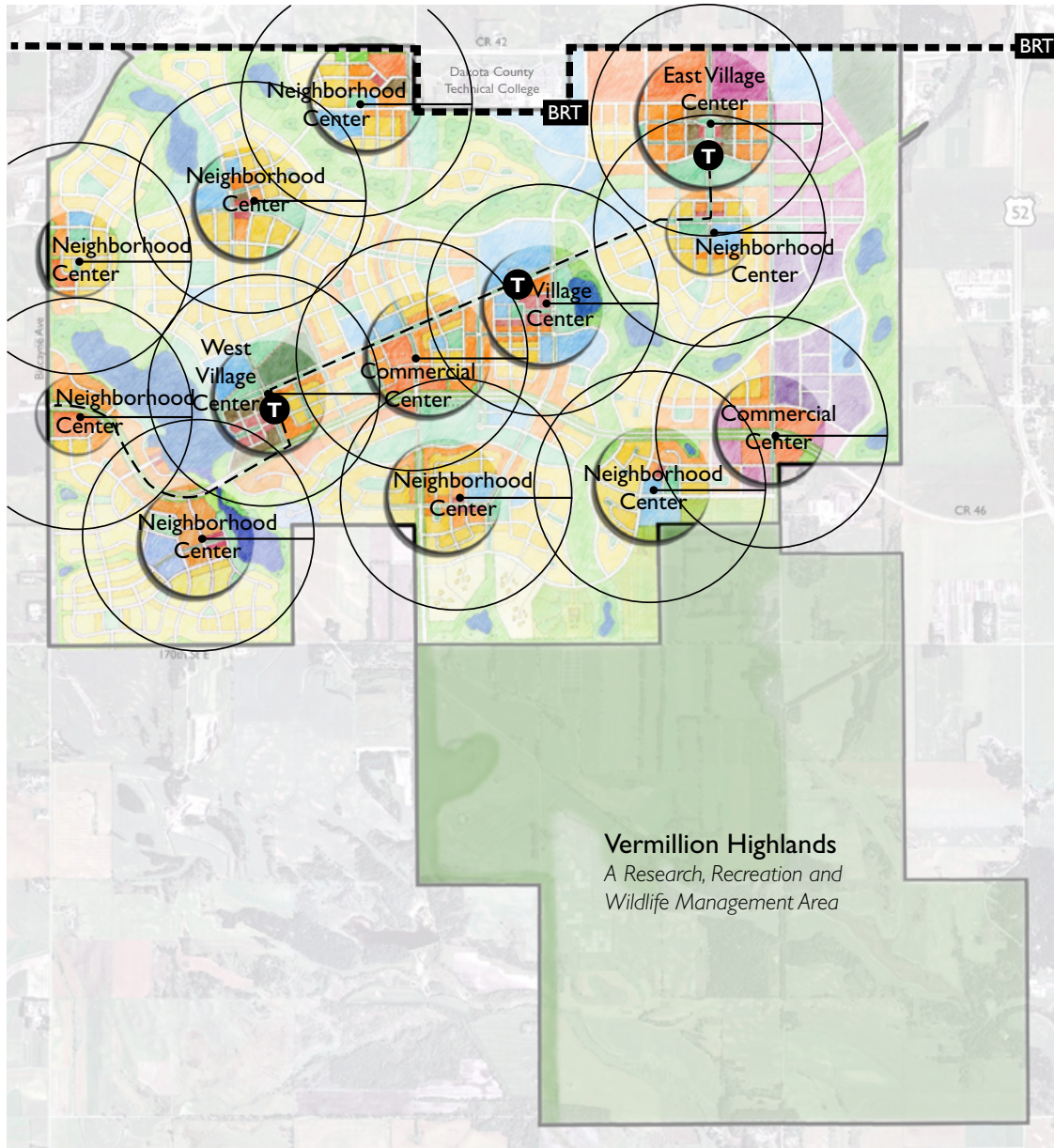
The consultant team carefully explored intersection dynamics along County Roads 42 and 46 and Biscayne Avenue in the planning of future roads that would connect through the new community. Additionally, the Concept Master Plan reflects the orientation of the street pattern to optimize the potential for harnessing the sun for energy creation and thermal comfort.

## Compact, Complete and Connected Community

The locations of schools, recreation and civic facilities, places of worship, retail, transit stops, commercial, mixed-use, and dense development were carefully designed to be within walking distance of places of employment and residences (see plan, page 6). Small neighborhood commercial centers are also located to provide a gathering place for those living within walking distance. The spacing of transit stops particularly shaped the locations of the dense centers. The Concept Master Plan calls for a series of bus rapid transit (BRT) lines to connect the UMore Park property with other suburban destinations in the southeastern portion of the Twin Cities region. The plan calls for two transit stations for BRT along the northern edge of the UMore Park property, and its route would divert to the south of the Dakota County Technical College campus to accommodate student traffic from the campus as well as nearby high schools and civic facilities in the community. A proposed light rail line, running from the eastern neighborhood center of the UMore Park property through the western neighborhood center and west toward Minnesota Highway 3, would eventually connect the community with the proposed Robert Street corridor light rail line and a comprehensive mass transit system serving the Twin Cities region. The consultant team recommends three transit stations along the line, to be developed over time.



## Walking Distance



### Legend

- Single Family Residential (small lot)
- Single Family Residential (large lot)
- Single Family Residential (attached)
- Multi Family Residential
- Mixed-Use
- Commercial/Retail
- Commercial/Office
- Light Industrial/Office

Circles indicate a 10-minute walking distance from the edge of the circle to the interior core neighborhood or commercial centers.

Convenience and connectivity are key elements of the plan. Walkways, pedestrian paths and bike trails provide easy access from homes to shops, schools and public amenities.

- Civic/Institutional/Education
- Parks and Parkways
- Open Space
- Water
- Wetlands
- Forest

**T** Transit Stop

--- Transit Line

**BRT** BRT (Bus Rapid Transit) Stop

--- BRT Line

○ Half Mile Walking Radius

### VERMILLION HIGHLANDS

- Highest Intensity Use
- Moderate Intensity Use
- Low Intensity Use

\* The shades of color on the Vermillion Highlands indicates intensity of use, with lowest intensity being lightest shades of color. The plan uses all kinds of uses to preserve the environmental character of the land and allow for habitat restoration.



# PLAN DESIGN

## Land Uses

The Concept Master Plan and its component land use plan provide for zoning categories and districts, neighborhoods and development patterns necessary to create a more vibrant community that will stand in contrast to typical suburban developments in the Twin Cities region. The large size of the property and lack of current development allow the University and its future development partner(s) to have the opportunity to create a land-use plan from the outset that considers the interaction of various neighborhoods and community centers, various programmatic elements, and the phasing of development to create a community of legacy for the Twin Cities region. The following section describes some unique or inventive land uses including an Eco-Industrial Park, an office and wellness complex, regional retail, lifelong learning facilities, regional recreation, and energy infrastructure.

### ECO-INDUSTRIAL PARK

An Eco-Industrial Park is described as a community “of manufacturing and service businesses that cooperate closely to improve their environmental and economic performance by reducing waste and increasing resource efficiency. Firms coordinate their activities to increase efficient use of raw materials, reduce outputs of waste, conserve energy and water resources, and reduce transportation requirements. This resource efficiency translates into economic gains for the businesses while the local community benefits from the resulting improvements in its environment and from the creation of new jobs.”<sup>1</sup>

The Eco-Industrial Park anchors the eastern end of the UMore Park property and provides facilities or potential locations for companies and industries that have interest in pursuing green or sustainable practices.

The proposed size of the Eco-Industrial Park shown in the Concept Master Plan is similar to facilities in comparable metropolitan areas around the country.

The plan locates the Eco-Industrial Park in the eastern portion of the property to place these light industrial and related uses close to U.S. 52 and along the primary wildlife corridor. Locating industrial uses close to U.S. 52 allows for ease in shipment of goods to regional markets and would reduce the level of truck traffic passing through the heart of the new community. Industrial uses are most compatible with adjacent wildlife corridors because they do not involve the presence of domestic pets and residential lighting that often conflict with wildlife movement. This location also places industrial uses closer to office and retail uses. The Concept Master Plan suggests that the land designated as an Eco-Industrial Park and related light industrial uses should be flexible to reflect market conditions during the development of the new community.

### OFFICE AND WELLNESS COMPLEX

To the north of the proposed Eco-Industrial Park, the Concept Master Plan locates an office and wellness complex at County Road 42 and Blaine Avenue. The land on either side of this intersection features a good deal of rolling hills and extensive tree cover. Land uses such as corporate headquarters, professional office buildings, and health and wellness facilities usually integrate well with relatively hilly parcels, and other developments around the country have successfully introduced these uses and preserved significant areas of woodland. A creative development integrating professional uses with the natural features of this portion of the property would create an attractive gateway to the new community from the north and east.

<sup>1</sup> “Eco-Industrial Parks: One Strategy for Sustainable Growth” January 15, 1997, issue of Developments, the newsletter of the National Council for Urban Economic Development, Washington DC.

## **REGIONAL RETAIL**

The plan integrates auto-oriented uses along the major thoroughfares serving the community, including County Road 42 and County Road 46. Larger format retail centers along these routes provide space for businesses including big-box retailers, discount outlets, supermarkets and service facilities that serve the greater area. In addition, these regional retail uses provide for improved transitions between land uses within the new community and adjacent land to the north of County Road 42.

Along County Road 42, between the Dakota County Technical College and the proposed professional office and wellness complex, an area of primarily big-box retail would generate significant commercial activity for the new community and serve the larger market in Dakota County. Although the consultant team has not undertaken a detailed market investigation of potential retail uses on the property, the projected population of the new community and surrounding developments would likely justify a significant retail program at this location. The sale or lease of retail property along County Road 42 would produce significant revenues for the University and/or its development partner(s) and represent a logical first step in the development of sections of the property over time. Two full-service intersections along County Road 42 (at Blaine Avenue, and at another proposed arterial located to the west) would serve this retail area, providing significant traffic to stimulate commercial activity. Also, one of the three proposed light rail stops in the new community would serve this retail area. The recommended location for retail along County Road 42 includes relatively flat land well suited for parking areas serving big-box tenants.

The plan configures retail buildings to maximize visibility from County Road 42 while minimizing the size of parking lots separating the retail program from the highway. It is recommended that smaller in-line retail tenants line a grid of streets in the proposed retail district to separate the inventory of parking spaces into smaller areas and form a more attractive character and pedestrian scale. The size of the proposed retail complex is similar to the area of big-box retail that helped to drive the initial development of master planned communities similar in size to this new community.

## **LIFELONG LEARNING**

The University vision for the new community includes a unique focus on opportunities for people of all ages through lifelong learning – a special distinction that comes to the community and the region through its relationship to this first-tier public research institution. The Concept Master Plan incorporates the vision for a comprehensive learning community that addresses early childhood learning and development, pre K-12 education, post-secondary education and adult and continuing education, as described by the Academic Mission Task Force on Education. In addition to schools (and in partnership with the existing school district), the plan includes a learning center/library; public facilities that could provide venues for community classes, seminars and lectures sponsored by the University; and a new University Rosemount Research and Outreach Center location that would create new public information and public education opportunities. Further, the location of Dakota County Technical College adjacent to the northern boundary of the property offers the backdrop for academic collaborations that would enrich the community and provide opportunities for faculty members and students at the University and within the Minnesota State Colleges and Universities (MnSCU) system.



## **REGIONAL RECREATION**

Dakota County Technical College and the City of Rosemount have begun a joint project to create sports fields adjacent to the college. The consultant team recommends building upon this idea and expanding opportunities for a recreation center sports complex. The complex would be ideally located adjacent to County Road 42 in order to capture traffic without bringing it through the community. Locating the complex adjacent to the Dakota County Technical College provides visibility for this center. It would also be accessible to residents of Rosemount who may not live within the UMore Park development. Linkages to recreational sports, wellness programs and other University activities could enrich the lives of children and adults.

## **ENERGY INFRASTRUCTURE**

The Concept Master Plan considers multiple avenues for producing energy onsite. This includes an energy innovation center with a biomass gasification facility that has the potential to provide district heating to two of the three village centers using a minimum of piping and other infrastructure components. The University could leverage the proximity of the energy innovation center to Dakota County Technical College and County Road 42 by creating potential educational opportunities for University and Minnesota State Colleges and Universities (MnSCU) students concerning the development and maintenance of alternative energy systems.

The energy innovation center could also serve as a research and demonstration focal point, benefitting from University faculty involvement in a variety of renewable energy investigations. This location also allows for the transport of biomass fuels to the facility without routing truck traffic through the heart of the community. Additionally, ground source heat pumps could provide energy to different zones of the residential areas. Demonstration-size wind turbines within the open space surrounding the Eco-Industrial Park and other areas could be used for University research and education, and as a potential source of energy.

## **SOFT INFRASTRUCTURE**

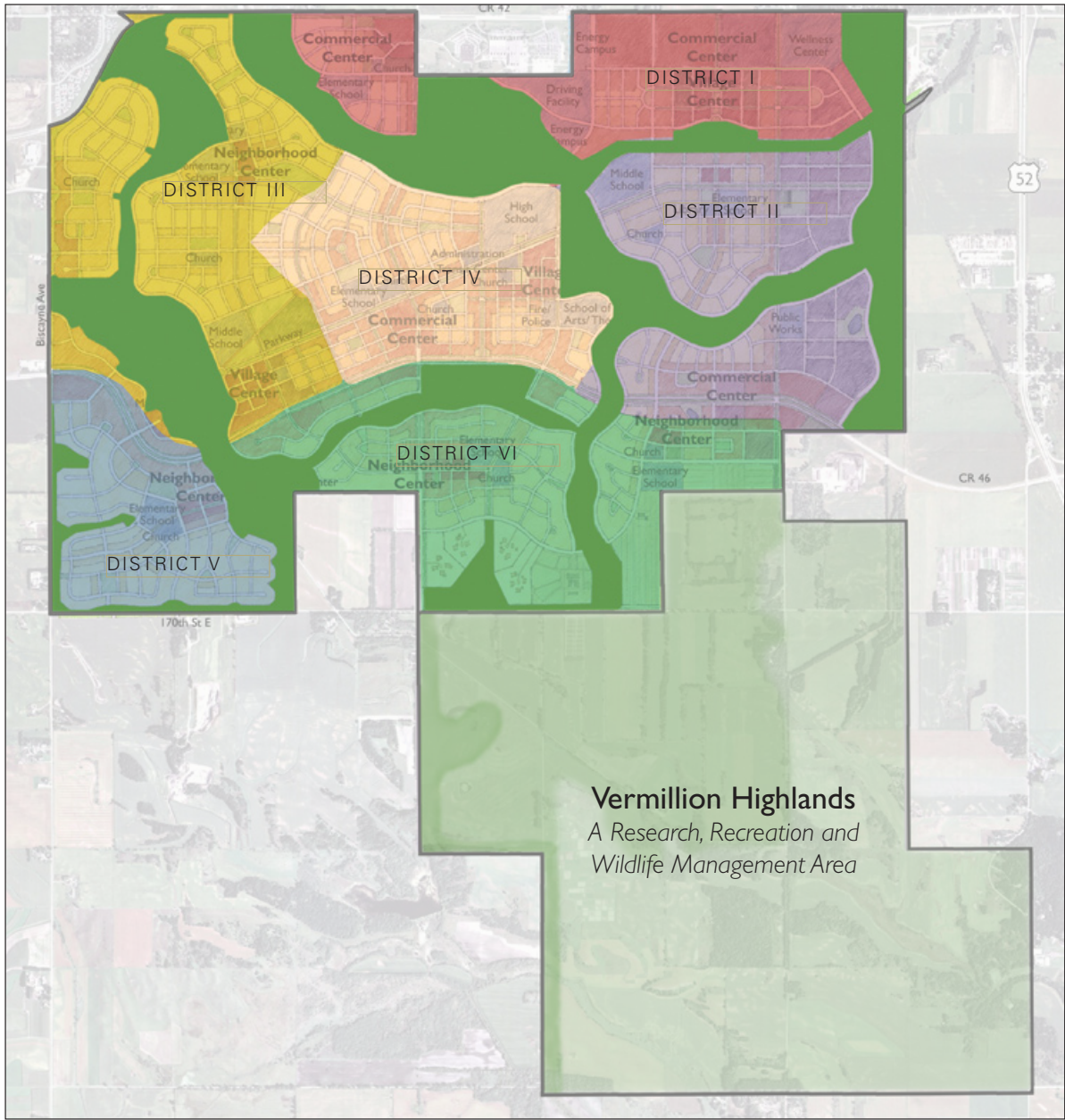
Although not visible on an image, it will be the “soft infrastructure” – the University-linked programming for lifelong learning, wellness, arts and culture and sustainability, for example – that supports the social fabric of the community. Relationships to University strengths in education, public health, design, technology, food and natural resources and business, to name but a few areas, relate directly to features of the Concept Master Plan – including public facilities, open space and landscaping, the wellness complex and the Eco-Industrial Park.

## Districts

The Concept Master Plan for the new community at the UMore Park property organizes land uses to create a series of distinct districts and neighborhoods that should develop their own sense of character and identity over 25 to 30 years. The phasing of development would be determined in conjunction with the University and potential development partner(s), based on the market. Highlights of these districts are as follows:

- » Sports fields and other public facilities for community education and enrichment create a focal point for recreation and public events that draw people from the community and the surrounding region.
- » The Eco-Industrial Park district, on the eastern portion of the property would serve as a primary employment center for the new community and for the larger region. It would represent a significant center of commerce and innovation and help establish a brand identity for the community.
- » The three mixed-use, transit-oriented neighborhood centers along the light-rail corridor would serve as nodes for neighborhood activity.
- » The presence of significant bodies of water in the western and eastern portions of the community would create a number of “lakes districts” incorporating residential and open space uses.
- » The transition area between the UMore Park property and the Vermillion Highlands property to the south would represent a district for local foods demonstrations and research drawing on University expertise and offering community benefits. A new University Rosemount Research and Outreach Center facility would engage residents in learning activities and programming from across the University.
- » All residential neighborhoods would be oriented around schools, mixed-use commercial centers, parks and open spaces.

Districts



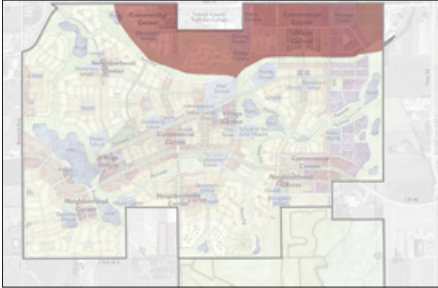
Legend

- DISTRICT I
- DISTRICT II
- DISTRICT III
- DISTRICT IV
- DISTRICT V
- DISTRICT VI
- OPEN SPACE

*Plan outlining the six districts as well as the open space. Open space includes parks, gardens, walking and bike trails and wildlife corridors that flow from the Vermillion Highlands property.*



#### District I Profile

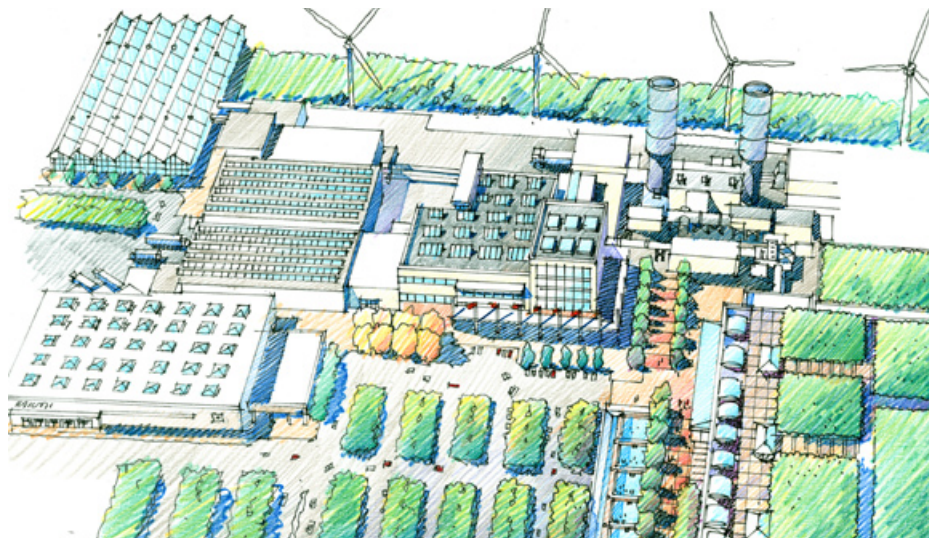


#### ESSENTIAL ELEMENTS

- » Wide spectrum of uses including civic, commercial, educational, residential, eco-industrial, and recreational
- » “Front door” of the sustainable community along County Road 42
- » At the nexus of an expansive trail network and parkway system
- » Full range of housing types
- » Transit-oriented eastern village
- » Walkable streets

## District I

District I will serve as a hallmark of this sustainable community. Mixed use, mixed income housing will adjoin retail uses, cultural assets, educational facilities, an energy innovation center, the Eco-Industrial Park and the gateway to a parkway system. Neighborhood parks and greens would connect tree-lined streets into the parkway system that circulates throughout the community. Regional recreational amenities and educational facilities would anchor this first phase of development.

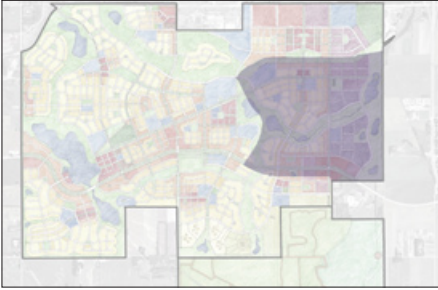


*Eco-industrial illustration*



*Sustainable neighborhood illustration*

#### District II Profile

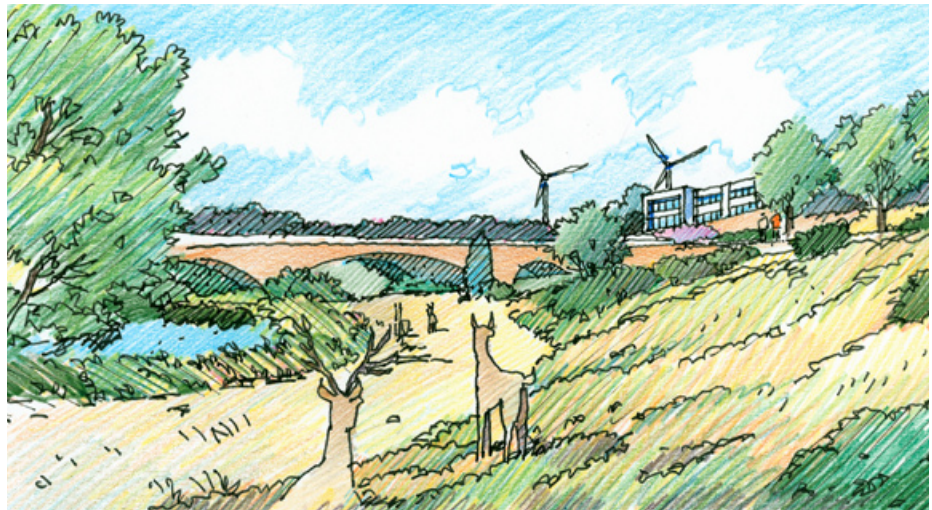


#### ESSENTIAL ELEMENTS

- » Employment center of the new community
- » Diverse architecture in several building types
- » Transit oriented
- » Walkable streets
- » Informal landscape creates urban green network
- » Edges relate to the regional open space network, including the wildlife habitat corridor

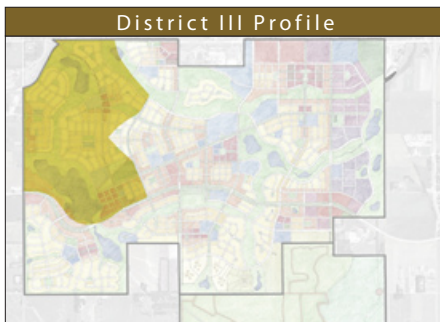
## District II

District II would serve as the mixed-use employment core of the new community, incorporating the Eco-Industrial Park, larger scale employers, and a commercial center along 160th Street. Plazas, malls, and courts would create internal public spaces and connect to the greenway system. District II's proximity to the wildlife habitat corridor contributes to its less formal landscape character and unique edges. Mixed-use streets, varied building types, and residential styles animate the life of the district and provide opportunities for support retail uses to thrive. The attraction of major employers to the new community contributes to the intellectual development of emerging ideas and trends in sustainability and increases the possibilities for residents to work in the same community in which they live.



*Habitat corridor illustration*





#### ESSENTIAL ELEMENTS

- » Organic neighborhoods in a primarily lake-oriented setting
- » Interconnected system of parks, parkways, community facilities, and institutions
- » Primarily single-family homes on several different lot types
- » Small neighborhood retail centers are embedded in the neighborhood fabric and linked to the water and each other through a sequence of civic spaces

## District III

District III would serve as the garden suburb to the northwest near one of the larger lakes in the community. Its amenity derives from its proximity to the lake and recreation on the perimeter, and its character is found in the spaces within. An intimate neighborhood retail street runs parallel to the lake edge, accommodating destination retail, shops and restaurants. A variety of spaces link the retail activity centers back to the water's edge through residential neighborhoods. Blocks and streets respond to topography and natural edges.



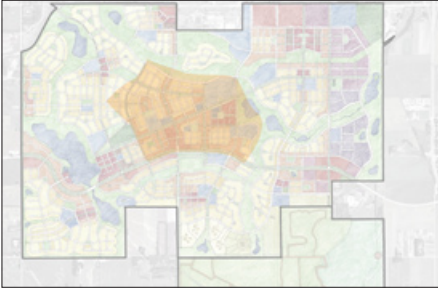
*District III illustration*



*Lake edge illustration*



#### District IV Profile



#### ESSENTIAL ELEMENTS

- » Urban, civic, and commercial core
- » Vibrant nightlife and entertainment hub
- » Neighborhoods centered around parks and institutions
- » Formal landscape creates urban green network
- » Diverse building types and densities
- » Walkable streets that connect to other districts and to trail heads and inter-modal centers.

## District IV

District IV would provide the urban, civic, and entertainment core of the new community. A clear network of public spaces connect to the regional open space framework allowing users to circulate throughout the district and beyond. The community's regional amenities include the lakes, proximity to other districts, and civic and educational facilities. The streets are vibrant around the clock with commercial and entertainment activity, and shops and eateries spill out into the public spaces. District VI's neighborhoods are urban and provide diversity in building types.

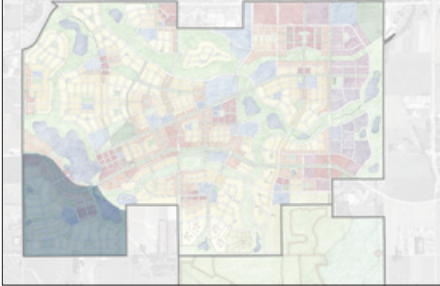


*Urban core illustration*



*School and neighborhood illustration*

#### District V Profile



#### ESSENTIAL ELEMENTS

- » Directly oriented to the lake and waterfront life
- » Marina is the focal point of main commercial street and serves as the civic center to the district
- » Urban fabric tends to be looser with larger lots and deeper setbacks

## District V

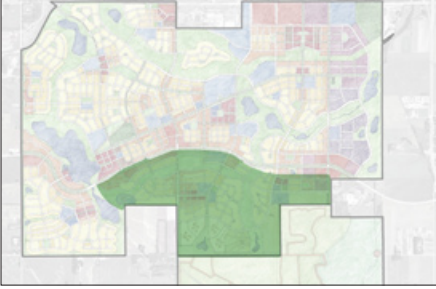
District V encompasses neighborhoods with a distinctly different feel than the other districts. District V is the ‘small town,’ slightly more independent from the central areas of the community both in function and location. The main commercial street leads directly to a marina and park at the lake’s edge, creating a strong visual axis to the water and its recreational and civic amenities. The neighborhood-scale retail can help foster a sense of community and strengthen the social fabric. The neighborhood blocks create a fabric of primarily single-family homes, while details begin to speak to a less formal and relaxed style of life.



*Marina and neighborhood illustration*



#### District VI Profile

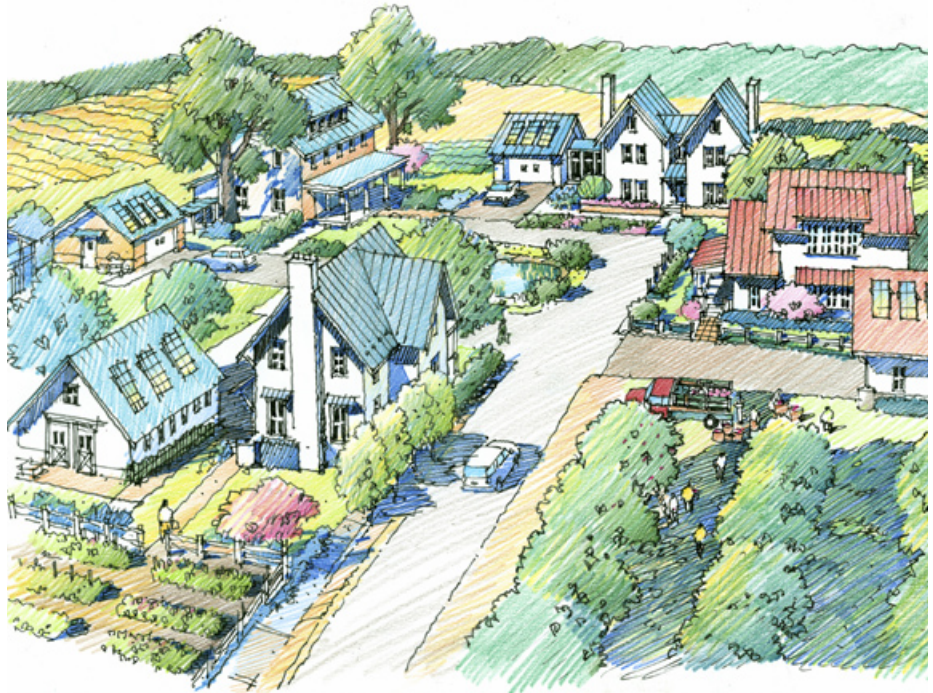


#### ESSENTIAL ELEMENTS

- » Primarily residential with small neighborhood retail centers
- » Amenities built around proximity to natural areas of Vermillion Highlands
- » Low-scaled, walkable streets connecting to regional trail networks
- » Transition zone between the community and Vermillion Highlands
- » The new University Rosemount Research and Outreach Center facility is a hub for learning and public engagement around all aspects of University research that permeates the community and adds value to the lives of residents and others.
- » Rural southern edge

## District VI

District VI's neighborhoods serve as the transition zones between the central community and Vermillion Highlands. The edges of the district are defined to the north by the realigned and expanded County Road 46 and less so in the south as it decreases in density of residences towards Vermillion Highlands. Recreational and educational amenities central to District VI capitalize on its proximity to Vermillion Highlands and the community-wide parkway system.



*"Rural" southern boundary illustration*



## Commercial Centers

Three commercial centers including more intense retail and civic uses and higher densities are located along the future light rail and bus rapid transit corridor stretching from the Eco-Industrial Park south and west toward Minnesota Highway 3 (see plan, page 19). This strategy places the greatest number of residents and workers within walking distance of transit. Commercial centers would serve multiple surrounding neighborhoods and contain a greater variety and intensity of office and retail uses as compared to neighborhood centers.

## Villages

Residential uses in village centers would include higher density, multi-story properties with 35 or more dwelling units per acre. The likelihood of extending mass transit to the community would dictate the ultimate density of the village centers. While smaller neighborhood parks and parks associated with elementary schools would serve neighborhood centers, larger parks of community scale would serve village centers. In terms of educational planning, village centers should include a middle school and three or four associated elementary schools.

### EAST VILLAGE

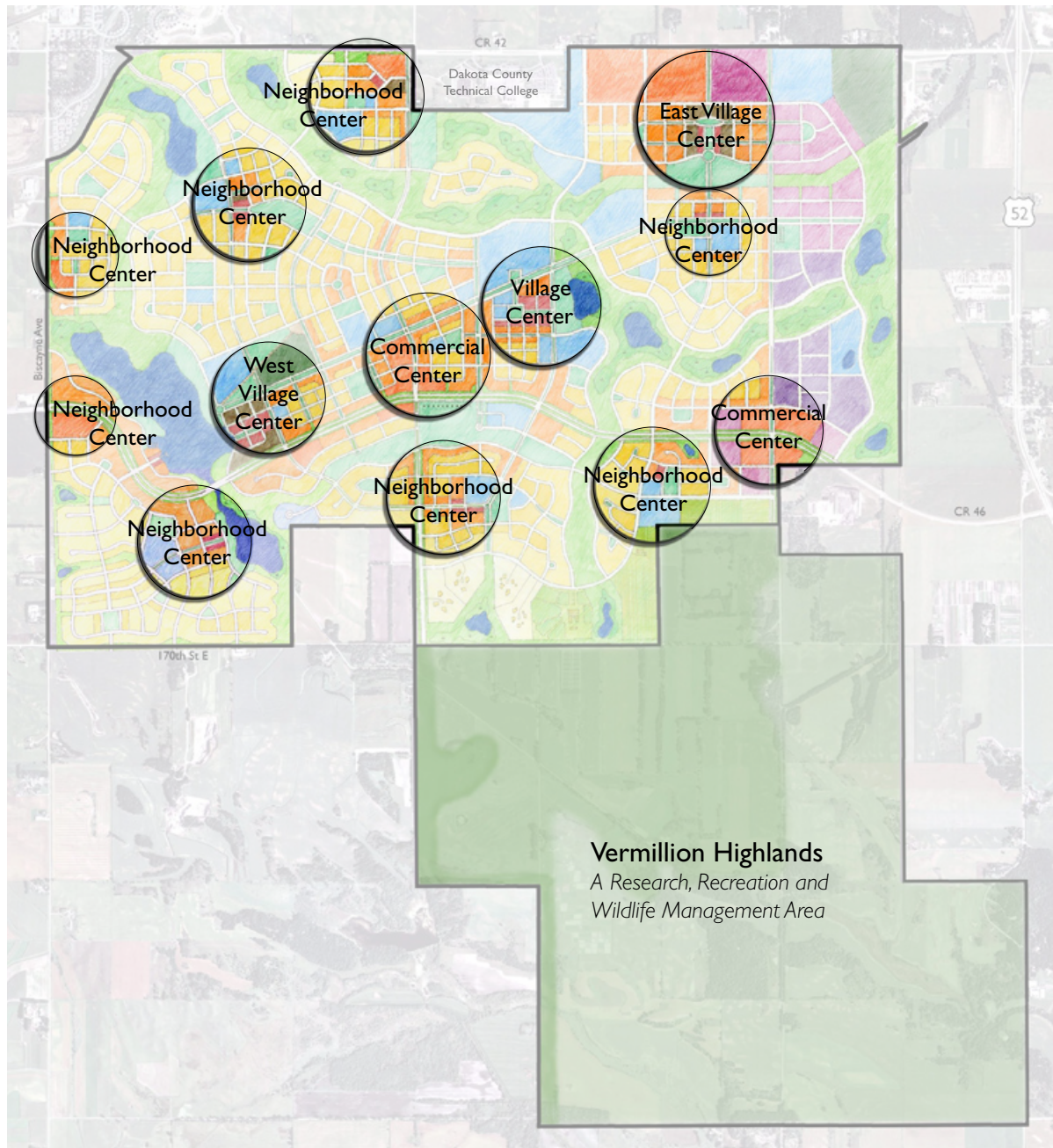
East Village is located centrally to serve the eastern portions of the new community, including the big-box retail areas, the professional office and wellness complex, the existing Dakota County Technical College, and the Eco-Industrial Park. All four of these nearby land uses will be located within walking distance of a transit station. The Concept Master Plan outlines the development of a mixed-use district adjacent to the transit station, including buildings featuring residential housing units above office or retail space located at street level.

This mixed-use center would be an ideal location for affordable housing units serving the new community including low-cost apartments and homes. The mixed-use district would front a large community park. A small “transit mall” forms the central spine of the East Village and connects District I to major open space systems in the area. This arrangement provides residents the ability to move throughout the park system of trails and paths without having to cross major roads.

### VILLAGE CENTER

The Village Center borders the west side of the central open space corridor in the new community. It features a major open space amenity as well as the transit stops along the light rail or bus rapid transit corridor. Residents within the Village Center would enjoy access to the community’s open space system and to the network of paths and trails without having to cross major roadways. Furthermore, a park is located within a short walking distance of a major portion of the residential development. The proposed high school site for the community lies just to the north of this Village Center, within a short walking distance of transit. The high school’s location within walking distance of Dakota County Technical College and the regional recreation center and sports complex could further facilitate linkages between the high school and Dakota County Technical College and offer students easy access to sporting and recreational activities. In addition, given the high school’s location the community may also use the auditorium of the school as a performing arts center. University performances and programming in theater, dance, art and culture would incorporate entertainment and lifelong learning into the community. Evening and weekend concerts and performances at the high school would add to the vitality of the Village Center.

## Centers



### Legend

Single Family Residential (small lot)	Civic/Institutional/Education
Single Family Residential (large lot)	Parks and Parkways
Single Family Residential (attached)	Open Space
Multi Family Residential	Water
Mixed-Use	Wetlands
Commercial/Retail	Forest
Commercial/Office	
Light Industrial/Office	

### VERMILLION HIGHLANDS

Highest Intensity Use
Moderate Intensity Use
Low Intensity Use



*Eight neighborhood centers develop as focal points for commercial and civic activity and anchor residential areas.*

*The shades of color on the Vermillion Highlands indicates intensity of use, with lowest intensity being lightest uses of all kinds to preserve the environmental character of the land and allow for habitat restoration.*

## WEST VILLAGE

The third village center borders the large lake on the western portion of the property. Its location is determined by the proximity to the lake and the desired spacing of light rail or bus rapid transit stations with the community. In addition, West Village also borders a major stand of existing trees, which the plan recommends to be preserved and designed to serve as nature park. West Village also borders the major community park that will surround the lake. As a result a marina facility with lakeshore restaurants will form the focus of this village.

## Neighborhood Centers

Five neighborhood centers serve as focal points for commercial and civic activity and anchor large residential areas. The Concept Master Plan locates these centers at the intersections of collector roads and at the intersections of selected arterial roadways (County Roads 42 and 46) and collector roadways. Retail uses within neighborhood centers depend on traffic volumes to survive, and as a result the neighborhood centers along County Roads 42 and 46 include full intersections with these arterials to provide enhanced access. Wherever possible, the Concept Master Plan locates neighborhood centers adjacent to water bodies and open spaces, including wetlands and parks, to allow residents easy access to parks and trails without crossing major roadways. The neighborhood centers represent the focal points for elementary schools, neighborhood-scale parks, and convenient retail amenities. Neighborhoods include a mix of townhomes, rowhouses, apartments, and other higher-density residential products at densities of up to 24 dwelling units per acre. Areas of less dense residential uses flow outward from the neighborhood centers, toward the outer edges of the property. They serve as areas of transition from higher density zones to nearby open space areas, including Vermillion Highlands.

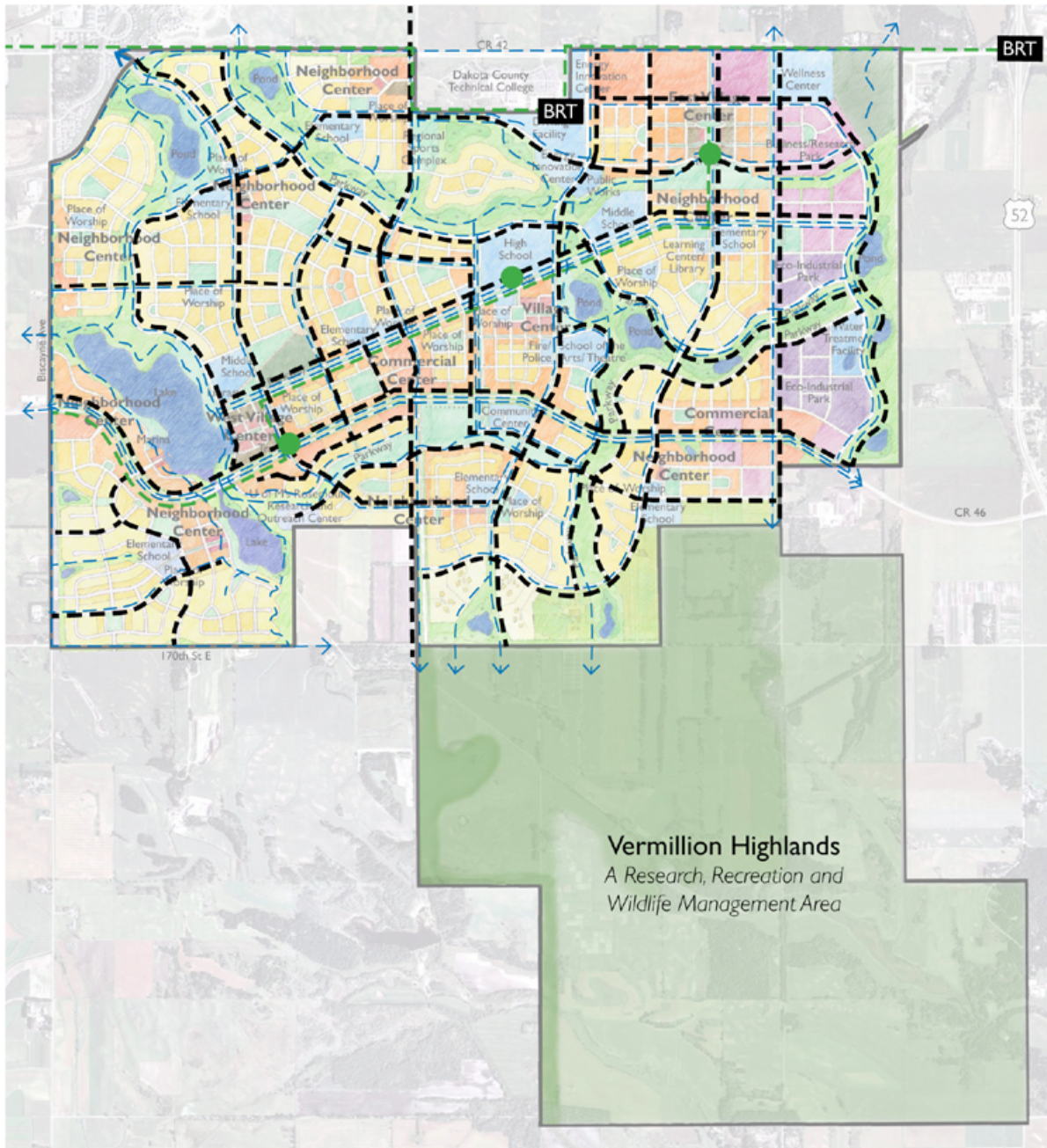
## Circulation Plan

The recommended circulation plan for the community includes routes for vehicular, bicycle, equestrian and pedestrian traffic as well as mass transit in and around the new community. Vehicular circulation includes a hierarchy of roadways, including major arterials such as County Road 42 and County Road 46, minor arterials such as Blaine and Biscayne Avenues, and a series of collectors, parkways and streets for commercial areas and residential districts. The plan provides for the re-routing of County Road 46 through the community to provide viewing corridors to open space amenities and the neighborhood centers. Major arterials, in the form of divided parkways with planted medians, would connect different districts within the community. Parkway, collector streets, and commercial and local residential streets would include on-street parking to meet parking demands and create safer street environments for pedestrians and bicyclists. The street widths of commercial and residential streets would be reduced to minimum standards in order to calm traffic and reduce the footprint of impermeable surfaces in the community.

As mentioned, a light rail corridor would eventually provide mass transit circulation from County Road 46 through the neighborhood centers, terminating at the Eco-Industrial Park on the eastern edge of the community. In addition to light rail transit, the plan anticipates incorporation of a circulator shuttle system to connect community residents and employees to bus rapid transit routes along Cedar Avenue and possibly U.S. 52. Bicycle routes and lanes would connect the street system and parks, parkways, and open space corridors, offering an alternative to automobile use. Each transit station would include bike parking facilities to encourage bicycle use within the community.



## Circulation Plan



### Legend

- |                                       |                               |
|---------------------------------------|-------------------------------|
| Single Family Residential (small lot) | Civic/Institutional/Education |
| Single Family Residential (large lot) | Parks and Parkways            |
| Single Family Residential (attached)  | Open Space                    |
| Multi Family Residential              | Water                         |
| Mixed-Use                             | Wetlands                      |
| Commercial/Retail                     | Forest                        |
| Commercial/Office                     | Transit Station               |
| Light Industrial/Office               | Transit Line/BRT Line         |
|                                       | Bike/Pedestrian               |
|                                       | Proposed Roads                |

- VERMILLION HIGHLANDS**
- Highest Intensity Use
  - Moderate Intensity Use
  - Low Intensity Use



*The shades of color on the Vermillion Highlands indicates intensity of use, with lowest intensity being lightest uses of all kinds to preserve the environmental character of the land and allow for habitat restoration.*

# CONCLUSION

The Concept Master Plan provides for pedestrian connectivity through the provision of sidewalks on all streets, and multi-use pedestrian trails within all parks and open spaces. The consultant team recommends that a continuous system of sidewalks be constructed throughout the community and that the number of curb cuts be minimized to reduce both interruptions to pedestrian movements and hazards for walkers and runners.

The University of Minnesota's vision for a new community is unique, given the size and location of its property and the foundational emphasis on infusing University research, education and public engagement into the fabric of the community. The University envisions that technology and facilities will spark lifelong learning. Open space and programming will help to ensure active and healthy living. Application of cutting-edge research will contribute to economical and environmentally sensitive energy production and use.

The Design Workshop consultant team has strived to bring the vision to reality through the Concept Master Plan. Our work has grounded elements of neighborhoods, village centers, connectivity, transportation and transit, employment opportunities and open space in the University's strengths in research, education and public engagement.

This plan allows flexibility over the anticipated 25 to 30 years of development and growth. It will accommodate market forces and consumer preferences over time. It also sets the stage for achieving the highest standards for community life and providing a model that can be replicated elsewhere in the United States and the world.

The Concept Master Plan is just the beginning of a long and promising pathway to a new University-founded sustainable community.

# Acknowledgements

Design Workshop’s assembled team of professionals is assisting the University of Minnesota in the visioning and concept master planning of the UMore Park development. This team, which includes the relevant experience of land planners, landscape architects, urban designers, economists, natural resource planners, transportation planners and engineers provides the UMore Park management team with a unified vision and identity for a new proposed community. In addition, Design Workshop has invited experts in development feasibility, funding, market strategy, entitlements, and governance to advise the design team. The following consultants contributed to this effort:

**Design Workshop, Inc.**  
**Land Planning and Design**  
Kurt Culbertson,  
*Principal-in-Charge*  
Anna Gagne, *Project Manager*  
Stephen Faber, *Project Designer*  
Jennifer Pickett, *Graphic Designer*  
Judy Navarro, *Graphic Designer*  
Britt Palmberg, *Editor*  
Sara Tie, *Landscape Designer*  
Pablo Silveira, *GIS Specialist*  
Brandon Hardison,  
*Landscape Designer*  
Izzi Gailey, *Executive Assistant*  
Adrian Rocha, *Designer*  
Peter Adams, *Economics*  
Annie Sutherland-Watts,  
*Project Assistant*

120 East Main Street  
Aspen, Colorado 81611  
970-925-8354  
kculbertson@designworkshop.com  
agagne@designworkshop.com

**Hoisington Koegler Group, Inc.**  
**Land Planning and Design**  
Mark Koegler, *President*  
Jeff McMenimen, *Director of Design*  
Bryan Harjes, *Landscape Architect*  
Rusty Fifield, *Public Finance Specialist*  
Anna Claussen, *Project Designer*  
  
123 North Third Street, Suite100  
Minneapolis, MN 55401  
612-338-0800  
mkoegler@hkgi.com  
jmcmenimen@hkgi.com

**Robert Charles Lesser & Co.**  
**Real Estate Advisors**  
Adam Ducker, *Managing Director*  
Jon Trementozi, *Senior Associate*  
Jonathan Bartlett, *Vice President*  
  
7200 Wisconsin Avenue  
Bethesda, MD 20814  
240-644-1300  
aducker@rclco.com



**Urban Design  
Associates (UDA)**

**Community Design**

Rob Robinson, *Chairman*  
Joe Nickol, *Project Manager*

Gulf Tower, 31st Floor  
707 Grant Street  
Pittsburgh, PA 15219  
rob.robinson@urbandesignassociates.com

**Applied Ecological  
Services (AES)**

**Environmental Planning**

Kim Chapman, *Principal Ecologist*  
Doug Mensing, *Senior Ecologist*

21938 Mushtown Road  
Prior Lake, MN 55372  
412-263-5200  
kim@appliedeco.com

**Avant Energy**

**Energy and Carbon Planning**

Derick Dahlen, *President*  
Molly Andvik, *Project Manager and  
Senior Analyst*

200 South Sixth Street  
Suite 300  
Minneapolis, MN 55402  
612-349-6868  
derick.dahlen@avantenergy.com

**RLK Incorporated**

**Civil Engineering**

Joe Samuel, *Senior Professional Engineer*

6110 Blue Circle Drive, Suite 100  
Minnetonka, MN 55343  
952-259-9227  
jsamuel@rlkinc.com

**Short, Elliot and  
Hendrickson (SEH)**

**Transportation Planning**

Mark Benson, *Transportation Planner*  
Dave McKenzie, *Railroad Specialist*  
Haifeng Xiao, *Transportation Modeling*

3535 Vadnais Center Drive  
St. Paul, MN 55110  
1-800-325-2055  
mbenson@sehinc.com

**Broadband Group**

Tom Reiman, *President*

900 South Pavilion Center Drive,  
Suite 180  
Las Vegas, NV 89144-4584  
702-405-7000

**UMore Park  
Management Team  
University of Minnesota**

Charles C. Muscoplat, Chair  
*Vice President for Statewide  
Strategic Resource Development*

Carla Carlson  
*Assistant Vice President for Statewide  
Strategic Resource Development*

L. Steven Goldstein  
*President and CEO  
University of Minnesota Foundation*

Forrest Izuno  
*UMore Park Director of Operations  
and Head, Rosemount Research  
and Outreach Center*

Larry Laukka  
*University Distinguished Fellow and  
Senior Advisor for UMore Park*

Steven Lott  
*UMore Park Project Manager*

Judith Martin  
*Professor of Geography and Director of  
the Urban Studies Program*

Dewey Thorbeck  
*Director of the Center for Rural Design*

**Management Team Program  
Staff and Advisors**

Lorri Chapman  
*Executive Assistant, Office of Statewide  
Strategic Resource Development*

Janet Dalglish  
*Specialist, Department of Environmental  
Health and Safety*

Ken Tyra  
*Legal Advisor to the Management Team*

Susan Weinberg  
*Director of Real Estate*

The University of Minnesota is committed to the policy that all persons shall have equal access to its programs, facilities and employment without regard to race, color, creed, religion, national origin, sex, age, marital status, disability, public assistance status, veteran status or sexual orientation.



# Town of Avon Comprehensive Plan



February 2006

(Revised March 2008)



## Table of Contents

I.	Avon's Vision.....	5
A.	What We Want To Be .....	5
B.	What We Value .....	5
C.	How We Will Achieve Our Vision.....	6
II.	Introduction .....	9
A.	Purpose of the Plan .....	9
B.	Avon's History and Context .....	9
III.	Land Use and Community Framework .....	13
A.	Existing Land Use Patterns.....	13
B.	Opportunities and Constraints .....	19
C.	Future Land Use Plan .....	23
D.	Community Framework Plan.....	31
IV.	Goals and Policies .....	37
A.	Regional Coordination.....	38
B.	Built Form .....	39
C.	Land Use.....	41
D.	Community Character.....	45
E.	Economic Development .....	48
F.	Housing.....	52
G.	Transportation.....	53
H.	Environment .....	58
I.	Parks, Recreation, Trails and Open Space.....	61
J.	Public Services, Facilities, Utilities and Government .....	62
K.	Implementation Matrix .....	64
V.	District Planning Principles .....	67
A.	District Priority Classifications .....	67
B.	High Priority Districts .....	71
	District 1: West Town Center District .....	71
	District 2: East Town Center District .....	73
	District 3: Confluence District.....	75
	District 4: Avon Road Corridor .....	77
C.	Medium Priority Districts .....	79
	District 5: Nottingham Park District.....	79
	District 6: U.S. Highway 6 Gateway Corridor .....	81
	District 7: Village at Avon West District .....	83
	District 8: Village at Avon East District.....	85
	District 9: Village at Avon North Gateway District .....	86
	District 10: Village at Avon Northeast .....	88
	District 11: Metcalf Road District .....	89
	District 12: Railroad Corridor.....	91
	District 13: Nottingham Road Commercial District.....	93
	District 14: Northern Hillside Open Space .....	94
	District 15: Northern Hillside Open Space .....	94
	District 16: US Forest Service .....	94
	District 17: US Forest Service .....	94
	District 18: US Forest Service .....	94
D.	Low Priority Districts .....	95
	District 19: West Residential District .....	95

District 20: River Residential District.....	95
District 21: Nottingham Park Residential District .....	97
District 22: Nottingham Road Residential District .....	97
District 23: I-70 Gateway.....	97
District 24: Wildridge Residential District .....	98
District 25: Mountain Star Residential District.....	99
District 26: Swift Gulch District .....	99
District 27: Nottingham Station/Eaglebend District .....	100
District 28: Village at Avon Northern Residential District.....	101

## Maps

Existing Land Uses.....	17
Opportunities and Constraints .....	21
Future Land Use Plan .....	27
Eagle County Future Land Use Plan .....	29
Built Form Diagram .....	33
Community Framework Plan .....	35
District Priorities .....	69



## I. Avon's Vision

### A. What We Want To Be

Avon is unique due to its dual role as a year-round community serving the needs and interests of those that live and work within the community full-time and as a resort community that hosts both short and long-term visitors. The juxtaposition between these two functions has often made planning and decision-making for the Avon community and its leaders challenging. During this planning process it became apparent, however, that much of what the community expressed in terms of values, beliefs, and desires for Avon's future could in fact provide a synchronized direction for many of the unique issues and concerns associated with each of Avon's two identities. Put in terms of a vision for what we want our Town to be:

"...To provide a high quality of life, today and in the future, for a diversity of people and interests; and to promote their ability to live, work, visit, and recreate in the community."

### B. What We Value

From the understanding that Avon's dual role as a community for year-round residents and as a destination resort community could and should be mutually supportive, a set of Core Values were identified that provide an overarching direction for the Comprehensive Plan and its implementation.

*Reflective of the natural environment.* Avon will continue to enhance its strong connections to its spectacular scenery, magnificent natural surroundings, and ample outdoor recreational opportunities.

*Distinctive Built Form.* Avon will develop with a hierarchy of built forms that reflects the importance of the Town Center as the center of the community. High Quality design and finishes are found throughout the community.

*Sense of place and character.* Avon will be a fully developed community made up of smaller residential neighborhoods and a thriving Town Center that collectively provide a unique sense of place and charm that is not only enjoyed by those that live and work here year-around, but that is enviously enjoyed by those that come to visit.

*Thriving center of activity and entertainment:* Avon will provide the Eagle Valley with unique shopping, dining, entertainment and recreational opportunities.

## Avon's Vision

*A vibrant economy:* Avon will maintain a strong and sustainable year-round economy through our own efforts and through private/public partnerships.

*Diversity.* Avon recognizes that our community is the sum of its parts and that a healthy and vibrant community must welcome and encompass people with a wide range of backgrounds, interests, vocations, family status, and economic means. Avon will provide a total environment that is supportive of and attainable by a diverse community.

*Connectedness to culture and heritage.* Avon will provide exceptional art, architecture and cultural events and facilities, and promote its ranching, agricultural, and railroading heritage.

*An exceptional transportation and transit network.* Avon will support a multi-modal transportation network that provides convenient, efficient, clean links throughout the town, to ski area base facilities, and the entire Eagle Valley region.

*Cooperative partnership with organizations throughout the Eagle Valley:* Avon will be good neighbors to Beaver Creek, Eagle County, surrounding communities, and public lands in order to achieve mutual enhancements and the success of all.

## C. How We Will Achieve Our Vision

From our Vision and its underlying values, the Comprehensive Plan develops several tools to achieve them:

*Goals and Policies:* Having defined the Vision for Avon and the supporting Subarea Strategic Roles, tools are needed to shape the character of the subareas to their intended outcome. These same tools are also needed to guide decision making with respect to individual development projects and governance issues. We have these tools in our Goals and Policies:

- *Goals:* These are statements of intent by the Town Government that when implemented will support the achievement of the Vision. They are in fact our strategies to achieve our Vision.
- *Policies:* Under each Goal, we have established a series of Policies. These tactical actions are necessary to implement and achieve the strategic objectives of our Goals and consequentially our Vision.

*Town District Strategic Roles:* In order for the Vision to be achieved each geographic region or subarea of the Town must have a defined contribution or role within the total town. These subareas have been specified and a specific

## **Avon's Vision**

strategic role, character, and identity has been assigned to each so that the area may appropriately support our becoming the town that we envision.





## II. Introduction

### A. Purpose of the Plan

The Town's challenge is to shape the community's future by putting into place goals and implementation policies that will encourage the types of growth envisioned in this plan. This Comprehensive Plan provides the foundation and framework for such policies and actions by articulating an effective vision in words, maps and diagrams.

Six principal project goals guided the development of this Comprehensive Plan:

- Conduct a planning process that generates citizen and developer involvement and finds consensus.
- Create an Action Plan that articulates clear goals and policies and that will direct and prioritize the Town's future Capital Improvement Programs and future development.
- Develop a Future Land Use Plan and Community Framework Plan based on Avon's existing conditions and that identifies Avon's most desirable future land use mix and configuration.
- Develop an economic report in conjunction with a buildout analysis to identify economic constraints and opportunities facing Avon in order to better understand how land use and development decisions affect the local economy and the provision of public services.
- Develop a Fiscal Impact Analysis Model to evaluate impacts from development activity on Avon's public services costs and public revenues in order to understand the inherent trade-offs of potential land use and development scenarios.
- Update other key plan elements.

### B. Avon's History and Context

The Town of Avon is located in the stunning Rocky Mountains of Colorado along the scenic Eagle River. The town serves as a gateway to the world-class Beaver Creek Resort and is eight miles west of world-famous Vail. It is a home rule municipality in Eagle County, with the county seat located 20 miles to the west in the Town of Eagle.

The early Eagle River Valley, including the area that was to become Avon, was first inhabited by the Utes. These great Native American horsemen spent winters in the mild climate to the west and returned to, in their language, "the shining

## Introduction

mountains”, each summer to hunt mule deer, elk and the great buffalo.

The earliest Anglo-Americans visiting the area were probably hearty Mountain Men trapping beaver to supply fur for city folks' fashionable top hats. In 1845 a dashing adventurer, John Charles Fremont, led his California-bound expedition down the Eagle River through present day Avon and caught what they called a “buffalo fish,” probably a mountain white fish or a very old cutthroat trout, at a riverside camp called “William's Fishery”. The famous Hayden Survey party came to the Eagle Valley in 1873 noting impressive geology near present day Minturn and Squaw Creek, near present day Cordillera.

Settlers arrived in the early 1880's, including George A. Townsend who "took up a homestead" of 160 acres, the legal limit, and built a house at the confluence of the Eagle River and Beaver Creek. Mr. Townsend is said to have fancied the name Avondale for the area. At some point, Avon became its official name. Early pioneers, including Townsend, grew hay and raised cattle to feed hungry miners in nearby Red Cliff.

Metcalf and Oscar Traer rode together to Central City to witness each other's paperwork “proving up” their respective claims under the federal Homestead Act. Homesteaders also worked together to dig essential irrigation ditches, sometimes using dynamite and a horse-drawn scoop called a fresno, some of which still supply irrigating water to Avon today. As early as July 4, 1891, the Eagle County Times reported “Eagle County is a good place to visit, a better place to settle in, and the best place in the state for capital-seeking investment.”

In the 1920's head lettuce was the crop of choice in Avon and neighboring Beaver Creek and Bachelor Gulch. Box cars stood at the Avon Depot, loaded with ice from the Minturn ice house (the ice had been cut the preceding winter at Pando up near Tennessee Pass) and readied for freshly cut lettuce heads delivered in crates by farmers and their ranch hands including wives. These refrigerated railcars shipped Avon crops as far as the east coast providing fresh lettuce weeks after the nation's standard lettuce harvest was gone. Through the years Avon land produced cattle, hay, potatoes, peas, oats and, starting in the 1940's, sheep. By this time most of Avon's homesteading families were long gone but descendents of William Nottingham had stayed on and owned and operated nearly all of the land called Avon.

By 1972 Vail had become one of the top destination ski resorts in the country and pressure mounted “down valley” in Avon for ranch land to be developed. One branch of the Nottingham family sold its controlling interest in the land to

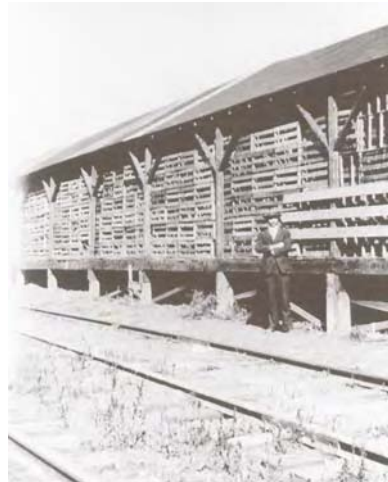
## Introduction

Benchmark Companies and the Town of Avon was incorporated on February 24, 1978. The new town was comprised of the land in present day central and western Avon including the area that soon became Nottingham Park. After ten years, in 1988, Avon had a permanent population of 1,500 people. Another branch of the Nottinghams sold its land to companies owned by developer Magnus Lindholm, the area encompassing present day eastern Avon and the northern hillside. Residents continued to move to Avon and, in 1998, Avon was home to over 3,000 residents. As of 2003, Avon's population had doubled to 6,727 people living in 2,317 households.

### ***Bibliography***

Simonton, June B., *Beaver Creek. the First One Hundred Years.* June B. Simonton, Vail, Colorado. Copyright 1984.

Simonton, Don and June. *Living on the Mountain. A History and Field Guide of Bachelor Gulch.* Vail Associates Real Estate Group, Inc., Avon, Colorado. Copyright 1996.



**Top left:** Early Avon residents.

**Above:** Lettuce storage sheds.

**Left:** Avon in the 1950s.



### III. Land Use and Community Framework

#### A. Existing Land Use Patterns

Avon's existing pattern of land uses has remained essentially unchanged since the adoption of its first comprehensive plan in 1996 with the notable exception of the annexation and initial development of the Village at Avon PUD on 1,790 acres of land east and north of the Town's previous boundaries.

The pattern of existing development in Avon has been shaped by land use regulations, natural physical characteristics of the valley, and man-made facilities and features that have been constructed over time. Significant natural features that have influenced land use patterns include the steep valley walls, relatively flat terrain upon the valley floor, the Eagle River, and smaller tributaries and drainages such as Metcalf Creek, Buck Creek, and Swift Gulch. Man-made features that have had an impact upon development and land use patterns within the Town are the railroad, US Highway 6, Interstate 70 (I-70), the local street pattern, and Nottingham Lake. Ownership of lands by the US Forest Service and the remaining land ownership patterns has also had an influence upon the arrangement of the various land uses within the Town.

Land development patterns and land use designations were initially formalized in 1974, when Benchmark Corporation received approval from Eagle County for the creation of the Benchmark at Beaver Creek Planned Unit Development (P.U.D.) comprising much of the area that is now the Town of Avon. Through the platting of the 513-acre Benchmark at Beaver Creek Subdivision, Blocks 1-3, each lot or development parcel was assigned a land use designation specifying the permitted uses upon each lot, and also assigned a designated number of development rights. Each development right assigned represented the ability to construct one dwelling unit. At the time that Avon was incorporated, the development rights system remained intact and a zoning ordinance was adopted. This system has since been amended over the years; however, some of the original development rights were adopted as part of the last major Zoning Code revision in 1990.

The primary focus of urban development within Avon has been in the Town Center District adjacent to Avon Road. This important roadway is the major north-south connection between I-70 and US Highway 6, and serves as the main

## Land Use and Community Framework

### Existing Land Use Patterns

access to Beaver Creek Resort. East of Avon Road, the land has been developed mainly as a one to two-story shopping center area, and is primarily oriented toward serving consumer need for both local residents and visitors traveling by automobile. A limited amount of office use also exists within this area, as well as a moderate number of residential units within vertically mixed-use buildings. The recent development of the Chapel Square mixed-use project and the associated redevelopment of the former Wal-Mart shopping center have provided a starting point for redevelopment of this area. A number of older developments provide opportunity for redevelopment due to their age and their underutilization of the land on which they are located.

The area just west of Avon Road has developed into the most intensely developed area of the Town Center District. The initial developers of Avon intended the Town Center District to become the centerpiece of the town. Avon Center, The Seasons, and Mountain Vista reflect this intent by their higher density character, including a vertical mix of uses with retail and commercial uses on the ground level and a combination of residential, office, and lodging uses on upper floors. The buildings in this area currently orient themselves along the Town's pedestrian mall, but the Town has initiated efforts to convert this pedestrian mall into a new 'Main Street' that can accommodate primarily pedestrians and secondarily automobiles.

Located east of Avon's existing East Town Center District is the Village at Avon Planned Unit Development. Annexed into the Town of Avon in 1998, the Village at Avon covers an area of approximately 1,790 acres extending from the existing Town Center District on the west, the railroad right-of-way on the south, the I-70 bridge over the Eagle River near the Eagle-Vail commercial area to the east, and the valley's northern hillside north of I-70. The PUD established entitlements to develop 2,400 dwelling units (500 of which are to be constructed as affordable housing) and 650,000 square feet of commercial development. The approved PUD development plan and associated PUD Guide provide the Village at Avon developers a broad amount of latitude in terms of the design, placement, and types of uses that can be developed. In general terms, however, the PUD development plan identifies mixed use urban village development with a system of open spaces/parks and civic/cultural/entertainment uses along the valley floor, a regional commercial area immediately south of the new I-70 interchange, and residential on the lower and upper saddles of the valley's northern hillside.

West of the Town Center District is Nottingham Lake and its associated parkland and surrounding residential

## **Land Use and Community Framework**

### **Existing Land Use Patterns**

development. This area, along with the western portion of Avon between U.S. Highway 6 and the railroad, has been the focus of relatively intense multi-family development. Avon's elementary school and the district water and wastewater treatment plants are also located in this area.

A node of commercial activity within Avon is located on the north side of the I-70/Avon Road interchange. The land uses in this area include convenience stores, auto repair shops and a restaurant. These uses service the local population as well as highway travelers. Residential uses are also situated along the north side of I-70, and take advantage of the buildable areas adjacent to Nottingham Road.

The Town's only light industrial land uses occur along the western end of Nottingham Road and along Metcalf Road north of I-70. Uses in this area consist of a mixture of wholesale commercial, warehousing, office, and commercial service facilities. The area is already developed, with only a few remaining vacant parcels.

Located on the north side of Avon are the Wildwood, Wildridge, and Mountain Star residential subdivisions. These areas have been designed to take advantage of southern views and solar exposure. Wildwood is a mixture of duplex and multi-family residential units, including affordable and deed restricted projects. Wildridge has developed into a mixture of single-family, duplex, and multi-family residential units. Mountain Star consists of high-end single-family residents on large lots.

Eaglebend and Nottingham Station are residential areas located along the Eagle River, on the east side of Avon Road between the railroad and the river. These areas include a mixture of multi-family, duplex, and single-family housing units.



# TOWN OF AVON COMPREHENSIVE PLAN



## Land Use and Community Framework

### Opportunities and Constraints

#### B. Opportunities and Constraints

An inventory of existing and potential geographic and physical elements influencing Avon and its future planning efforts was conducted. The results of this investigation were compiled in a map of the Opportunities and Constraints. The following are some of the key elements depicted on the Opportunity and Constraints map:

##### ***Opportunities:***

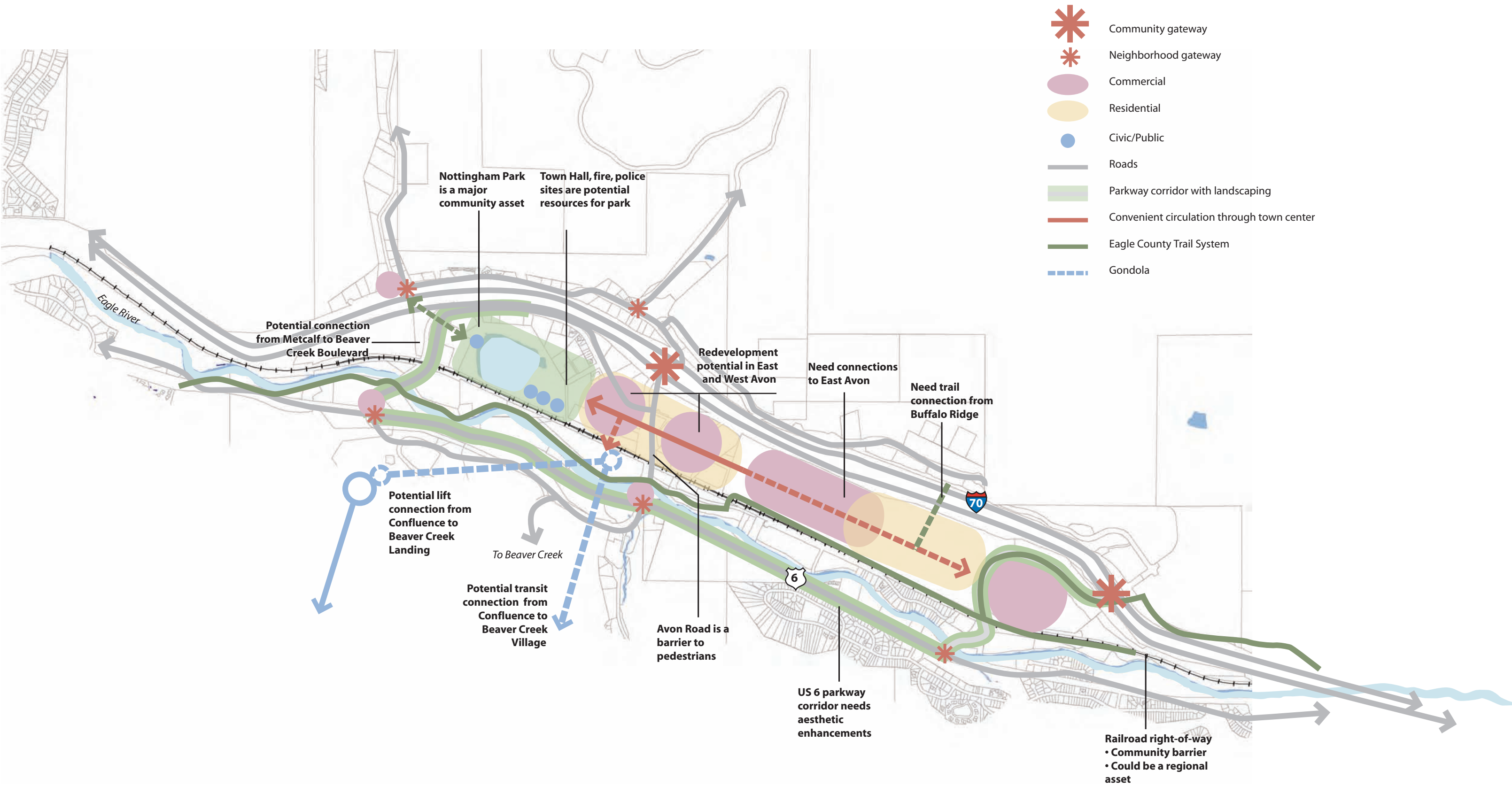
- Redevelopment of older buildings and the re-organization of parcel boundaries and the associated street pattern to create more organized and effective urban framework in the Town Center District;
- Development of a transit connection directly connecting Avon's Town Center District with Beaver Creek Village;
- Development of a lift connection directly connecting Avon's Town Center District with Beaver Creek Landing;
- Opportunity to connect Avon's Town Center District to the Eagle River;
- Opportunities to increase recreational and mobility options to and from Avon with the regional trail through Avon along the Eagle River;
- Utilization of Nottingham Park as a strong anchor/destination to the future "Main Street";
- Enhancement of existing civic and recreational amenities near Nottingham Park to strengthen this area as Avon's civic and cultural center;
- Opportunity for trail connection from Buffalo Ridge to the Village at Avon; and
- Potential to use the railroad right-of-way for transit service or trails.

##### ***Constraints:***

- Avon Road is perceived as a barrier for pedestrians attempting to walk between the East and West Town Center Districts.
- Avon's East Town Center District is fragmented and lacks strong auto and pedestrian connections.
- The railroad right-of-way creates a linear barrier separating Avon's Town Center District from other certain residential and commercial area and the Eagle River.



# TOWN OF AVON COMPREHENSIVE PLAN



## Opportunities and Constraints





### **C. Future Land Use Plan**

The Future Land Use Plan establishes preferred development patterns by designating land use categories for specific geographical locations. It should be understood that the land use designations depicted on the land use map do not supersede the Town's zoning districts and regulations. While the Town's zoning districts and their associated regulations establish each parcel's property rights in terms of allowable uses and conditions of development, the Future Land Use Plan and its land use designations are illustrative only and associated to general geographic areas and are therefore not suitable for parcel specific decision making.

The Future Land Use Plan was developed by:

- Integrating the ideas and concerns of local residents and property owners expressed at Stakeholder Interviews, Steering Committee meetings, Public Open Houses, Town Council hearings, and Planning and Zoning Commission hearings;
- Analyzing existing land use conditions, opportunities, and constraints related to physical, social, economic, and political issues and concerns;
- Understanding market conditions related to the future residential, commercial, office and industrial uses;
- Creating a balanced, more sustainable inventory of land uses that provides landowners and developers greater flexibility to meet changing market demands;
- Increasing the supply of residential/accommodation and commercial uses within Avon's Town Center District to provide a critical mass and diversity of uses, services and amenities that create both day and night activities within an inviting and energized urban environment;
- Defining an overall community form that peaks in terms of density and building height in the Town Center District surrounded by lower density and scale development; and
- Creating a unified and cohesive physical framework and community image between the Village at Avon and remaining portions of town.

The following definitions are intended to describe the intent of each land use designation depicted on the Future Land Use Plan. They should be considered in coordination with this Comprehensive Plan's overall vision and its individual Goals and Policies.

- **Civic/Public** – Public areas are intended to contain uses related to community services, such as fire stations,

## Land Use and Community Framework

### Future Land Use Plan

schools, community centers, hospitals, municipal centers, recreation centers, police stations, and municipal maintenance yards. Each proposed public use should be evaluated separately in terms of its land area and topographical constraints, as well as its compatibility with adjacent uses.

- **Open Space** – Areas identified as open space are to be protected from development, so that the natural character and environment of the landscape is preserved. Open space may also be used as a buffer between conflicting land uses and activities, as an edge to the community, to preserve views, as a mechanism to preserve a valued natural resource, or to protect the public from a hazardous situation. Floodplains, with their associated riparian habitat and wildlife, steep slopes, ridges, and other lands with unique physical properties are also good candidates for open space designation.
- **Parkland** – Parks are intended to provide for the passive and active recreation needs of the community or region. Where possible, they should be located and designed to take advantage of natural features and amenities.
- **Residential Low Density** – Areas designated for residential low density are intended to provide sites for single-family, duplex, and multi-family dwellings at a density no greater than 7.5 dwelling units per acre.
- **Residential Medium Density** – Areas designated for residential medium density are intended to provide sites for multi-family dwellings at a density no less than 7.5 and no greater than 15 dwelling units per acre.
- **Residential High Density** – Areas designated for residential density are intended to provide sites for multi-family dwellings no less than 15 and no greater than 20 dwelling units per acre.
- **Mixed Use**– The intent of the mixed-use designation is to create an area providing commercial retail and service uses with a supporting mix of office, residential, lodging, and entertainment uses in an urbanized, pedestrian-oriented environment. A high proportion of lodging and other residential uses should be achieved in order to create the needed critical mass of population and activity to energize the Town Center District. Building should be vertically mixed, with retail, restaurants, and other commercial services located on the lower levels in order to encourage a high level of interest and pedestrian

## Land Use and Community Framework

### Future Land Use Plan

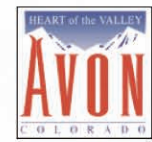
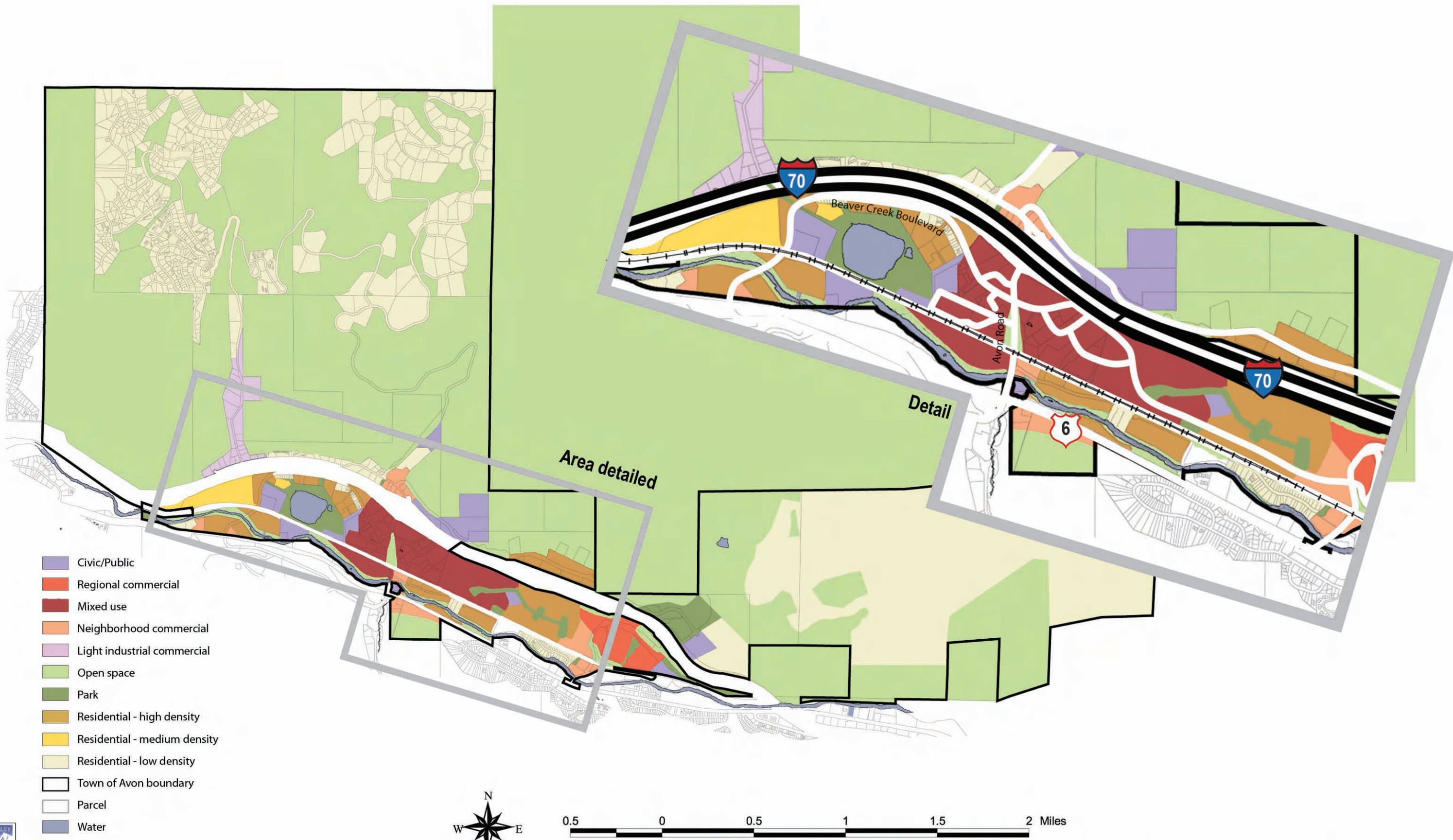
activity. Building design, siting, and orientation, as well as shared parking facilities and public gathering spaces create an environment that is appealing and inviting for pedestrians and vehicles.

- **Regional Commercial** – The regional commercial areas are intended to serve both local and regional shoppers with a wide variety of commercial uses, including discount retailers, offices, supermarkets, and other similar uses.
- **Neighborhood Commercial** – These areas are intended to provide neighborhood-focused retail and service uses (such as markets, childcare, restaurants, and cafes) that are conveniently located near and connected with surrounding residential neighborhoods.
- **Light Industrial Commercial and Employment** – Light industrial commercial and employment areas comprise a variety of businesses, including warehouses, research and development firms, repair shops, wholesale distributors, and light manufacturing. These areas may include supporting office, commercial, and accessory residential uses where appropriate.

The Eagle County Future Land Use Map is included as a reference. Continued low and medium density land uses surrounded by open space and recreation lands are planned for the area around Singletree and Arrowhead that abuts the Town's boundary. Although Eagle/Vail is largely built out, it is identified in the Future Land Use Map as "Community Center" – an existing residential, commercial, or mixed-use activity center. Residential densities range from three to twelve dwelling units per acre, but development clusters are encouraged.



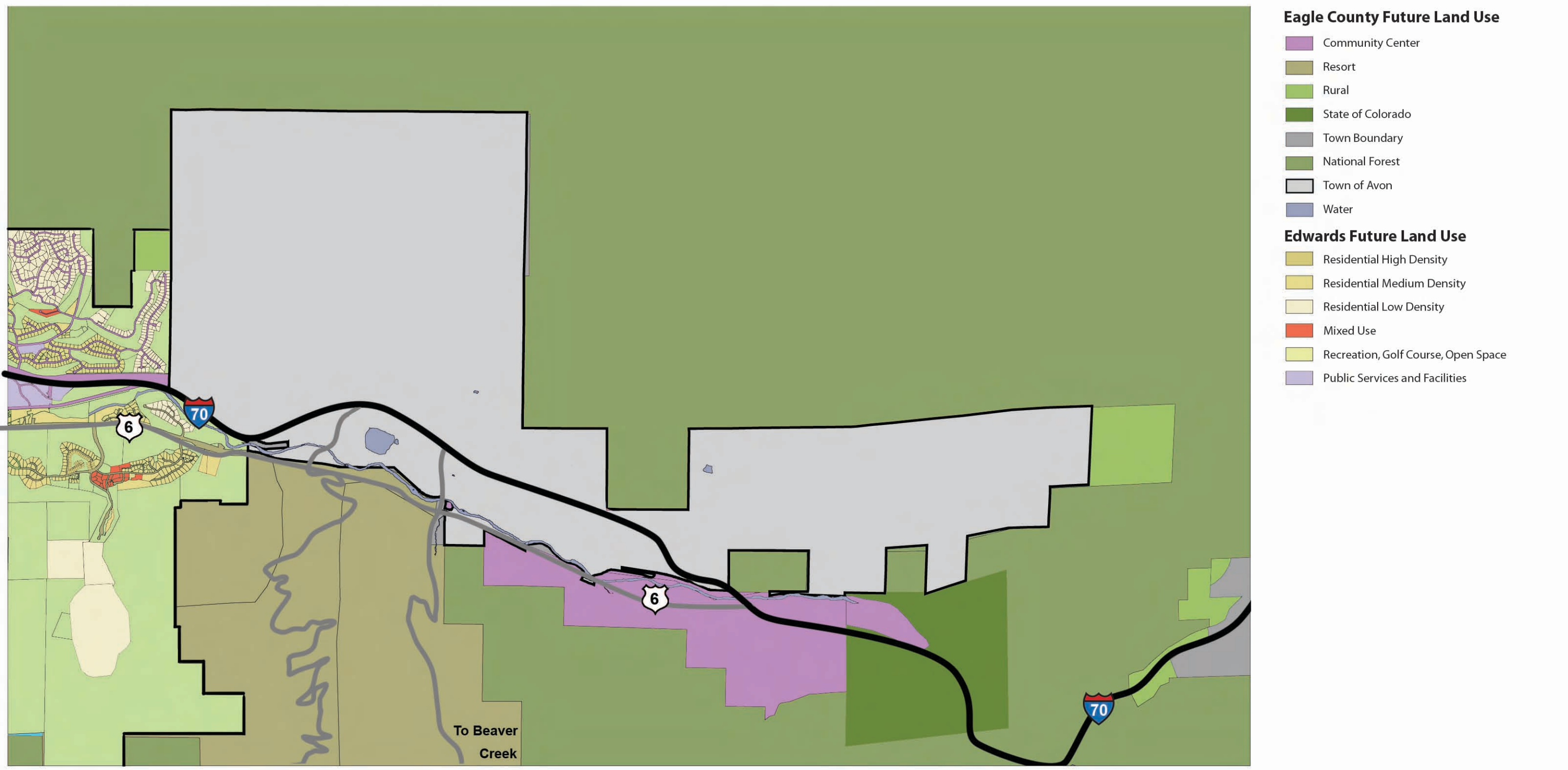
# TOWN OF AVON COMPREHENSIVE PLAN



Note: Road alignments are approximate.



# TOWN OF AVON COMPREHENSIVE PLAN



#### **D. Community Framework Plan and Built Form Diagram**

This Community Framework Plan and Built Form Diagram shall be used in conjunction with the Future Land Use Plan to illustrate key community design policies contained in this Comprehensive Plan to achieve the desired community character. Neither are intended to be a land use plan.

A major focus of the Community Framework Plan is to define relationships between designated land uses to create a meaningful and logical structure for future development. The application of the Community Framework Plan is fourfold:

1. The Community Framework Plan illustrates the larger-scale relationships between the Town Center Districts and other key areas within Avon;
2. The Community Framework Plan provides illustration of the land use goals and policies;
3. The Community Framework Plan provides a starting point for development submittals by illustrating how specific land use designations can be refined using the Comprehensive Plan's goals and policies; and
4. The Community Framework Plan provides an overall vision for Avon's community design structure. The plan serves as a guide and checkpoint to ensure that individual development plans are coordinated to create a functional, desirable overall land use pattern.

In order for Avon to realize its vision and its associated community goals and objectives, the key challenge facing Avon is to enhance its Town Center Districts. This Community Framework Plan identifies the East and West Town Center Districts as being comprised of the mixed-use nodes on the east and west sides of Avon Road. The Town Center Districts are intended to be Avon's focal point for social, business, and cultural activities. Specifically, the Town Center Districts are anticipated to provide mixed-use development of the highest intensity within the community supported by an exceptional pedestrian-oriented environment including comfortable spaces, exceptional views, and intimate gathering places. The Town Center Districts will provide a range of retail, business, lodging, civic, cultural, and residential uses. The Town Center Districts will also serve as Avon's major transit destination. In addition to the emphasis this plan places on achieving the potentials within the Town Center Districts, it is also essential to understand how other key areas within the community should relate to the Town Center District. The following districts represent key areas within Avon with significant ties and associations



## **Land Use and Community Framework**

### **Community Framework Plan**

to the Town Center District.

- The Village at Avon Village West District
- The Village at Avon East District
- The Nottingham Park District
- The Nottingham Road Commercial District

Each of these districts and their relationship to the Town Center District are described in detail in Section IV.

The Built Form Diagram is provided to illustrate the desired form of the community in a three dimensional method. The diagram is not to scale, but instead shows the relationship of one district to the next in regards to form. As developments are reviewed, the diagrams shall provide another source of guidance to support the land use regulations and design guidelines.

Implementation policies for undeveloped vacant lands and the connections of future development to existing neighborhoods will provide both the Town and potential developers with clear expectations regarding the Town's vision for future development.

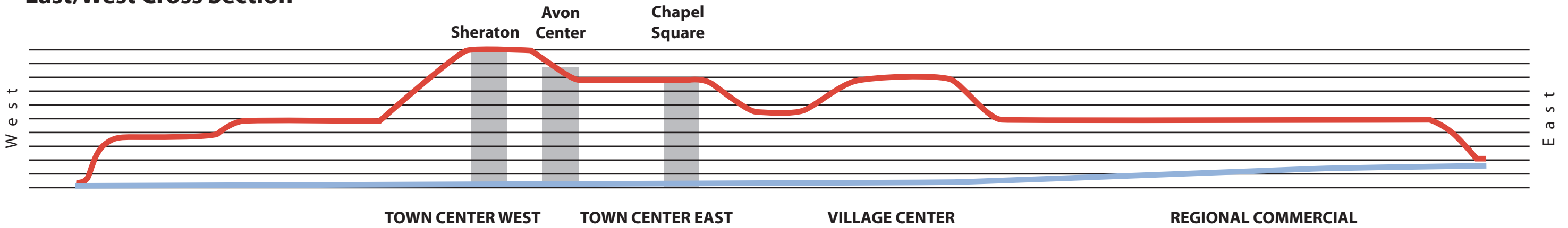
- Identify needed pedestrian and automobile connections to link all parts of the community and to develop a more functional and walkable community.
- Identify a general re-orientation for selective redevelopment of key parcels within the Town Center District to simplify its circulation system and increase opportunities for viable mixed-use development.
- Identify important heritage and cultural resources worthy of preservation and/or enhancements.
- Identify important community gateways and corridors. Then, identify ways to promote their enhancement.
- Identify a basic framework that works in conjunction with specific district planning principles identified in the plan.

# TOWN OF AVON BUILT FORM DIAGRAM

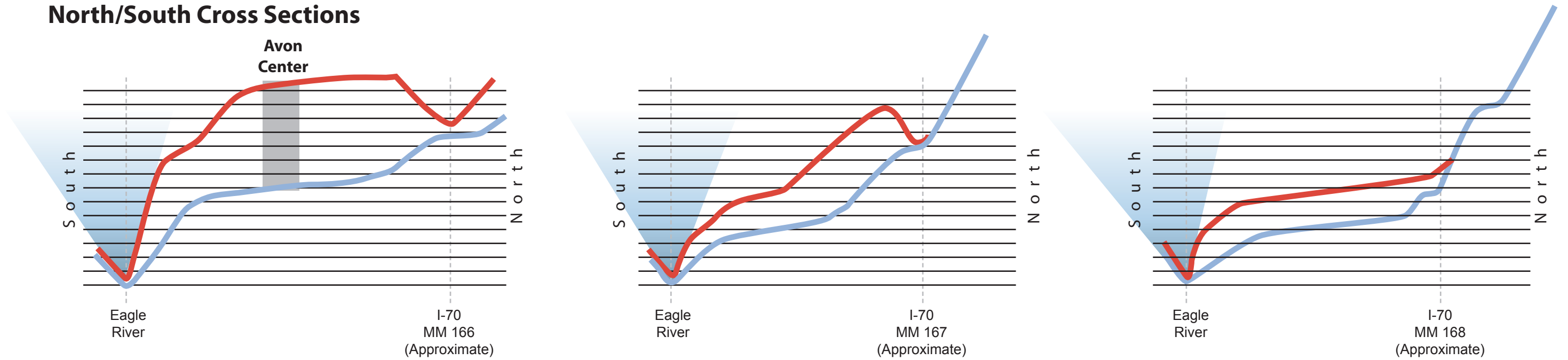


Note: Not to scale.

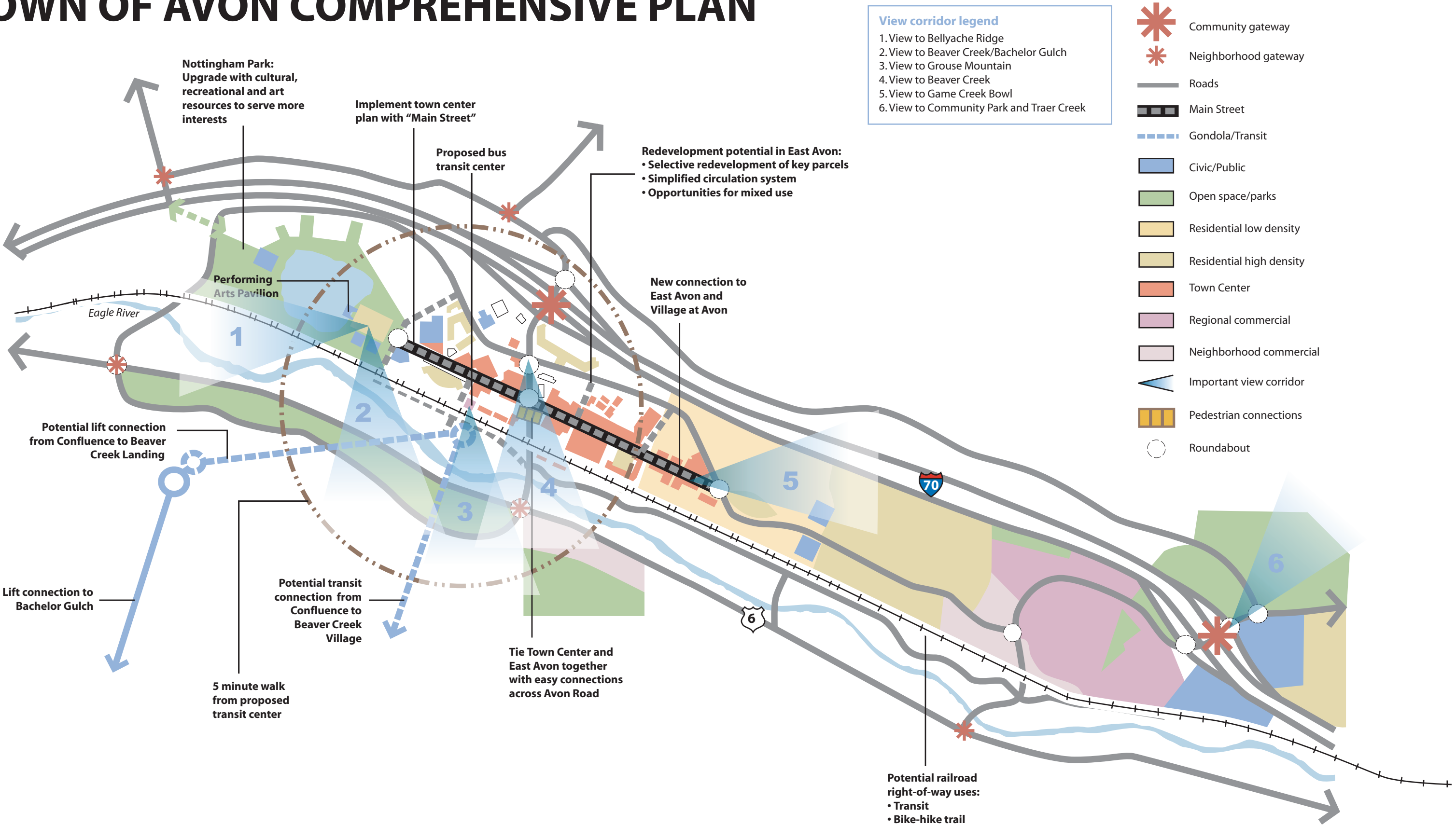
East/West Cross Section



North/South Cross Sections



# TOWN OF AVON COMPREHENSIVE PLAN





## IV. Goals and Policies

A number of overarching goals and policies provide direction in the following topic areas community-wide:

- Regional Coordination
- Built Form
- Land Uses
- Community Character
- Economic Development
- Housing
- Transportation
- Environment
- Parks, Recreation, Trails and Open Space
- Public Services, Facilities, Utilities and Government

Each topic area contains one or more goals and several specific policy objectives. Certain goals and policies are more specific and timely than others; however, all goals and policies contribute to the vision of the plan and its implementation.

Finally, certain policies interrelate to several topic areas (such as policies that are relevant to both *Land Use* and *Economic Development*). Where this redundancy occurs, the policy will cross-reference other goals or policies accordingly.

## Goals and Policies

### A. Regional Coordination

**Goal A.1:** Collaborate with Eagle County, adjacent municipalities, and other agencies to implement this plan and to ensure Avon's needs and goals are being met.

**Policy A.1.1:** Work with Eagle County, adjacent municipalities, and other agencies on cooperative planning efforts, including joint planning agreements to govern review and action on development applications within the Town's 3-mile planning area (from the town boundary).

**Policy A.1.2:** Refer development submittals (as deemed necessary by staff) to Eagle County, adjacent municipalities, and other agencies to ensure that regional issues are identified and considered as part of the public process.

**Policy A.1.3:** Review development submittals from Eagle County, adjacent municipalities, and other agencies to ensure that the town's issues are identified and considered as part of the public process.

**Policy A.1.4:** Participate in agreements with Eagle County, adjacent municipalities, and other agencies regarding funding of facilities and revenue sharing.

**Policy A.1.5:** Work with Eagle County, adjacent municipalities, and other agencies to coordinate efforts to address regional issues related to such topics as the railroad corridor, I-70, Highway 6, affordable housing, trails, and the Eagle River.

**B. Built Form**

**Goal B.1: Promote a compact community form.**

- Policy B.1.1:** Require that development throughout the community fit the overall Built Form according to the Built Form Diagrams in this plan.
- Policy B.1.2:** Amend the zoning code to include Floor Area Ratio limitations, which help to minimize standardization of heights and break up building bulk.
- Policy B.1.3:** Ensure development protects the enjoyment of outdoor spaces by maximizing sun exposure and protecting views.
- Policy B.1.4:** Require that development throughout the community meet the density guidelines as indicated on the Future Land Use Map.
- Policy B.1.5:** Require that development within the Town Center Districts is readily accessible to and otherwise integrated with existing retail areas and transit service routes for both pedestrians and vehicles.
- Policy B.1.6:** Require that development within the Town Center Districts includes vertically mixed uses.
- Policy B.1.7:** Require that development within the Town Center Districts maintain a strong street edge, however all floors above the third shall be setback and articulated.
- Policy B.1.8:** Locate uses that generate traffic to areas near transit facilities or shared parking facilities to



## Goals and Policies

minimize automobile travel and “re-parking” within the same area.

**Policy B.1.9:** Encourage redevelopment and revitalization of currently outdated, rundown, or otherwise neglected areas.

**Goal B.2:** Provide a distinct physical and visual separation between Avon and its surrounding communities that preserves the natural beauty of the surrounding mountains and the Eagle River valley.

**Policy B.2.1:** Inventory, analyze and prioritize lands adjacent to the developed portions of the Town, particularly developable open space, steep slopes, drainage corridors, ridgelines, river frontage and other environmentally sensitive areas, for possible acquisition and/or preservation as open space or other public purposes in order to maintain Avon’s visual identity.

**Policy B.2.2:** Maintain the Eagle River as a valued resource in accordance with the Eagle River Watershed Plan.

**Policy B.2.3:** Encourage cluster style development in areas of less density to promote creative and efficient site design that avoids impacts on environmental resources and augments open space.

**Policy B.2.4:** Work with landowners to identify opportunities for conservation easements or other permanent open space protection tools.

**Policy B.2.5:** Work with public landowners to secure appropriate access to public lands.

**Goal B.3:** Ensure that annexations provide an overall benefit to the community and are in conformance with this plan's goals and policies.

- Policy B.3.1:** Require that all annexed lands be master planned in conformance with the Future Land Use Plan and all existing design standards. It must clearly show physical, visual, and functional connections to existing development and Town facilities.
- Policy B.3.2:** Participate in planning efforts related to lands outside the Town's corporate limits that may affect the community by maintaining open communications with Eagle County, adjacent municipalities, and other governmental and quasi-governmental agencies.
- Policy B.3.3:** Coordinate land use policies and regulations with Eagle County, adjacent municipalities and other quasi-governmental agencies to make development more consistent across political boundaries.
- Policy B.3.4:** Ensure that all annexation agreements, subdivision improvement agreements and other subsequent commitments between the Town and an annexee clearly identifies the intent and/or purpose of the future development to assure that the identified intent or purpose will be achieved and the Town's goals and policies are being met.

## C. Land Uses

**Goal C.1:** Provide a balance of land uses that offers a range of housing options, diverse

## Goals and Policies

commercial and employment opportunities, inviting guest accommodations, and high quality civic and recreational facilities, working in concert to strengthen Avon's identity as both a year-round residential community and as a commercial, tourism and economic center.

**Policy C.1.1:** Ensure that proposed development and redevelopment projects conform to the Future Land Use Plan's designations and are a scale and intensity appropriate for the planning district in which they are located.

**Policy C.1.2:** Ensure each development contributes to a healthy jobs/housing balance in the Town and surrounding area.

**Policy C.1.3:** Focus lodging and guest accommodation in the Town Center Districts to take advantage of the proximity to retail, commercial and other community services.

**Policy C.1.4:** Develop detailed District Master Plans for each District. Once written, immediate action should be taken to provide clear and simple zoning that would allow the type of development approved in the District Master Plan.

**Policy C.1.5:** Where no District Master Plan has been prepared, flexible zoning such as Planned Unit Development should be considered as an alternative to straight zoning if it would allow a more effective development pattern. However, such flexible zoning will only be allowed where it provides a benefit to the community, is consistent with this comprehensive plan, and is compatible with



## Goals and Policies

surrounding development. Variations from standard zoning may be permitted only as needed to achieve a clearly demonstrated community benefit.

**Policy C.1.6:** Include sufficient land for public uses such as schools, recreation, community facilities (such as childcare), and government services near the people who use them.

**Policy C.1.7:** Encourage development applicants to meet with adjacent residents, businesses, and property owners prior to and during design, planning, and application phases. This will allow applicants to identify concerns and propose strategies for addressing them.

**Policy C.1.8:** Require proposed development near the railroad corridor, particularly in the Town Center Districts, to anticipate future transit and incorporate this potential into building and site design.

**Goal C.2:** Ensure that Avon continues to develop as a community of safe, interactive, and cohesive neighborhoods that contribute to the Town's overall character and image.

**Policy C.2.1:** Promote a wide range of residential uses including single family, duplex, multifamily, and vertically integrated residential units (housing on the upper floors of mixed-use commercial buildings) throughout the town.

**Policy C.2.2:** Require new residential development to provide a variety of housing densities, styles, and types based upon the findings of a housing needs assessment study.

## Goals and Policies

**Policy C.2.3:** Require pedestrian, bike, and automobile connections, where appropriate, between proposed and existing residential neighborhoods. The use of multiple access points, traffic calming devices, and/or street design standards will be employed to minimize cut through traffic.

**Goal C.3:** Use mixed-use development to create a more balanced, sustainable system of land uses.

**Policy C.3.1:** Require vertical and/or horizontal mixed-use development to occur in those areas identified in the Future Land Use Plan for mixed-use to enhance the Town's ability to respond to changing market conditions.

**Policy C.3.2:** Provide opportunities for short-term office and service uses in ground floor retail space when market demand is low, but retain permanent designation as retail.

**Goal C.4:** Encourage sustainable commercial development that enhances Avon's overall economic health, contributes to the community's image and character, and provides residents and visitors with increased choices and services.

**Policy C.4.1:** Develop a detailed District Master Plan for the East Town Center District identifying parcel configurations and new automobile and pedestrian circulation alignments to increase the district's viability.

**Policy C.4.2:** Require future commercial businesses, when appropriate, to cluster buildings and to provide publicly accessible amenities.

## Goals and Policies

**Policy C.4.3:** Encourage neighborhood retail and service activities in locations that are convenient to residential neighborhoods. Require such development to provide pedestrian connections to adjacent development and to existing and proposed trail systems.

**Policy C.4.4:** Encourage commercial developments to utilize innovative and environmentally friendly planning and construction techniques.

**Goal C.5:** Encourage redevelopment of existing light industrial and manufacturing uses that conform to existing plans and design standards.

**Policy C.5.1:** Require that service commercial and light industrial uses, including warehousing and light manufacturing include effective vehicular access and circulation separate from public roads or right of ways. Encourage effective screening from adjacent uses and public ways.

**Policy C.5.2:** Permit accessory residential uses in association with light industrial commercial development when compatible.

**Policy C.5.3:** Require adequate infrastructure improvements including sidewalks, utilities, and controlled access from collector roads.

## D. Community Character

**Goal D.1:** Ensure that development and redevelopment is compatible with existing and planned adjacent development and contributes to Avon's community image and character.



## Goals and Policies

**Policy D.1.1:** Encourage creative, forward-thinking development consistent with adopted plans.

**Policy D.1.2:** Ensure that development and redevelopment responds appropriately to adjacent development.

**Policy D.1.3:** Restrict large surface parking areas that directly abut local streets. If a large surface parking area is located next to a local street, use berms, plant materials of varying height, or other materials to buffer and screen these parking areas.

**Policy D.1.4:** Create a unified and cohesive physical framework and community image by ensuring compatible building orientation, scale, massing, siting, street alignments, streetscape furnishings, signage, lighting, etc.

**Policy D.1.5:** Update and enhance the Avon land use regulations so that development is subject to a thorough, rigorous set of development criteria.

**Goal D.2:** Create community gateways and streetscapes that reflect and strengthen Avon's unique community character and image.

**Policy D.2.1:** Beautify the town with street trees, sidewalks, landscaping and public art.

**Policy D.2.2:** Design and maintain the Town's streets and walkways as safe, inviting, and pedestrian/bicycle friendly public spaces.

**Policy D.2.3:** Improve the streetscape along U.S. Highway 6 to strengthen Avon's overall community image and to stimulate future

## Goals and Policies

development and redevelopment by providing a more attractive and cohesive street edge.

**Policy D.2.4:** Coordinate with the Colorado Department of Transportation to lessen visual and noise impacts for development adjacent to I-70 while preserving important views of Avon from I-70.

**Policy D.2.5:** Develop community gateways along Avon's major roadway corridors that respond to and strengthen Avon's community identity. Gateways will delineate the Town's boundaries using landscape, signage, and/or right-of-way treatments that are applied consistently to create a unified community image.

**Policy D.2.6:** Strengthen Avon's community edge to distinguish it from neighboring communities through the continued preservation of open space.

**Goal D.3:** Develop new and continue to enhance existing cultural and heritage facilities, events, and programs that strengthen Avon's community character and image.

**Policy D.3.1:** Support cultural activities oriented to families and year-round residents such as theater, concerts in the park, school activities, etc.

**Policy D.3.2:** Encourage through partial funding or other means, local festivals and special events.

**Policy D.3.3:** Encourage development of civic and recreational amenities that benefit existing neighborhoods.

**Policy D.3.4:** Develop a place for cultural events such as an open-air pavilion, amphitheater, or plaza.

## Goals and Policies

- Policy D.3.5:** Develop a plan for appropriate community-wide art installations.
- Policy D.3.6:** Maintain existing elements that contribute or reflect the heritage of the community and include forms and materials that reflect this heritage in new designs.

## E. Economic Development

**Goal E.1:** Ensure that there is a positive environment for small businesses.

- Policy E.1.1:** Conduct a retail analysis to identify specific opportunities to increase retail expenditures within Avon, to reduce sales tax migration to other nearby communities, and to support a year-round retail mix.
- Policy E.1.2:** Permit home occupations and live/work opportunities where there is minimal negative impact to the neighborhood to reduce traffic/commuting impacts in the community and provide affordable options for local entrepreneurs.
- Policy E.1.3:** Encourage small business incubators to support local entrepreneurs.

**Goal E.2:** Ensure the ability to fund and implement the necessary development and redevelopment by encouraging strategic use of town funds to leverage high quality private sector investment.

- Policy E.2.1:** Pursue economic development benefiting the Town of Avon by using local, county, state, or federal resources that are available including incentive programs and selection criteria. Community funds should be applied to different projects

## Goals and Policies

based upon level of projected public investment versus revenue returns to the Town.

**Policy E.2.2:** Use the Capital Improvement Plan to fund key public facilities that will catalyze private sector projects.

**Policy E.2.3:** Encourage private investment in Avon through such tools and strategies as Tax Increment Financing for specific development proposals, General Improvement District Bonds, expedited review processes, public/private financing mechanisms, applying for development and redevelopment grants, and participation (cost and revenue) in delivering infrastructure and services as advantageous to the Town and its economic development efforts.

**Policy E.2.4:** Encourage businesses that offer higher quality jobs for local residents within the region to relocate to Avon by promoting its available commercial land and buildings as well as its existing infrastructure and its accessible location.

**Policy E.2.5:** Address public economic and demographic information requests, as well as coordinate business attraction, retention, and reinvestment efforts between Town departments. Utilize local data and resources such as the Vail Valley Economic Council and Eagle County Profile wherever possible.

**Policy E.2.6:** Continually review business taxation practices in an effort to maintain Avon's competitive position in the region, while



## Goals and Policies

maintaining a healthy fiscal structure.

**Policy E.2.7:** Investigate the potential costs and benefits of establishing a vacancy assessment fee to discourage long-term commercial/retail vacancies.

**Goal E.3:** Increase the number of visitors to Avon by enhancing our attractiveness as a destination resort community.

**Policy E.3.1:** Promote effective transit and access with Beaver Creek Village that may include a direct lift transit connection, mass transit, trails, and pedestrian connections.

**Policy E.3.2:** Strengthen the tourism potential within Avon by working collaboratively with organizations throughout the community to capitalize upon Avon's unique recreational and cultural assets and heritage (i.e. coordinated marketing efforts).

**Policy E.3.3:** Institute minimum density requirements in the Town Center Districts to achieve the needed critical mass of retail, residential, and accommodation units.

**Policy E.3.4:** Actively support marketing partnerships to promote Avon as a tourist destination.

**Policy E.3.5:** Strengthen existing and develop additional cultural and recreational attractions oriented toward both local residents and visitors.

**Policy E.3.6:** Develop a joint visitor center with Beaver Creek on the east day parking lot or other suitable location to increase the effectiveness of providing

## Goals and Policies

information about the Avon community, its businesses, and the various special activities and events occurring within the community.

**Policy E.3.7:** Encourage increased use of the Town's website to promote local tourist attractions. Monitor and maintain the website to provide both current and general information about the Avon community, its businesses, and the various special activities and events occurring within the community. Provide links to reservation centers.

**Policy E.3.8:** Ensure that the tourism and recreational attractions, shopping and dining areas, parks, transit stops, trails, and bicycle routes are coordinated within an integrated wayfinding signage program oriented towards both pedestrian and vehicular traffic.

**Policy E.3.9:** Identify and honor cultural and heritage sites with elements such as museums, interpretive parks, markers, memorials, fountains, sculptures, statues, signage, banners, informational kiosks, public art, and/or flags.

**Policy E.3.10:** Encourage and facilitate the creation of new tourist attractions relating to interesting, niche retail and/or manufacturing operations.

**Policy E.3.11:** Coordinate advertising of local festivals and events with window displays and special promotions by area businesses.

**Policy E.3.12:** Seek marketing opportunities for local businesses such as restaurants and lodging to

## Goals and Policies

capitalize on an overall community image rather than a single venue or event.

**Policy E.3.13:** Encourage collaborative approaches between the various community stakeholders, such as but not limited to the Eagle County, Vail Valley Chamber and Tourism Bureau, Beaver Creek Resort Company, Vail Resorts, Eagle County School District, Town of Avon Parks and Recreation Department, and Eagle County Library District to enhance Avon's overall guest potential.

**Policy E.3.14:** Achieve greater use of existing natural assets and facilities in the community with an expanded schedule of events to strengthen the Town's year-round guest potential and to provide an amenity for local residents.

## F. Housing

**Goal F.1:** Achieve a diverse range of quality housing options to serve diverse segments of the population.

**Policy F.1.1:** Establish policies and programs, as further detailed under Goal F.2., which will address housing needs identified in a periodic housing needs assessment. The Area Median Income (AMI) ranges, as periodically updated by Eagle County, shall be used to establish the affordability of a housing unit when evaluating the mitigation rate required of any development associated with a rezoning application or Planned Unit Development (PUD), or any combination thereof.

## Goals and Policies

**Policy F.1.2:** Encourage private development that provides a diversity of housing types, sizes, architectural styles, and prices ranges appropriate for local working families.

**Goal F.2:** Provide an attainable housing program that incorporates both rental and ownership opportunities, affordable for local working families, that are attractive, safe, and integrated amongst the community.

**Policy F.2.1:** Require that development, annexations, and major redevelopment includes or otherwise provides for attainable housing.

**Policy F.2.2:** Calculate the impact generated by varying types of land use and development, specifically, commercial and residential linkage calculations. The most recent data available, as periodically updated by Eagle County and the State will be used in this regard. Alternative methods of providing attainable housing, including but not limited to: payment-in-lieu; land dedications; and public-private partnerships, may also be considered.

**Policy F.2.3:** Ensure that attainable housing mitigation is applied at the most appropriate rate and is derived with full consideration of all other public benefits, as contemplated by the public benefits criteria referenced in Section 17.28.085 (AMC), provided by any proposal found to be subject to the rezoning and PUD criteria.

**Policy F.2.4:** Require that attainable housing be integrated within large developments and the Town as a



## Goals and Policies

whole, rather than separated from the rest of the community, including such units proposed with other developments, and done so in a positive manner.

**Policy F.2.5:** Require attainable housing to be within close proximity to existing services and development, serviced by transit (including bike and pedestrian paths), and close to schools/child care.

**Policy F.2.6:** Require minimum, “live-able” dwelling unit size and quality standards for all attainable housing provided as part of any development or redevelopment agreements to achieve a diverse range of housing types. Such standards shall be proposed at the time a rezoning application is brought before the Planning and Zoning Commission for a formal recommendation to Council.

**Policy F.2.7:** Adhere to the principle of “no net loss” of attainable housing.

**Policy F.2.8:** Deed restrictions, including, but not limited to: Residency and employment qualifications, price appreciation caps, capital improvement, ownership & rental restrictions shall be determined and implemented at the time a redevelopment application is reviewed, on a project-by-project basis, based on factors such as location, topography, and land use type(s).

**Goal F.3:** Participate in countywide housing policies and procedures.

**Policy F.3.1:** Participate in countywide down-payment assistance program.

- Policy F.3.2:** Collaborate on joint housing studies and strategies to avoid jurisdictional shopping.

**G. Transportation**

**Goal G.1:** Create an integrated transit system that minimizes dependence on automobile travel within the Town by making it easier and more inviting to use transit, walk, ride bicycles, and utilize other non-motorized vehicles.

- Policy G.1.1:** Connect pedestrian, bicycle, and vehicular circulation systems with regional transit (including the accompanying necessities such as bicycle racks).

- Policy G.1.2:** Devise a public transit service plan that would replace the current one-way loop system with a two-way system that utilizes new road links. Compare annual service hours and productivity (passengers per vehicle-hour) estimates of the two alternative service plans.

- Policy G.1.3:** Require that commercial, public, and other uses that generate significant traffic are served by transit and linked by pedestrian and bicycle paths to minimize their dependence on automobile travel.

- Policy G.1.4:** Ensure that commercial areas, in particular the Town Center Districts, are designed to minimize in-town automobile travel by making it easier for people arriving by car to park, and walk to multiple stores and businesses.

- Policy G.1.5:** Identify and participate in cost-effective transit partnerships

## Goals and Policies

with local resorts and other governmental entities to include transit connections, buses, and other transportation services and facilities.

**Policy G.1.6:** Prioritize pedestrians, bicycles, and transit over private vehicles when designing streets in the districts within the valley, and ensure that appropriate pedestrian access is available outside the valley.

**Policy G.1.7:** Ensure that streets effectively accommodate transit, pedestrian, bicycle and other modes of transportation.

**Policy G.1.8:** Retrofit existing streets to provide safe and inviting pedestrian sidewalks, shoulders, and crosswalks.

**Policy G.1.9:** Ensure that adopted roadway and intersection standards have adequate provisions within the public right of way to fully incorporate both auto and non-auto modes.

**Policy G.1.10:** Track annual traffic counts, in particular the prevailing ease of north-south travel through Avon to identify vehicular and pedestrian capacity needs.

**Policy G.1.11:** Provide a bicycle and/or pedestrian connection across or under I-70 between Metcalf Road and Beaver Creek Boulevard.

**Policy G.1.12:** Require development and redevelopment proposals within the Town of Avon's transit service area to provide appropriate transit amenities such as passenger shelters, waiting areas, pedestrian access, and lighting.

## Goals and Policies

- Policy G.1.13:** Develop a toolkit of traffic calming measures that would be appropriate to achieve the desired balance between vehicular, pedestrian and bike travel capabilities.
- Policy G.1.14:** Enhance air quality by implementing an alternative fuel program for the Town's transit and fleet vehicles.
- Policy G.1.15:** Preserve a corridor for an appropriate transit mode as a way to link the Village at Avon to the Town Center Districts.
- Policy G.1.16:** Develop a comprehensive town pedestrian circulation plan and require all development proposals to include it graphically on their plans. Development proposals should specifically address ways the development is contributing to the concepts with the pedestrian plan.
- Policy G.1.17:** Acquire alternative funding sources for operations and capital improvements to the transportation system: federal/state grants, public/private cost sharing opportunities, etc.
- Policy G.1.18:** Support a transit system that maximizes ridership by providing frequent service even if higher subsidy levels are required.

**Goal G.2:** Ensure that the railroad right of way corridor becomes an integral part to the Town's mobility system and no longer creates a barrier to circulation throughout the town.

- Policy G.2.1:** Ensure the preservation of the railroad right-of-way, in its



## Goals and Policies

entirety, through and adjacent to Avon, if it is abandoned.

**Policy G.2.2:** Provide safe and cost-effective, at-grade pedestrian/bicycle crossings through the railroad right-of-way, particularly between residential neighborhoods and employment centers, shopping centers, and schools.

**Policy G.2.3:** Provide safe and cost-effective, at-grade crossings through the railroad right-of-way, particularly between the Town Center Districts and the Confluence site.

**Policy G.2.4:** Advocate for a regional reuse of the railroad right of way corridor that fully investigates the possibility of developing a regional light rail transit system or trail system.

**Goal G.3:** Facilitate the development of a transit connection linking the Town of Avon with Beaver Creek Village and Beaver Creek Resort.

**Policy G.3.1:** Investigate transportation technology options that could accommodate transit passengers as well as skier and boarder use to directly link the Town Center Districts with Beaver Creek Village and Beaver Creek Resort.

**Policy G.3.2:** Work cooperatively with the Beaver Creek Resort Company and other appropriate entities to reach an equitable arrangement for funding and operating the transit connection.

**Policy G.3.3:** Develop a strong pedestrian connection between the transit connection, parking, and the transit center.

**Goal G.4:** Provide a safe and efficient vehicular transportation system.

- Policy G.4.1:** Develop alternative roads to more effectively disperse and relieve traffic congestion in community centers and on major roads.
- Policy G.4.2:** Require multiple access points for development to disperse traffic and allow for safe evacuation if necessary.

**Goal G.5:** Encourage a “park once/shop many” environment.

- Policy G.5.1:** Initiate a parking needs assessment and management study for the Town Center Districts. Consider revising Town Code and parking standards as a way to create incentive for redevelopment.
- Policy G.5.2:** Ensure parking facilities are easily accessible by pedestrian connections and have minimal visual impacts.
- Policy G.5.3:** Investigate the feasibility of joint development of structured parking facilities in the Town Center Districts to support private and public uses.
- Policy G.5.4:** Require that all development or redevelopment in the Town Center Districts incorporate structured parking or contribute to a pay-in lieu program to develop joint private/public parking structures. Separate underground parking structures should share access and connect to adjacent underground parking structures.

## Goals and Policies

### H. Environment

**Goal H.1:** Protect Avon's unique natural setting and its open spaces.

**Policy H.1.1:** Protect and capitalize on the Eagle River corridor as an important recreational amenity and riparian habitat by implementing the Eagle River Watershed Plan.

**Policy H.1.2:** Acquire or otherwise permanently protect important/significant open space.

**Policy H.1.3:** Require development and redevelopment to accommodate wildlife habitat, including deer and elk migration routes, or otherwise mitigate loss of habitat.

**Policy H.1.4:** Require appropriate revegetation for all development that requires grading and excavating.

**Goal H.2:** Protect the health, safety, and welfare of the citizens through avoiding or adequately mitigating environmental hazards

**Policy H.2.1:** Avoid development in environmental hazard areas such as floodplains, steep slopes, areas with geologic hazards, wildfire hazard areas, and areas with erosive soils.

**Policy H.2.2:** Require development and redevelopment to minimize degradation of sensitive natural areas by restricting development on steep hillsides.

**Goal H.3:** Protect the health, safety, and welfare of the citizens by eliminating, reducing, or preventing air, water, light, and noise pollution.

**Policy H.3.1:** Reducing the number of air

## Goals and Policies

pollution sources to the greatest extent possible, by limiting the number of fireplace installations, reducing demand for automobile trips, and reducing pollution from existing sources through the use of alternative fuels, scrubbers, and other technologies.

**Policy H.3.2:** Require appropriate control of fugitive dust from disturbed sites in adherence to Avon's Building Code as determined by the Building Department.

**Policy H.3.3:** Protect water quality and quantity by following the Eagle River Watershed Plan's recommendations.

**Policy H.3.4:** Ensure outdoor lighting does not create undesirable light pollution and complies with the "Dark Sky Ordinance". Revisit the ordinance as needed to ensure it is achieving the desired goals.

**Policy H.3.5:** Develop an educational campaign on noise pollution to inform residents, employees, second homeowners, and visitors of Avon's goals regarding noise.

**Goal H.4:** Conserve environmental resources to ensure their most efficient use.

**Policy H.4.1:** Develop an energy and environmental resource plan to identify areas of potential conservation and best management practices for town operations.

**Policy H.4.2:** Support regional and local efforts for recycling and maintain support of regional recycling facilities.



## Goals and Policies

**Policy H.4.3:** Require use of innovative and environmentally friendly appliances and building techniques including water conservation approaches for new and existing development.

**Policy H.4.4:** Conserve water through public education, supply management, and demand management techniques, requiring residential, commercial, and municipal landscaping to be compliant with the water conservation design guidelines.

## I. Parks, Recreation, Trails and Open Space

**Goal I.1:** Provide an exceptional system of parks, trails, and recreational programs to serve the year-round leisure needs of area residents and visitors.

**Policy I.1.1:** Require new residential and resort developments to incorporate recreational amenities that are accessible to the public.

**Policy I.1.2:** Continue to evaluate and acquire parcels or easements for open space, trails, and recreation.

**Policy I.1.3:** Integrate the town's recreational trail system with the regional trail systems (ECO Trails, U.S. Forest Service, and BLM).

**Policy I.1.4:** Require new annexations and developments to include or otherwise contribute to land for trails, open space, and recreation purposes.

**Policy I.1.5:** Coordinate with Eagle County

## Goals and Policies

and other government and non-profit agencies in planning, protecting, and managing public open space, and in providing access and linkage opportunities.

**Policy I.1.6:** Conduct a master plan study of Nottingham Park so that potential program enhancements can be identified to better activate and enhance the park as Avon's primary recreational and cultural center.

**Policy I.1.7** Develop a river front park that connects the Eagle River to the Town Center Districts and Nottingham Park.

**Goal I.2:** Coordinate and collaborate with surrounding jurisdictions and agencies to develop seamless recreational opportunities.

**Policy I.2.1:** Participate in travel management planning by the U.S. Forest Service to ensure that the adequate development and long-term maintenance of trails and trailheads are meeting the town's needs.

**Policy I.2.2:** Collaborate with other recreation providers such as Western Eagle County Metropolitan Recreation District and private homeowners associations to discuss joint use of facilities and coordinated event planning.

**Policy I.2.3:** Prevent U.S. Forest Service and BLM land swaps within the 3-mile planning area.

## J. Public Services, Facilities, Utilities and Government

**Goal J.1:** Utilize this comprehensive plan in all town dealings including capital planning, operation/maintenance of facilities, and

## Goals and Policies

programming of events.

- Policy J.1.1:** Consistently adhere to established policies and regulations.
- Policy J.1.2:** Analyze town spending to assure that the priorities of this comprehensive plan are being considered for implementation.

**Goal J.2:** Ensure cost effective provision and development of public facilities and services.

- Policy J.2.1:** Coordinate with quasi-jurisdictional agencies regarding service expansions and other development that could affect the achievement of the district goals and objectives.
- Policy J.2.2:** Locate schools, parks, and other civic facilities, along trails, sidewalks, and transit facilities.
- Policy J.2.3:** Ensure that annexations and new subdivisions include or otherwise provide for community services and facilities (i.e. schools, transit, fire, affordable housing, etc.) based on the increased demand created by those developments.
- Policy J.2.4:** Analyze the net costs of various types of growth and development including long-term service provisions and secondary impacts.
- Policy J.2.5:** Develop neighborhood and community-based childcare facilities and include youth in the programming of community or public facilities.

**Goal J.3.1:** Encourage the broad participation of citizens in planning efforts and decision-making.

- Policy J.3.1:** Strive for increased transparency in government.
- Policy J.3.2:** Build awareness of upcoming events, planning processes, and decisions.
- Policy J.3.3:** Use multiple means of communicating with the public including radio, newspapers, mailings, internet, email, churches, community centers, etc.

**K. Implementation Matrix**

A key function of the Town of Avon Comprehensive Plan is to identify the priorities for the implementation of its vision and goals. Many of the policies are ongoing actions that should be considered regularly when decision-making (reviewing development applications, developing capital improvement plans, etc.). They are each a priority and can be used as a checklist for decision-makers. Nevertheless, several of the policies indicate “next steps” to the plan. These policies represent both short-term and long-term projects. The following list includes those tangible next steps and should be reviewed on a yearly basis prior to the development of the next year’s budget. All other policies not listed within the matrix are viewed as having ongoing characteristics that are applicable on a sustained or continual basis.





**Goals and Policies  
Implementation Matrix**

PROJECT	ASSOCIATED POLICIES
West Town Center Implementation	West Town Center District
Update Land Use Regulations	D.1.5, B.1.2, B.3.3
Pedestrian Connection and Circulation Plan	G.2.2, G.2.3, G.3.3
East Town Center Plan	East Town Center District C.4.1
Signage, Wayfinding, and Streetscapes	E.3.8, D.2.3, G.1.8
Community Gateways	D.2.5
Retail Analysis	E.1.1
Parking and Vehicular Connection and Circulation	G.1.4, G.5.1
Park/Open Space Plan and Nottingham Park District Plan	Nottingham Park District I.1.6, B.2.1, B.2.5
Housing Needs Assessment	F.1.1, F.2.4
Three-Mile Plan	A.1.1
Energy and Environmental Resources Plan	H.4.1
Railroad Right of Way Preservation	G.2
Riverfront Park	I.1.7
Master Plans for Each District	C.1.4
Venue for Cultural Events	D.3.4
Cost of Growth Analysis	J.2.4
Public Art Plan	D.3.5
U.S Highway 6 Streetscape	D.2.3
Buffers from I-70	D.2.4
Joint Visitor Center with Beaver Creek	E.3.6
Transit from Village at Avon to Town Center Districts	G.1.14
Alternative Road Development	G.4.1
Educational Campaign Regarding Noise	H.3.5

## V. District Planning Principles

### A. Districts Priority Classifications

While the Goals and Policies of this plan generally apply to all areas of the Town, the system of district designations provides specific planning and urban design recommendations to distinct areas within the Town. The district descriptions and principles are a result of input from the community, intent of the landowners, and the existing development rights.

As part of the comprehensive planning effort, the Steering Committee assessed the appropriateness of the previous district boundaries and made adjustments as necessary to ensure that each district still comprised a cohesive geographic entity. Then the committee conducted an evaluation of the districts to ensure that the planning guidance and implementation recommendations of the previous plan were still current and appropriate.

The next step was to assign to each district one of three relative priority designations – *High Priority, Medium Priority, or Static/Low Priority* – based on the level of issues and/or changes confronting a particular district. The priority levels were assigned with the recognition that the Town must prioritize where and how it expends its resources to most effectively realize the community vision within this plan.

As a result, the Steering Committee produced a map identifying the newly established districts and classifying each district by its priority level. The final step involved re-evaluating each district with emphasis on the high and medium priority areas in terms of the appropriateness of the district's role and specific Planning Principles in accordance with the plan's Vision, Future Land Use Plan, Community Framework Plan, and Goals and Policies.

# TOWN OF AVON COMPREHENSIVE PLAN

- High priority district
- Medium priority district
- Low priority district
- Town of Avon boundary
- Parcel

### High Priority Districts

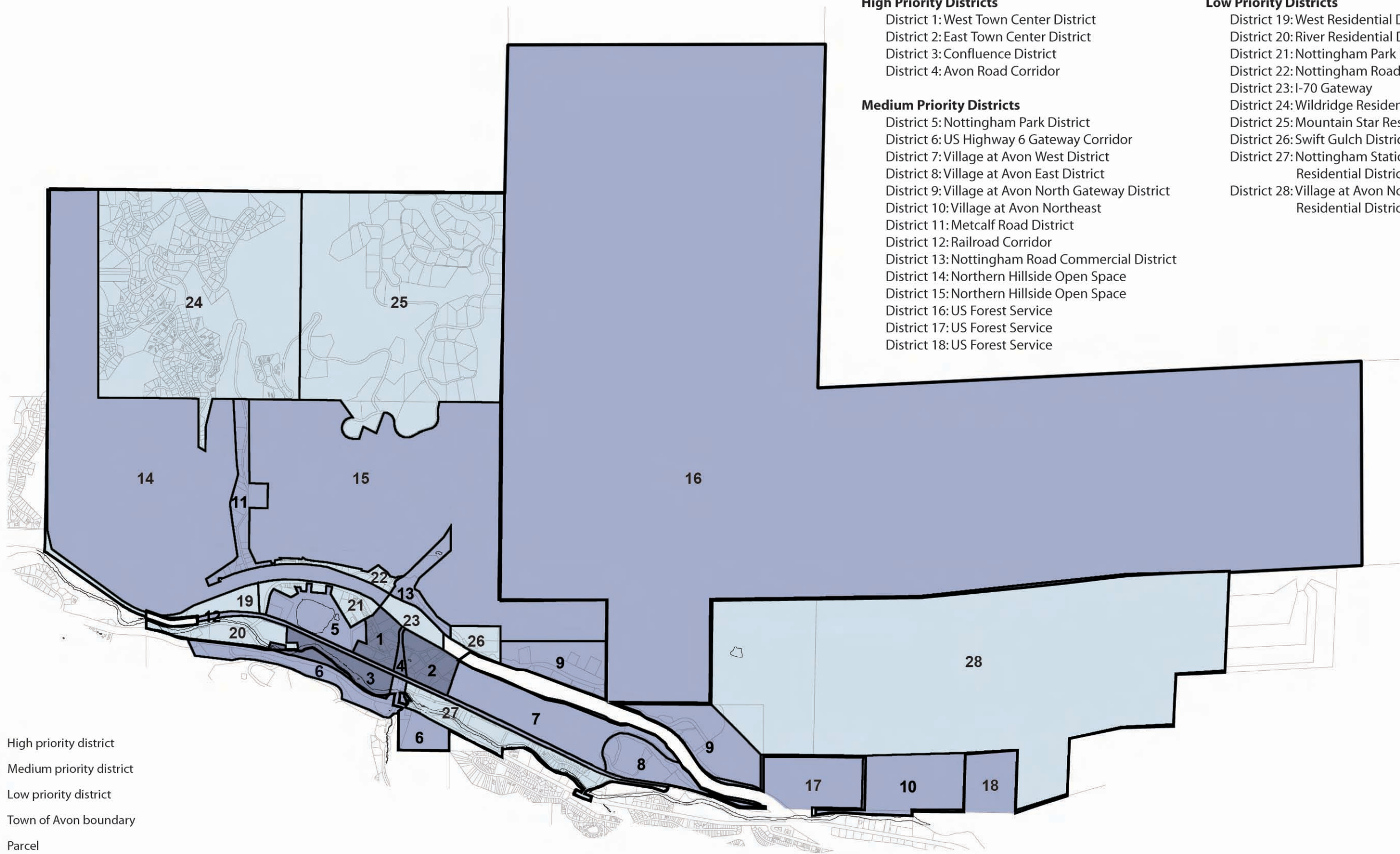
- District 1: West Town Center District
- District 2: East Town Center District
- District 3: Confluence District
- District 4: Avon Road Corridor

### Medium Priority Districts

- District 5: Nottingham Park District
- District 6: US Highway 6 Gateway Corridor
- District 7: Village at Avon West District
- District 8: Village at Avon East District
- District 9: Village at Avon North Gateway District
- District 10: Village at Avon Northeast
- District 11: Metcalf Road District
- District 12: Railroad Corridor
- District 13: Nottingham Road Commercial District
- District 14: Northern Hillside Open Space
- District 15: Northern Hillside Open Space
- District 16: US Forest Service
- District 17: US Forest Service
- District 18: US Forest Service

### Low Priority Districts

- District 19: West Residential District
- District 20: River Residential District
- District 21: Nottingham Park Residential District
- District 22: Nottingham Road District
- District 23: I-70 Gateway
- District 24: Wildridge Residential District
- District 25: Mountain Star Residential District
- District 26: Swift Gulch District
- District 27: Nottingham Station/Eaglebend Residential District
- District 28: Village at Avon Northern Residential District



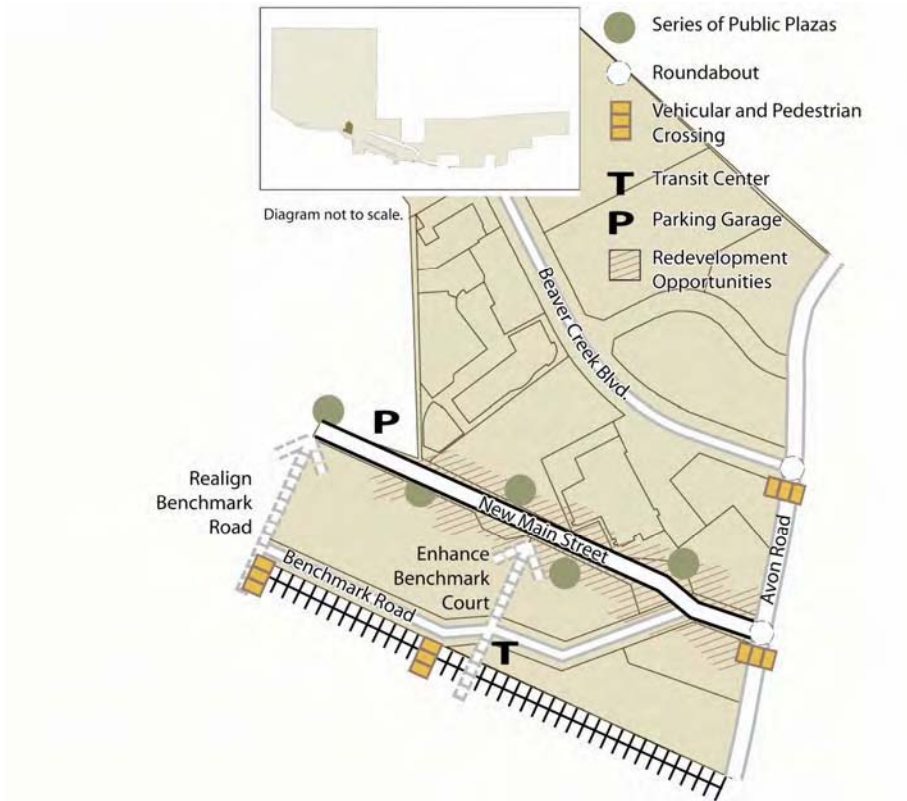
## District Priorities

## Town District Planning Principles

### High Priority Districts

#### B. High Priority Districts

The following districts are high priority for the Town:



#### ***District 1: West Town Center District***

The role of the West Town Center District is to serve as the heart of the community. Social, cultural, intellectual, political, and recreational gatherings occur in this district. In addition, the district acts as the common ground between the full-time residents, part-time residents, and destination guests through diverse retail and entertainment opportunities.

The West Town Center District will be an intensely developed mixed use, pedestrian-oriented area that serves as the primary focus for residential and lodging development within the overall Town Center.

Currently, this district provides a diversity of land uses in vertically mixed-use buildings. Uses include retail, office, residential, government services, civic facilities, and parks loosely grouped around a 50-foot pedestrian mall right-of-way.

**The heart of the  
community.**



## Town District Planning Principles

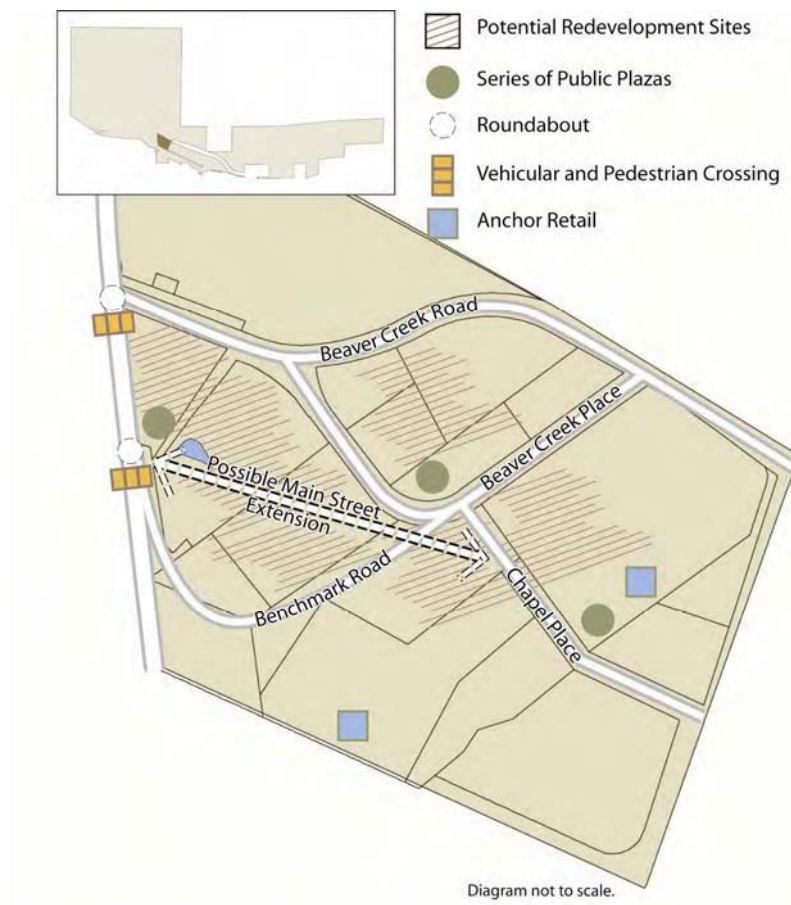
### High Priority Districts

#### Planning Principles:

- Create a new “Main Street” in the existing pedestrian mall right-of-way.
- Realign West Benchmark Road to improve circulation in the area and enhance the development feasibility of vacant parcels.
- Link pedestrian, bicycle, and automobile circulation to and through Avon’s Town Center, Nottingham Park, the Confluence site, and the Eagle River.
- Develop a multi-modal transit center.
- Develop a parking structure associated with the expansion of Avon’s Recreation Center.
- Develop a mix of uses that provides a strong residential and lodging bed base supported by community and guest commercial uses.
- Create inviting storefronts with retail, restaurant, and entertainment uses on ground levels and offices, lodging, and residential uses above.
- Establish public plazas and other gathering spaces for community interaction and social events.
- Provide entertainment opportunities for residents and guests to enliven the area and promoted and extended retail hours.
- Use signage, streetscape design, landscaping, points of interest, and other wayfinding elements to help orient visitors to important destinations within the district and the larger Town Center.
- Use architectural detailing on ground level/first floor to enhance the pedestrian environment that includes a human scale, display windows, appropriate lighting, and other pedestrian amenities.
- Site buildings of various sizes along the street edge to maximize sun exposure, protect views, and break up building bulk.
- Develop a new transit center and private/public structured parking facilities that provide easy access to and through the district.

## Town District Planning Principles

### High Priority Districts



#### ***District 2: East Town Center District***

The East Town Center District is a key revitalization prospect for the community. Significant redevelopment opportunities exist in the district, and must be considered comprehensively with concern for the needs and desires of the community. This district also abuts the Village at Avon and its associated future development. Strong pedestrian and street connections should be established so that these districts create a consistent and cohesive community core.

The size of the parcels provides an opportunity for a variety of redevelopment opportunities. The challenge will be to overcome the confusing street patterns, indirect pedestrian walkways, diminished sight corridors, and to entice people out of their car to experience the entire Town Center.

A mix of uses, including major retail establishments, smaller retail shops, personal services, offices, and supporting residential/lodging uses will be essential for the district.

**A key  
revitalization  
prospect.**

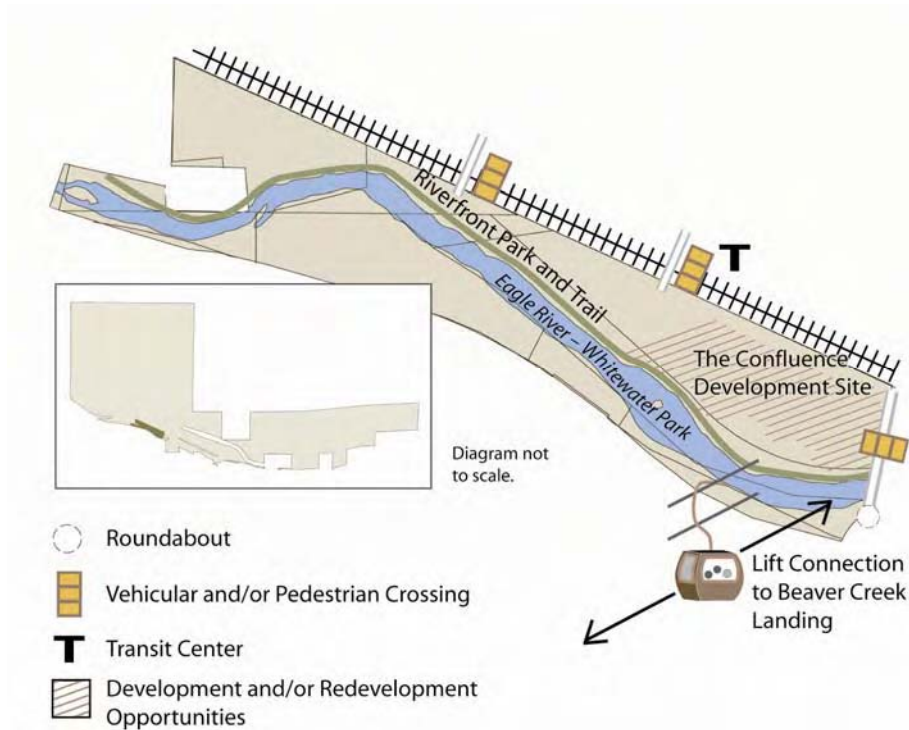
## Town District Planning Principles

### High Priority Districts

#### Planning Principles:

- Develop a mix of commercial uses with supporting residential/lodging development.
- Implement a street pattern that functionally extends “Main Street” across Avon Road.
- Plan for public plazas and other community gathering places.
- Develop structured parking facilities to make parking less obtrusive to the pedestrian.
- Accommodate anchor retailers without large expanses of parking to ensure these uses are integrated into a unifying framework.
- Create a cohesive physical framework and community image (compatible building orientation, scale, massing, siting, street alignments, streetscape furnishings, signage, lighting, etc.) between the Town Center Districts and the Village at Avon.
- Use architectural detailing on ground level/first floor to enhance the pedestrian environment that includes a human scale, display windows, appropriate lighting, and other pedestrian amenities.
- Site buildings of varying sizes along the street to maximize sun exposure, protect views, and break up building bulk.
- Ensure convenient pedestrian and auto access to the entire Town Center.

## Town District Planning Principles High Priority Districts



### ***District 3: Confluence District***

The Confluence District is the essential community connector. Not only a place where a river and creek converge, the Confluence District represents one where roads, the railroad, regional trail, and future lift connection brings the community together and vitalizes the Town Center. The intent of the district is to facilitate an extension of the Town Center with a significant residential/ lodging component, limited supporting commercial and services uses, and direct transit connection access to Beaver Creek Village and create a connection with the Eagle River.

The district is comprised largely of undeveloped land, with the exception of the wastewater treatment facility and employee housing. The district has direct access to the railroad right-of-way, the Eagle River, and Avon Road. The planning and development of this district must incorporate these three key assets.

The  
essential  
community  
connector.



## Town District Planning Principles

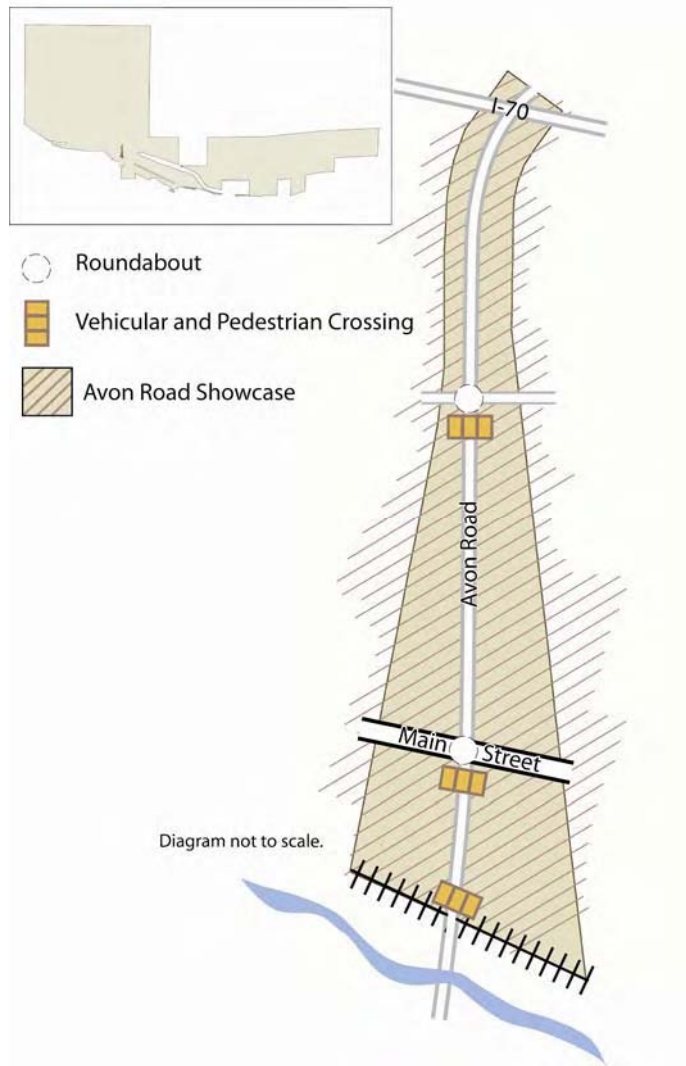
### High Priority Districts

#### Planning Principles:

- Recognize the Confluence District as the most valuable property in Town limits and should be developed at its most optimal level.
- Develop a mix of uses consisting of bed-base development and supporting commercial development.
- Create a vibrant mix of uses and creative use of recreation and open space to allow a unique river experience.
- Develop a lift connection linking the Confluence to Beaver Creek Landing.
- Design architecture to be significant from all sides (no front or back), maximize solar exposure, protect views, and break up building bulk.
- Parking areas, trash containers, and loading or service areas should be screened and/or buffered from the river corridor, Benchmark Road and from U.S. Highway 6 to minimize impacts on the river corridor.
- Create a seamless vehicular and pedestrian connection to the Town Center.
- Preserve and enhance public access to the existing linear park along the riverbank. Connections from this path to both the Town Center and Nottingham Park must be created in an ecologically sensitive manner as a key natural amenity.
- Encourage preservation of trees in wetland areas. Encourage development efforts to minimize the loss of trees and impact to the riparian area while still achieving the urban design goals of this section.
- Use signage, streetscape design, building forms, landscaping, points of interest, and other wayfinding elements to help orient visitors to important destinations within the district and the Town Center area.
- Provide for transit facilities between the Town Center and the Confluence in anticipation of a passenger train on the railroad ROW.
- Plan for public plazas and other gathering spaces for community interaction, social interaction, and special events.
- Develop a whitewater park to broaden the spectrum of recreational opportunities in Town.

## Town District Planning Principles

### High Priority Districts



#### ***District 4: Avon Road Corridor***

The Avon Road District's role as a showcase for the best of Avon is derived from the part it plays in the experience of the community. Being the major connection between I-70 and Beaver Creek Resort, Avon Road is the first (and occasionally only) area many people see in the community. It is important that this generally vehicular experience is significant enough to pique the interest of the vehicle's occupants by getting them out of their cars and into the Town Center. The artwork and immaculate landscaping helps this cause, but the surrounding architecture and streetscaping must also be affecting.

Avon Road is the most traveled road in Avon, providing direct access to Avon's Town Center, I-70, U.S. Highway 6, and the Beaver Creek and Bachelor Gulch base areas. In 1997, the Town completed a major improvement of Avon Road that replaced all five signalized intersections with roundabouts and

---

**A showcase  
for the best  
of Avon.**

## Town District Planning Principles

### High Priority Districts

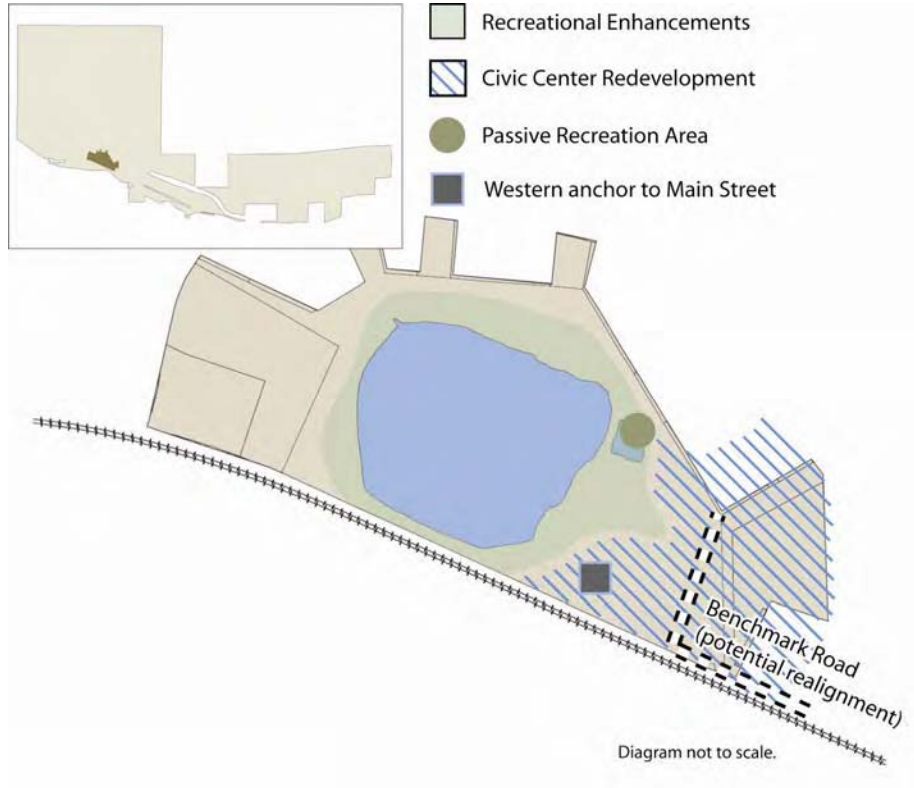
significant streetscape enhancements. Though these improvements are widely recognized for reducing congestion, two significant challenges remain. First, the ease and speed at which vehicles traveling through Avon's Town Center area between the I-70 interchange and the entrance to Beaver Creek is such that travelers are not enticed to venture into the Town Center's major mixed-use districts. The second issue is that Avon Road is a barrier for pedestrians attempting to walk between East and West Town Center Districts.

#### Planning Principles:

- Integrate Avon Road into the Town Center development by incorporating wayfinding, pedestrian planning, and other streetscape enhancements to ensure that Avon Road provides a sense of arrival to the Town Center.
- Site buildings of various sizes along the street edge to maximize sun exposure, protect views, and break up building bulk.
- Reconfigure key parcels and/or redevelop older, underutilized buildings adjacent to Avon Road to fulfill the purpose of the district as a showcase and to make them compatible with existing and future development in the West Town Center District.
- Use signage, streetscape design, landscaping, points of interest, and other wayfinding elements to help orient visitors and lead them toward important destinations within the district and the Town Center.
- Create stronger pedestrian connections across Avon Road to fully integrate the Town Center and link the East and West Town Center Districts.
- Limit building heights fronting Avon Road to existing heights to avoid a canyon effect and to preserve Beaver Creek views.
- Continue and expand the use of Avon Road (and surrounding Town Center Districts) as a gallery for sculptural art.

### C. Medium Priority Districts

The following Districts are deemed to present a medium priority for the Town.



#### ***District 5: Nottingham Park District***

The Nottingham Park District is Avon's cultural, civic, and recreational hub. Included in this district are Harry A. Nottingham Park, the municipal office complex, fire department, library, elementary school, and the Town's recreation center. The district functions as the center for community activities, such as the Town's Fourth of July celebration and various athletic tournaments. Good pedestrian circulation between the municipal center, the park, the Town Center, and adjacent residential uses exist, but will need to be enhanced to respond to key future developments in the West Town Center District and the Confluence District. Views and access into and from the Nottingham Park are key components to Avon's image and identity.

Cultural, civic,  
and recreational  
hub.



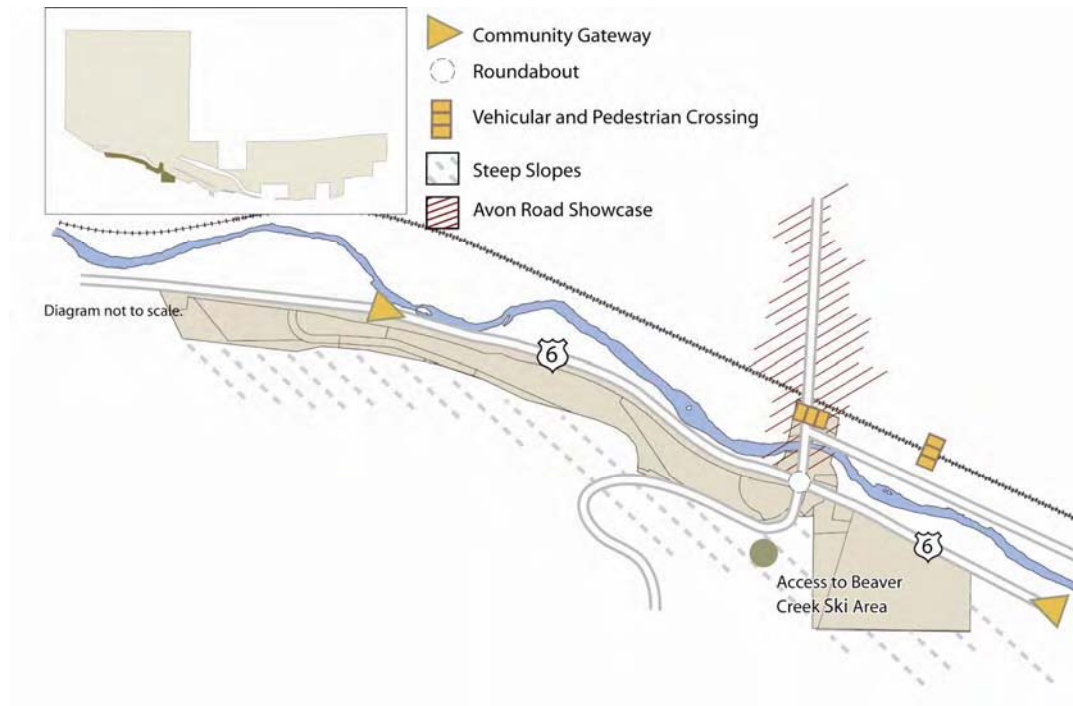
## Town District Planning Principles

### Medium Priority Districts

#### Planning Principles:

- Strengthen this area as a cultural and recreational center by including amenities such as a performing arts pavilion, maintaining flexible space for temporary concession facilities, and providing a western anchor to the future “Main Street”.
- Create private, comfortable spaces along Buck Creek for passive activities as an alternative to the play fields and other active spaces available within the rest of Nottingham Park.
- Use signage, streetscape design, landscaping, points of interest, artwork, and other wayfinding elements to help orient visitors to the district’s various functions, the cultural and civic activity center, and toward important destinations within the Town Center area.
- Realign Benchmark Road perpendicular with the future “Main Street” per the Avon Town Center Plan and enhance the pedestrian connections between the municipal center and the park.
- Preserve view corridors to Beaver Creek and the new “Main Street” in the West Town Center District.

## Town District Planning Principles Medium Priority Districts



### ***District 6: U.S. Highway 6 Gateway Corridor***

The U.S. Highway 6 Gateway Corridor is the main entrance to the community and identifies Avon's image. The area is characterized by: (1) the flat areas presently used for ski area parking, and high visibility from U.S. Highway 6; (2) the primary access to Beaver Creek; and (3) the Folsom/White property (The Gates Development) located on the south side of U.S. Highway 6.

The undeveloped parcels currently serving as parking areas and other accessory uses for the Beaver Creek ski area present an important influence on development within the Town. Although these parcels are outside of Avon's municipal boundaries, the Town should be consulted on any proposed development on these parcels.

This intersection of U.S. Highway 6 and Avon Road is a major gateway to the Town. As part of the Town's roundabout improvement project, this intersection was converted to a full roundabout with attractive landscaping and monimentation identifying both the Town and Beaver Creek. This corridor area also includes the Nottingham Station commercial area at the intersection of Hurd Lane and Avon Road. A pedestrian link is needed to connect this commercial area to the East Town Center District and the Confluence District.

The Folsom/White property is intended to provide residential/lodging uses with supporting commercial and service uses at a scale appropriate to buildable area. The area is somewhat isolated from other development within Avon due to

---

The southern  
community  
gateway.

## **Town District Planning Principles**

### **Medium Priority Districts**

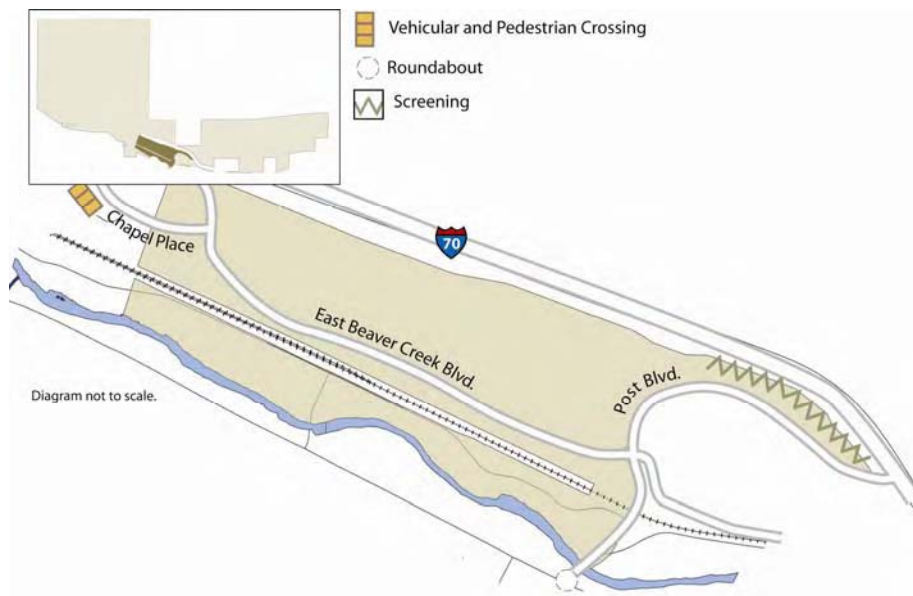
its location on the south side of U.S. Highway 6. The area is characterized by steep terrain, with limited buildable areas directly adjacent to U.S. Highway 6.

#### **Planning Principles:**

- Enhance the U.S. Highway 6 right-of-way as a landscaped boulevard/parkway to provide a sense of arrival and departure for those traveling to and from Avon and to strengthen Avon's overall community image and identity.
- Limit development of south side of U.S. Highway 6 to guest service facilities near the Village Road intersection and to neighborhood supporting commercial near the Prater Lane intersection.
- Strengthen the association between the Town and Beaver Creek through compatible streetscape elements, efficient access, and cooperative visitor information center.
- Encourage screening of ski area parking areas and other accessory uses.
- Create strong pedestrian connections to the Confluence and the East Town Center Districts.
- Site buildings of various sizes (but smaller than those found in the West Town Center District) to maximize sun exposure, protect views, break up building bulk, and prevent a canyon effect on Highway 6.
- Minimize cut areas and preserve areas of steep slopes. Buildings should be built into the hillside and stepped up with rising topography to reduce their dominance above U.S. Highway 6.
- Address access and parking at Nottingham Station.
- Ensure that vehicular access points align with existing roads and create clean intersections.
- Consider buildable area when determining an appropriate scale and density for development.
- Encourage shared access when appropriate.
- Enhance river access to the future whitewater park.

## Town District Planning Principles

### Medium Priority Districts



#### ***District 7: Village at Avon West District***

The Village at Avon Village West District is a pedestrian-oriented mixed-use extension of the Town Center Districts with commercial, residential, lodging, educational, and cultural/recreational uses including an ice-skating/events center. The site is characterized by good visibility from I-70, gentle topography, and proximity to the East Town Center District. In order to create a unified and cohesive framework and community image, building and site development elements as well as public design elements such as street alignments, streetscape furnishings, signage, and lighting must be coordinated between the Village at Avon developer and the Town.

---

**A pedestrian-oriented urban village.**



## **Town District Planning Principles**

### **Medium Priority Districts**

#### **Planning Principles:**

- Create strong auto, bicycle, and pedestrian connections to the East Town Center District via both East Beaver Creek Boulevard and Chapel Place.
- Create a unified and cohesive physical framework and community image (compatible building orientation, scale, massing, street alignments, streetscape furnishings, signage, lighting, etc.) between the Village at Avon West District and the East Town Center District.
- Site buildings of various sizes (but smaller than those found in the West Town Center District) to maximize sun exposure, protect views, and break up building bulk.
- Avoid large single-use buildings set back from the street edge that are surrounded by expanses of parking.
- Create inviting storefronts, public plazas, green spaces, water features, streetscapes, sidewalks, and other gathering spaces for public interaction.
- Provide architecturally interesting detailing on ground level/first floor with elements such as canopies, overhangs, and sloped roofs.
- Provide well-lit, pleasant pedestrian access from underground parking structures to the public street, paths and buildings.
- Encourage retail and restaurant uses on ground levels with offices, lodging, and residential above.
- Utilize joint private/public structured parking facilities.
- Buffer schools from commercial uses by surrounding them with residential development or open space.
- Encourage the design of Beaver Creek Boulevard to include a planted median.

## Town District Planning Principles

### Medium Priority Districts



#### ***District 8: Village at Avon East District***

The Village at Avon East District is the region's commercial center. It is intended to provide the Village at Avon West District with supporting commercial development and regional commercial uses associated with the I-70 and Post Boulevard interchange. The site is characterized by gently sloping topography along the valley floor with steeper slopes rising up to I-70.

---

**The region's  
commercial  
center.**

#### **Planning Principles:**

- Create a unified and cohesive physical framework and community image (compatible building orientation, scale, massing, street alignments, streetscape furnishings, signage, lighting, etc.) between the Village at Avon West District and the rest of the Town.
- Site buildings of various sizes (but smaller than those found in the West Town Center District) to maximize sun exposure, protect views, and break up building bulk.
- Create a strong overall pedestrian-orientation with tree lined streets and walking paths.
- Screen large regional commercial uses from I-70 with trees and berms.

## Town District Planning Principles

### Medium Priority Districts



High-quality  
residential  
neighborhood.

#### ***District 9: Village at Avon North Gateway District***

The Village at Avon North Gateway District is primarily a high-quality residential neighborhood. It is intended to provide for residential development and a large community park. The northern frontage road through this district will provide an important east-west connector on the north side of I-70 linking Post Boulevard and Avon Road and connecting Buffalo Ridge to the rest of the Town. The district is highly visible from I-70 and thus presents a strong influence on Avon's identity.

Additionally, the area will serve as the gateway to the Village at Avon Northern Residential District. While Buffalo Ridge residential area is relatively isolated from other community commercial and service areas, efforts must be made to integrate it into the vitality of the Town. The elevated topography on either side of I-70 offers the possibility to construct a pedestrian overpass that would directly link this area with the Village at Avon East and West Districts and thereby the rest of the town. The school use currently approved for the district may be more appropriate elsewhere in the Village at Avon Planned Unit Develop. This will be evaluated as amendment proposal are brought forward for review.

## **Town District Planning Principles**

### **Medium Priority Districts**

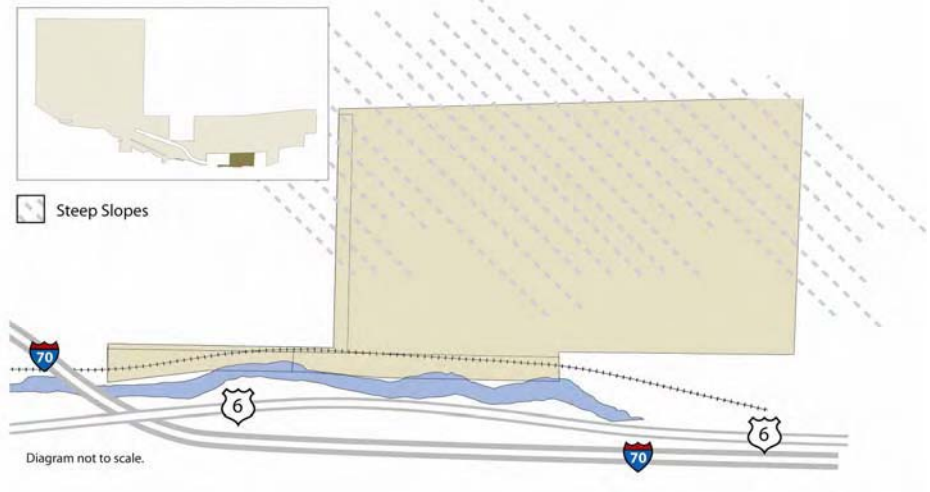
#### **Planning Principles:**

- Site buildings to maximize sun exposure, protect views, and break up building bulk.
- Protect view corridors, ridgelines, U.S. Forest Service lands, and steep slopes from development.
- Encourage quality architecture to provide a positive gateway experience to the community.
- Provide east-west pedestrian and bicycle routes.
- Encourage additional informal landscaping of properties to soften the visual impact of the structures.
- Ensure that any neighborhood commercial uses are truly intended to service the neighborhood.
- Create connections through the park and residential uses to the USFS lands surrounding the district.



## Town District Planning Principles

### Medium Priority Districts



#### ***District 10: Village at Avon Northeast***

The Village at Avon Northeast is the Town's eastern gateway as it is highly visible from the I-70 corridor. It is currently zoned for regionally oriented commercial, residential, and service-oriented uses and activities, however, the ultimate vision of the site is to protect it as open space. The area is relatively flat located at the base of steeply sloping hillsides. There is limited access to the site; therefore, it is important to consider moving entitlements to a more appropriate location within the Village at Avon Planned Unit Development.

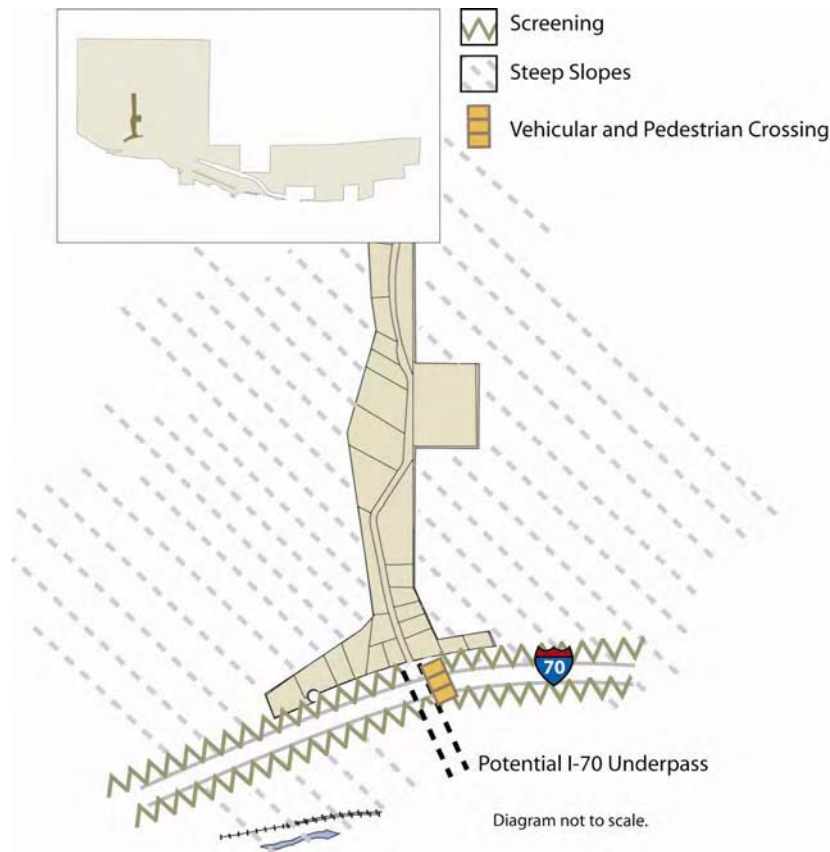
#### **Planning Principles:**

- Explore ways of preserving all or part of the site for open space or park.
- Consider view of the site from I-70 when developing, and ensure that the site represents a suitable gateway to the Town.
- Identify and preserve significant cultural/heritage resources present on site and important views.
- Maximize orientation to the river to provide connections and a potential riverfront park.
- Allow access to site from U.S. Highway 6 only instead of a frontage road.

The Town's  
eastern gateway.

## Town District Planning Principles

### Medium Priority Districts



#### ***District 11: Metcalf Road District***

The Metcalf Road District is the Town's only industrial center. It provides light industrial and commercial service uses as well as accessory residential development. During any redevelopment effort, long-term issues such as parking and access should be addressed. Existing light industrial uses on Nottingham and Metcalf Roads are intensely developed, with large buildings on small sites; generally with insufficient landscaping; inadequate access; and unscreened parking, storage, and trash containers.

The area's high visibility from I-70 makes it important to the Town's image. Concerns over traffic safety issues as well as the area's generally poor aesthetic characteristics are perceived as negatively affecting the image of the Wildridge and Wildwood residential developments located nearby.

Yet, it is also recognized that these businesses provide an important component to Avon's overall economic health. Opportunities should be encouraged to develop live/work developments that allow for light manufacture/industrial uses that do not possess significant conflicts with other surrounding land uses.

---

**The town's  
industrial center.**

## **Town District Planning Principles**

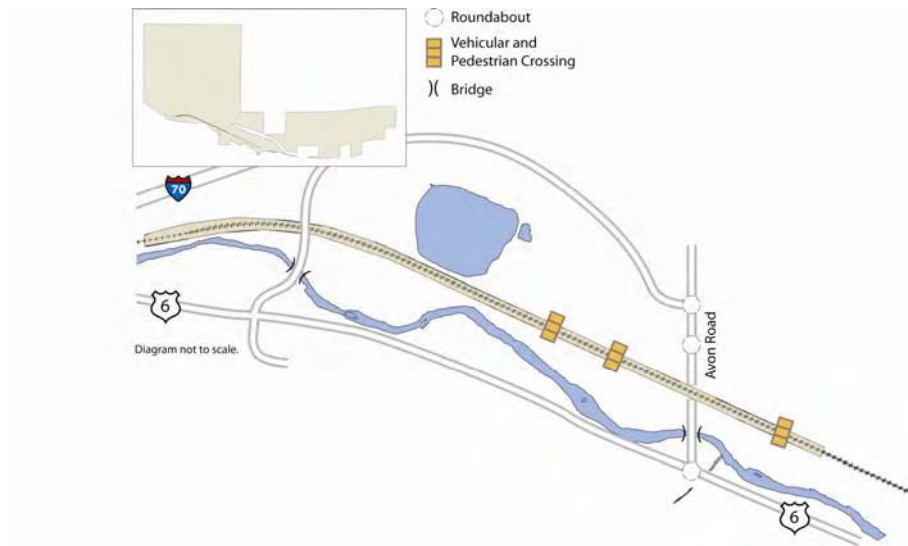
### **Medium Priority Districts**

#### **Planning Principles:**

- Accommodate limited/accessory residential development that supports primary industrial/employment land uses.
- Develop a pedestrian connection linking West Beaver Creek Boulevard to Nottingham Road.
- Coordinate with CDOT to introduce trees on uphill slopes in the I-70 right-of-way and along Metcalf Road to partially screen buildings and other accessory uses.
- Require development that minimizes significant re-grading, and provides for proper on-site parking and access.
- Require development and encourage existing development to add architectural or landscape screening of storage areas, HVAC equipment, loading docks, and trash containers.
- Site buildings to maximize sun exposure, protect views, and break up building bulk.
- In the event of a major redevelopment of this area, add traffic lanes on Metcalf Road to accommodate truck traffic.

## Town District Planning Principles

### Medium Priority Districts



#### ***District 12: Railroad Corridor***

The railroad corridor runs the length of Avon along the Eagle River and represents the Town's greatest transit opportunity. Currently the railroad is not being used for rail traffic leaving the corridor effectively vacant. Regional transportation agencies/coalitions have made efforts to acquire the right-of-way in whole or in part in order to develop a regional transit and/or trails system. The I-70 Programmatic Environmental Impact Statement and the Intermountain Connection Capital Investment Plan both indicate the corridor has merit as a mass transit and trail corridor. The right-of-way corridor represents an important opportunity for Avon and its preservation and enhancement is recommended.

The presence of the railroad tracks through Town creates a substantial north-south barrier through much of Avon. The Town has been successful in securing rights to construct at-grade crossings for West Beaver Creek Boulevard and two access points into the Confluence. Recent approvals seem to indicate an increased willingness on the part of the Union Pacific to allow such crossings. The rail corridor should be visually integrated into the Town. It should be considered a transportation corridor that is an integral component of Avon's overall structure and character.

---

**The Town's  
greatest transit  
opportunity.**



## **Town District Planning Principles**

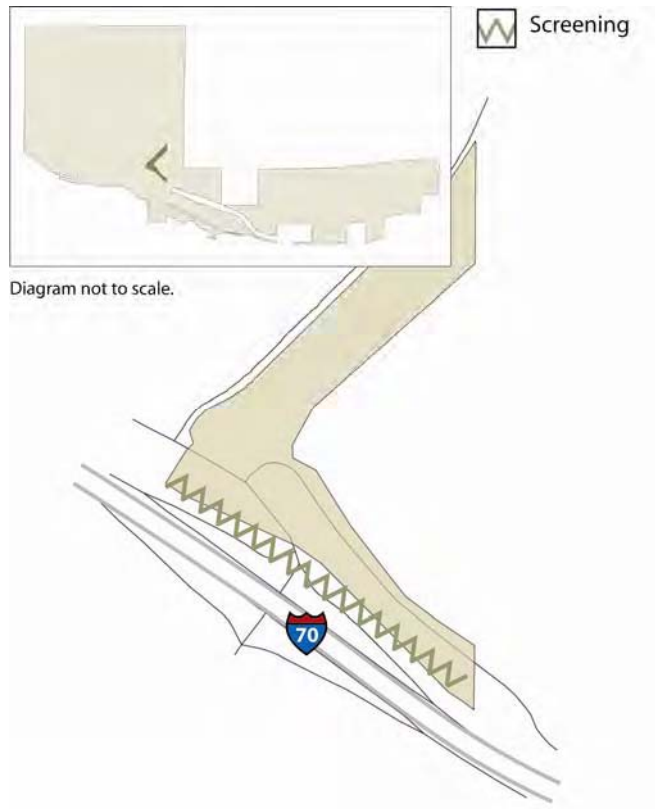
### **Medium Priority Districts**

#### **Planning Principles:**

- Ensure that the railroad right-of-way is preserved for future transit, trail or other transportation related endeavors.
- Erase the railroad as a barrier to circulation in the community.
- Develop additional at-grade and above grade crossing to better connect the Confluence District and the Nottingham Station commercial area to the Town Center's mixed-use lodging and commercial areas. Ensure that essential crossings are permanent even if at-grade crossing rights are terminated in the future.
- Work with Union Pacific to maintain railroad corridor, including mowing and weed mitigation.
- Purchase or lease the railroad right-of-way when available.

## Town District Planning Principles

### Medium Priority Districts



#### ***District 13: Nottingham Road Commercial District***

This area's proximity to the I-70/Avon Road Interchange establishes its importance to the Town's identity. Development and redevelopment that occurs here should reflect the standards in the Town Center, but should not compete with the Town Center in terms of size of buildings or intensity of development.

---

**A secondary commercial district.**

#### **Planning Principles:**

- Limit access points on Nottingham Road to simplify traffic movements.
- Require landscape setbacks and internal landscaping of parking lots.
- Screen all equipment and storage areas from view.
- Limit building heights to that which is compatible with the existing surrounding development.
- Development intensity and activity should diminish when traveling north on Buck Creek Road.

---

**The Town's key  
open space.**

## **Town District Planning Principles**

### **Medium Priority Districts**

#### ***Districts 14 and 15: Northern Hillside Open Space***

The Northern Hillside Open Space areas are comprised of the steep slopes of the valley wall north of I-70. The Metcalf Road District splits the district in half. These areas are protected from development with some limited informal recreational uses allowed. No further recommendations are made herein.

#### **Planning Principles:**

- Support and cooperate in efforts to bury power lines.

#### ***District 16, 17, and 18: U.S. Forest Service Parcels***

Three parcels owned by the U.S. Forest Service are the Town's key open space. Although outside the Town boundary, these parcels are important to maintaining the desired character of Avon and to directing development to be consistent to the overall land use plan. The parcels meet U.S. Forest Service criteria for exchange to eliminate irregular boundaries or awkward configurations. Loss of any of these parcels to private ownership and development would eliminate valuable visual and physical buffers between and among developed areas of Town and would deprive our citizens of prized open space and natural habitats.

#### **Planning Principles:**

- Maintain these districts as open space with continuing U.S. Forest Service ownership by collaborating with the agency to improve, utilize, and maintain them as low-impact publicly accessible regions.
- Use these partnerships to establish the public's values and desires with the U.S. Forest Service so that land swaps are unlikely to occur without approval from the Town.
- Vigorously oppose any and all other possible disposition or degradation of the parcels by the U.S. Forest Service.
- Pursue Town acquisition of these parcels for dedicated open space by working with the local and national land conservation organizations.

## **D. Low Priority Districts**

### ***District 19: West Residential District***

The West Residential District is the western gateway to Town. Presently, the west residential district consists of the Aspens Mobile Home Park. In recent years, improvements to landscape treatments, fences, and general clean up have resulted in the area presenting itself as a vital, local's neighborhood.

The area has the potential to be redeveloped over time as a higher density, master-planned, economically diverse residential area to include primarily attainable local housing. This could be considered in the long-term future of Avon when residential developments in the area reach capacity, and alternative solutions for housing are being sought. Those solutions should include pocket parks and enhanced pedestrian connectivity.

#### **Planning Principles:**

- Coordinate with CDOT to introduce low landforms and plantings (trees and shrubs) along the southern I-70 right-of-way to buffer the mobile home park from the interstate and light industrial uses across the interstate. In addition, the view from I-70 to the mobile home park will be screened while preserving views to the Town Center.
- Encourage continued improvements to the visual quality of the area.
- Limit building heights to a level subordinate to the Town Center and preserve views to the Town Center through the strategic placement of open space or the further limitation of building heights.
- Encourage the construction of pocket parks and sidewalks to service the residential development in the area.

### ***District 20: River Residential District***

The River Residential District is a major local's residential area. Much of the river residential district has been developed, but future residential development that will occur along the river beyond the boundaries shown on the Urban Design Plan should be developed in accordance with the recommendations for this District. The major design influences are U.S. Highway 6, the riparian environment along the Eagle River, and public access to the river.



**Planning Principles:**

- Encourage redevelopment to take into consideration the objectives of the Eagle River Watershed Management Plan including river setbacks and best practices for development in proximity to the river.
- Provide a public access easement, where appropriate, within building setback areas in development adjacent to the Eagle River for public enjoyment of the river and construction of a public recreational trail.
- Provide public parking and signage at strategically located trailheads.
- Encourage the further connection and enhancement of the ECO Trail.
- Orient buildings to capitalize upon the Eagle River as an amenity. Parking areas, trash containers, and other uses that could potentially disrupt the quality of the river environment should be located away from the river and designed to have the least impact on the river corridor.
- Limit building height to a scale that is subordinate to the Town Center and compatible with the river environment.
- Use sensitive site planning, architectural detailing, articulation, and appropriate setbacks, color, and scale of structure to preserve the character of the river and its associated natural habitat.
- Plant indigenous trees and shrubs to screen existing large residential buildings along U.S. Highway 6 and provide landforms and landscaping between residences and U.S. Highway 6.
- Enhance the pedestrian experience by adding sidewalks along all roads on the valley floor.

***District 21: Nottingham Park Residential District***

Nottingham Park is bordered to the west, north, and northeast by existing high quality residential development. Provisions for pedestrians and bicyclists along West Beaver Creek Boulevard and adequate screening of parking and trash areas would help enhance the character of the area.

**Planning Principles:**

- Encourage existing development and require redevelopment to screen parking and trash areas with landscaping material.
- Site buildings of varying sizes along the street to maximize sun exposure, protect views, be compatible with existing surrounding development, and break up building bulk.

***District 22: Nottingham Road District***

This district is characterized by limited developable area due to steep slopes to the north, frontage on Nottingham Road, which is classified as a commercial collector road, and high exposure to I-70. Existing residential development is typically multi-family buildings.

**Planning Principles:**

- Encourage additional informal landscaping to soften the visual impact of large existing structures.
- Reseed exposed slopes with native grasses and wild flowers.
- Require development to provide a landscape buffer adjacent to Nottingham Road and I-70.
- Encourage high quality redevelopment consistent with the land use regulations.
- Provide direct access to existing trails and link existing pedestrian infrastructure.
- Improve signage for trailheads.

***District 23: I-70 Gateway***

The interchange on I-70 at Avon Road is the main gateway to the Town. As such, this should reflect the character and quality of the community and create a sense of arrival. Currently, a lighted gateway sign is placed along the west bound off ramp to Avon.

## Town District Planning Principles

### Low Priority Districts

However, the gateway approach needs to be redesigned to enhance the overall image of the community including but not limited to lighting, road and right of way materials, enhanced view corridors, and signage.

The emphasis should be on the creation of a positive entry experience that extends the character of the Town Center to Avon's front door.

#### **Planning Principles:**

- Enhance the intersections at the on/off ramps on Avon Road to include streetscape improvements and special landscape features.
- Maintain the cottonwood trees that contribute to the gateway experience.
- Improve the I-70 interchange for pedestrians and bikers.

#### ***District 24: Wildridge Residential District***

This area consists of a residential subdivision containing varying densities, located on the sunny, south-facing slopes north of the main valley floor. The character for the developed landscape should reflect the area's dry climate and typically steep terrain with low water-requiring plant materials and natural landscaping. Due to the limited amount of existing trees and shrubs and the open character of the property, special care should be taken to ensure that all structures are compatible with one another and in harmony with the natural surroundings.

#### **Planning Principles:**

- Redesign the intersection of Metcalf and Nottingham Roads, and implement the other recommendations for District 4 to enhance the entry to Wildridge and provide more direct access from the Town Center to Wildridge.
- Construct bicycle lanes along Metcalf and Wildridge Roads.
- Promote a trail system through open space areas in Wildridge to provide alternatives to the roadways for pedestrian circulation and greater connection to the surrounding open space.
- Preserve and enhance the existing open space trails and explore the possibility of developing additional parcels into pocket parks.

## Town District Planning Principles

### Low Priority Districts

- Acquire and maintain as public open space the U.S. Forest Service-owned parcel adjacent to Wildridge that includes Beaver Creek Point.
- Add an alternative or second access route to Wildridge (perhaps forest service road during the spring and summer).
- Identify and delineate all open space parcels and public trails.
- Site buildings of varying sizes along the street to maximize sun exposure, protect views, be compatible with existing surrounding development, and break up building bulk.

#### ***District 25: Mountain Star Residential District***

This area is a planned unit development established in 1992, of large-lot, single-family homes, located east of Wildridge on the south-facing slopes north of the main valley floor. This covenant-controlled, gated community has its own design review committee.

#### **Planning Principles:**

- Prohibit significant alteration of natural environment and minimize stress on wildlife and loss of habitat.
- Consider the development of a trailhead to access the surrounding public lands.

#### ***District 26: Swift Gulch District***

The Town of Avon's Public Works and Transportation Departments are located in the Swift Gulch District. In response to the area's high visibility from I-70, efforts have been made to screen the existing buildings and facilities and ensure that they blend into the surrounding environment.

#### **Planning Principles:**

- Encourage building at a scale that minimizes visibility from I-70.
- Screen accessory uses with landforms and landscaping.
- Encourage sidewalks and pedestrian connections.



***District 27: Nottingham Station/Eaglebend District***

The Nottingham Station/Eaglebend District contains single-family and multi-family residential development. The area is mostly developed, with a few remaining individual residential lots still undeveloped. Design issues for development in this area are to address visibility from U.S. Highway 6, the protection and enhancement of the riparian environment along the Eagle River, and appropriate public access along the river.

**Planning Principles:**

- Examine the potential to develop pedestrian and bicycle connections between Stonebridge Drive and the Village at Avon Residential and Commercial Districts.
- Encourage development to take into consideration the objectives of the Eagle River Watershed Management Plan including river setbacks and best practices for development in proximity to the river.
- Provide a public access easement, where appropriate, within building setback areas in development adjacent to the Eagle River for public enjoyment of the river and construction of a public recreational trail.
- Building should be oriented to capitalize upon the Eagle River as an amenity. Parking areas, trash containers, and other uses that could potentially disrupt the quality of the river environment should be located away from the river and designed to have the least impact on the river corridor. Set buildings back from the river to preserve its natural character, and step building facades back away from the river to avoid creating a ‘canyon effect’.
- Limit building height to a scale that is subordinate to the Town Center and compatible with the existing development and river environment. Buildings should be designed to step down in height as they near the river and in response to the natural topography.
- Encourage landforms, landscaping and sidewalks between residences and U.S. Highway 6.

***District 28: Village at Avon Northern Residential District***

This area is part of the Village at Avon P.U.D. of quality, large-lot, single-family homes and some multi-family residential development located on the south-facing slopes north of the main valley floor. This residential area is covenant-controlled, gated community with its own design review committee. This residential area has several provisions for public services and access ways that should be maintained. Further public access arrangements would be beneficial, including the preservation/ acquisition of public space located adjacent to this area.

**Planning Principles:**

- Encourage further public access arrangements including the preservation/ acquisition of public space located adjacent to this area.
- Encourage sidewalks and pedestrian connections.
- Prevent significant alteration of natural landscape as well as ridgeline and steep slope development. This area should be highly sensitive to visual impacts of improvements, wildlife, and lighting.

# **Appendix A**

## **The Planning Process**

## The Planning Process

The planning process undertaken for the Comprehensive Plan began in the winter of 2004 at which time Town staff and the consultant team outlined a detailed planning process to:

- Identify community issues and contextual information;
- Develop a community vision and an economic analysis;
- Develop a Future Land Use Plan and Community Framework Plan;
- Develop goals and implementation policies to support the Future Land Use Plan and to address key community issues; and
- Develop a strategic implementation plan and community indicators analysis.

The first step of the planning process involved the collection of information to understand the issues facing the town and to identify those unique opportunities and constraints that would influence each issue. Various maps and overlays were generated during this initial phase including an Opportunity and Constraints map identifying specific elements influencing Avon and its future planning efforts. A series of community interviews were conducted during this phase to elicit from representative members of the community their perspective regarding the issues and concerns affecting Avon's future.

During the second phase, an economic and market analysis along with a study of Avon current and potential future levels of development and redevelopment were conducted. Efforts to refine Avon's vision statement were also initiated during this phase by developing thematic descriptive characteristics of Avon's role as a full-service community and a destination resort.

The planning process' third phase entailed the development of two alternative future land use plans and a draft Community Framework Plan. The process began by examining the Town's existing district designations to assess the appropriateness their existing boundaries and to assign to each district one of three relative priority designations - *High Priority*, *Medium Priority*, or *Static/Low Priority*. Focusing on the High and Medium Priority districts, a Full-Service Community and a Visitor Based alternative land use plan was developed. Supporting each alternative land plan were a set of planning principles for each district in support of each plan's general vision and intent. After review and comment by Town staff and Comprehensive Plan's Steering Committee, a preferred Future Land Use Plan was created that synthesized the alternative land use plans' most desirable elements and their associated planning principles. A Community Framework Plan was also developed to supplement the preferred Land Use Plan. Phase three of the planning process concluded with Public Open Houses #1 at which members of the public were given the opportunity to review the planning process's products to date and provide feedback and comment.

During the forth phase of the planning process goals and implementation polices were drafted in support of both the Future Land Use Plan and the Community Framework Plan and to address Avon's needs and desires.

A series of document review sessions were conducted with members of the Steering Committee, the public, the Planning Commission and Town Council, and Town staff, and were followed by official public hearings before the Planning and Zoning Commission and Town Council. The 2005 Town of Avon Comprehensive Plan was formally adopted by Ordinance No. -\_\_\_\_ on \_\_\_\_



# **Appendix B**

## **Plan Organization**

## **Plan Organization**

The Comprehensive Plan contains five sections:

- Section I:       Avon's Vision
- Section II:       Introduction
- Section III:      Land Use and Community Framework
- Section IV:      Goals and Policies
- Section V:       District Planning Principles

The five sections together create the vision and direction of the Comprehensive Plan. No one part should take precedent over the other, but instead be used collectively to describe the vision of the Town.

# **Appendix C**

## **Legislative Authority**

## Legislative Authority

The Comprehensive Plan is a public document and official statement of land use and other related policies adopted by the Planning and Zoning Commission and approved by the Town Council. State law authorizes the Town to adopt a comprehensive or master plan pursuant to Section 31-23-206 of the Colorado Revised Statutes as amended:

*“It shall be the function and duty of the Commission to make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries subject to the approval of the governmental body having jurisdiction thereof, ...which in the Commission’s judgment bear relation to the planning of such municipality. ...Such plan, with the accompanying maps, plans, charts and descriptive matter, shall ...show the Commission’s recommendations for the development of said municipality...”.*

Although the Planning and Zoning Commission is expressly authorized by state law to prepare and adopt the final Comprehensive Plan, the Town Council also possesses the legislative power to establish land use planning policies for the Town. Section 31-23-208 of the Colorado Revised Statutes recognizes the legislative authority of the municipality’s governing body by expressly requiring that the Planning Zoning Commission’s adopted Comprehensive Plan be subject to approval of the Town Council. The Comprehensive Plan is not fully effective until the Town Council approves the plan.



# **Appendix D**

## **Relationship to Other Plans and Documents**

## **Relationship to Other Plans and Documents**

The Comprehensive Plan is the official statement of the Town's vision. Though the goals and implementation policies contained within the Comprehensive Plan cover a broad range of subject matter, it does not provide the specific level of detail required or desired for all topics, issues, or geographic areas within Avon. The Comprehensive Plan is therefore intended to be used in conjunction with several other plans and documents, both regulatory and functional, as discussed below.

It is further intended that these documents work in a cohesive and supportive fashion. In the instance of conflict between any of these plans and/or documents and the Comprehensive Plan and its associated Future Land Use Plan, the provisions of the Comprehensive Plan shall prevail. The notable exceptions to this statement occur in the case of conflict between the Town's regulatory documents, i.e. the Town's Municipal Code and Zone District Map, as the stipulations and requirements of these Town regulatory documents carry the force of law, and where as the Comprehensive Plan and its Future Land Use Plan as adopted are only advisory.

It should be the obligation and priority of the Town; however, to resolve such conflicts between its Municipal Code, the Zone District Map, and the Comprehensive Plan as such conflicts are identified in a reasonably timely fashion by the amendment of the Municipal Code, Zoning Code, or of the Comprehensive Plan.

### **Regulatory Documents**

While the Comprehensive Plan provides the framework for making land use and other community related decisions, the Town's regulatory documents provide specific criteria and requirements governing land use and development within Avon. These regulations, therefore, provide the most direct means for implementing the vision, goals, and policies expressed within the Comprehensive Plan. The following provides a more detailed description of the Town's regulations controlling land use and development.

***Zoning Code of the Town*** – The Town's Zoning Code is perhaps the most important implementation tool for the Comprehensive Plan. The Zoning Code controls the allowable uses of land within Avon as well as the physical standards controlling a development's size, shape, and form.

The Zoning Code should correspond to the goals and policies of the Comprehensive Plan to ensure that incremental development decisions reflect the community's vision. Privately owned, vacant land located within the Town will develop and redevelop over many years with different owners, developers, investors, urban designers, and architects. The Comprehensive Plan provides a framework for making responsible zoning decisions that reflect the desires of the community and encourage continuity and compatibility between neighborhoods. All land use applications should be reviewed for conformance not only with specific zoning requirements, but also for consistency with the direction and guidance provided by the Comprehensive Plan. The Zoning Code should be revised based upon the recommendations contained in this document.

***Subdivision Regulations*** – The Town's Subdivision Regulations establish the process and requirements for creating building lots, and construction of public improvements such as water and sewer lines, roads, and landscaping. Through the subdivision process, roads and circulation patterns are established, park and school sites are reserved, floodplains and other hazardous areas are set aside, and public improvements are constructed.

Similar to zoning, the Subdivision Regulations implement the Comprehensive Plan by establishing the requirements for improvements, land dedications, and engineering. Subdivision proposals should be reviewed for consistency with Comprehensive Plan policies and zoning requirements. Incremental subdivision decisions need to be consistent with the Comprehensive Plan so that, for example, major road rights-of-way or open spaces are reserved and connect one subdivision to the next. The provision of trails connecting neighborhoods, proper street alignments and grades, and proper drainage are examples of design issues addressed during the subdivision process.

## **Functional Plans**

The Comprehensive Plan is intended to serve as the principle planning document addressing the Town's goals and policies related to land use and other key community issues. A number of other "functional plans" and documents have been or may be adopted by the Town to address specific topics or government functions. It is the Town's intention that the Comprehensive Plan provides guidance in both updating current plans and formulating concurrent and future functional plans. As these plans are adopted, they will provide a detailed framework for future land use and growth management decisions. The following lists those functional plans currently used by the Town.

- Avon Town Center Plan
- Avon Town Center Implementation Plan
- Recreation Master Plan
- Congestion Relief for Avon Road Study
- The Housing Strategy Plan
- Town Residential, Commercial, and Industrial Design Review Guidelines
- Transportation Master Plan
- Eagle Valley Regional Trails Plan

# **Appendix E**

## **Amendment Procedure**

## Amendment Procedure

The Comprehensive Plan is a policy document used to guide current and future land use decisions. To function as an effective decision making document, the plan must be dynamic and flexible enough to respond to changes in economic forces, legislative action, infrastructure and development technologies, and public attitudes. Therefore, an amendment procedure is necessary to keep the plan current.

The following types of comprehensive plan amendments are envisioned:

1. **Comprehensive Plan Update.** This amendment consists of an overall review and update conducted periodically. This update should be a thorough analysis of the entire plan, including an evaluation of goals and objectives, updates of forecasts and land-related elements, and the reaffirmation of policies. The Town's Planning and Zoning Commission and Town staff are primarily responsible for undertaking such an update, with input from other Town departments, the Town Council, and the public.
2. **Specific Amendment.** This second type of comprehensive plan amendment contemplated would not encompass the entire plan, but would rather be a more specific goal/policy, land use, or map amendment. An example of this type of amendment might be an instance where the Town desires to amend an area's proposed land use designation as a result of improved base data (such as new subsidence information or floodplain information). It is possible that a land use proposal could be introduced that conflicts with the Future Land Use Plan, but which, in fact, may be complementary to the Comprehensive Plan's other pertinent goals and policies. To ensure conformance with the plan, an amendment would be necessary. Specific amendments may be proposed by either the Town or by the private sector (i.e. a registered voter of the Town, property owner, or a property owner's authorized representative). Applications for a specific plan amendment may be made at any time with the Community Development Department.

Any amendment proposed for the Comprehensive Plan shall follow the Town's public notice and public hearing procedures as prescribed in the Town Municipal Code.

*Amendment Criteria:* The following criteria shall be used by the Planning and Zoning Commission and the Town Council when considering a Comprehensive Plan amendment proposal. The proposed amendment shall:

1. Include a justification for the proposed change;
2. Be in conformance with the Plan's overall vision and its supporting goals and policies;
3. Be compatible with existing and planned surrounding land uses; and
4. Not result in excessive detrimental impacts to Avon's existing or planned infrastructure systems.



# **Appendix F**

## **Market Conditions**

# **Appendix G**

## **Fiscal Analysis of the Land Use Plan**

## Fiscal Analysis of Existing Entitlements

**Table G-1**  
**New Population and Employment**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Existing Entitlements Scenario**

Population and Employment Impact	Factors			Year-Round Equivalent Population and Employment
<hr/>				
<b>Residential Impact</b>	<u>#</u>	<u>Persons/Unit</u>	<u>Ann. Occup.</u>	
Year-Round Dwelling				
Units	619	2.8	100%	1,721
Second Homes	206	3.0	23%	143
Condotel Units	<u>649</u>	2.0	45%	<u>584</u>
Totals	1,474			2,448
<b>Hotel Units</b>	475	1.5	45%	321
<b>Employment Impact</b>	<u>Empl. / 1,000 Sq. Ft.</u>	<u>Square Feet</u>		
Retail	3	47,300		142
General Commercial	3	72,000		<u>216</u>
Total New Employees				358
Live in Avon				179
Live Outside Avon <sup>1</sup>				179
<b>New Persons Served<sup>2</sup></b>				
Population				2,448
Employees (50%)				<u>89</u>
<b>Total New Persons Served</b>				<b>2,537</b>

<sup>1</sup> Assumed 50% of employees will live outside of Avon.

<sup>2</sup> Persons served is defined as population plus 50 percent of employees living outside Avon.

Source: Town of Avon, Geowest, RNL Design, Economic & Planning Systems

**Table G-2**  
**Property Tax Estimate**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Existing Entitlements Scenario**

<b>Land Use</b>	<b>Market Value</b>	<b>Asses. Rate</b>	<b>Units or Sq. Ft</b>	<b>Assessed Value</b>
<hr/>				
<b>Residential Assessed Value</b>	<u>\$/Unit</u>			
Year-Round Dwelling Units	\$500,000	7.96%	619	\$24,632,220
Second Homes	\$500,000	7.96%	206	8,210,740
Condotel Units	\$350,000	7.96%	649	18,075,568
Hotel Bedrooms	\$200,000	29%	475	<u>27,550,000</u>
Total				\$78,468,528
<b>Commercial Assessed Value</b>	<u>\$/SF</u>			
Retail	\$145	29%	47,300	\$1,988,965
General Commercial	\$145	29%	72,000	<u>\$3,027,600</u>
Total				\$5,016,565
Total Assessed Value				\$83,485,093
General Fund Mill Rate <sup>1</sup>				<u>8.956</u>
<b>Property Tax Total (Annual)</b>				<b>\$747,692</b>

<sup>1</sup> Assumes 2003 mill levy rate.

Source: Town; Economic & Planning Systems

**Table G-3**  
**Estimated Real Estate Transfer Tax (RETA) Revenues**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Existing Entitlements Scenario**

Land Use <sup>1</sup>	Value	Tax per Unit	Units or Sq. Ft.	Buildout (One time)	Annual Resales <sup>2</sup>
<b>Residential Market Value</b>					
Year Round Dwelling Units	\$500,000	\$10,000	619	\$6,189,000	\$123,780
Second Homes	\$500,000	\$10,000	206	2,063,000	41,260
Condotel Units	\$350,000	\$7,000	<u>649</u>	<u>4,541,600</u>	<u>90,832</u>
<b>Total Residential</b>			1,474	<b>\$12,793,600</b>	<b>\$255,872</b>
<b>Commercial</b>	\$145	\$2.90/SF	119,300	<b>\$345,970</b>	---
<b>Total RETA from Buildout, all Property Annual, Assuming 15-year Buildout</b>					<b>\$13,139,570</b> <b>\$875,971</b>

<sup>1</sup> Does not include hotel developments or commercial leasing activity.

<sup>2</sup> Assumes that 20% of units turn over each year. Amount reflects potential revenue after buildout.

Source: Economic & Planning Systems



**Table G-4**  
**Building Permit Fee Estimate**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Existing Entitlements Scenario**

Item	Factor	Value	Units or Sq. Ft.	Buildout
<b>Market Value</b>				
Year-Round Dwelling Units		\$500,000	619	\$309,450,000
Second Homes		\$500,000	206	103,150,000
Condotel Units		\$350,000	649	227,080,000
Commercial Sq. Ft.		\$145	119,300	<u>17,298,500</u>
<b>Total Market Value</b>				<b>\$656,978,500</b>
<b>Construction Value</b>				
	Improvement Value			
Year-Round Dwelling Units	80%	\$400,000	619	\$247,560,000
Second Homes	80%	\$400,000	206	82,520,000
Condotel Units	80%	\$280,000	649	181,664,000
Commercial Buildings <sup>1</sup>	\$100/SF	\$1,988,333	6	<u>11,930,000</u>
<b>Total Construction Value</b>				<b>\$523,674,000</b>
<b>Building Permit Fee</b>				
Year-Round Dwelling Units		\$2,955	619	1,828,850
Second Homes		\$2,955	206	609,617
Condotel Units		\$2,040	649	1,323,552
Commercial Buildings <sup>1</sup>		\$10,173	6	<u>61,037</u>
<b>Total<sup>2</sup></b>				<b>\$3,823,055</b>
<b>Annual Fees assuming 15-year buildout</b>				<b>\$254,870</b>

<sup>1</sup> Assumes that commercial development occurs as six 20,000 sq. ft. buildings with construction

value of \$100/sq. ft.

<sup>2</sup> Does not include hotel developments.

Source: Town, Economic & Planning Systems

**Table G-5**  
**Retail Sales and Accommodations Tax**  
**Estimates**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Existing Entitlements Scenario**

<b>Description</b>	<b>Amount</b>
<b>Retail Sales Tax</b>	
Sales per Sq. Ft.	\$250/SF
Sq. Ft. of New Retail Development	47,300
Tax Rate	<u>4%</u>
<b>Estimated Ann. Revenue</b>	<b>\$473,000</b>
<b>Accommodations Tax</b>	
2003 ADR	\$257/Night
New Hotel Units	475
New Condotel Units	649
Ann. Occ. Rate	45%
Tax Rate	<u>2%</u>
<b>Estimated Ann. Revenue</b>	<b>\$948,763</b>

<sup>1</sup> Assumes 45 percent annual occupancy.

Source: Vail Valley Chamber & Tourism Bureau,  
Town, Economic & Planning Systems.

## Fiscal Analysis of Optimal Scenario: Core Redevelopment and Existing Entitlements

**Table G-6**  
**New Population and Employment**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Optimistic Scenario**

Population and Employment Impact	Factors			Year-Round Equivalent Population and Employment
<hr/>				
Population Impact				
New Dwelling Units	#	Persons/Unit	Ann. Occup.	
Year-Round Dwelling Units	619	2.8	100%	1,721
Second Homes	206	3.0	23%	143
Condotel Units	869	2.0	45%	782
Totals	1,694			2,646
Hotel Bedrooms	475	1.5	45%	321
Employment Impact				
	Empl. / 1,000	Square Feet		
Retail	Sq. Ft.			307
General Commercial	3	102,300		306
Total New Employees	3	102,000		613
Live in Avon				306
Live Outside Avon <sup>1</sup>				306
New Persons Served <sup>2</sup>				
Population				2,646
Employees (50%)				153
Total New Persons Served				2,799

<sup>1</sup> Assumed 50% of employees will live outside of Avon.

<sup>2</sup> Persons served is defined as population plus 50 percent of employees living outside Avon.

Source: Town of Avon, Geowest, RNL Design, Economic & Planning Systems

**Table G-7**  
**Property Tax Estimate**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Optimistic Scenario**

<b>Land Use</b>	<b>Market Value</b>	<b>Asses. Rate</b>	<b>Units or Sq. Ft</b>	<b>Assessed Value</b>
<hr/>				
<b>Residential Assessed Value</b>	<u>\$/Unit</u>			
Year-Round Dwelling Units	\$500,000	7.96%	619	\$24,632,220
Second Homes	\$500,000	7.96%	206	8,210,740
Condotel Units	\$350,000	7.96%	869	24,204,768
Hotel Bedrooms	\$200,000	29%	475	<u>27,550,000</u>
Total				\$84,597,728
<b>Commercial Assessed Value</b>	<u>\$/SF</u>			
Retail	\$145	29%	102,300	\$4,301,715
General Commercial	\$145	29%	102,000	<u>\$4,289,100</u>
Total				\$8,590,815
Total Assessed Value				\$93,188,543
General Fund Mill Rate <sup>1</sup>				8.956
<b>Property Tax Total (Annual)</b>				<b>\$834,597</b>

<sup>1</sup> Assumes 2003 mill levy rate.

Source: Town of Avon; Economic & Planning Systems

**Table G-8**  
**Estimated Real Estate Transfer Tax (RETA) Revenues**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Optimistic Scenario**

Land Use <sup>1</sup>	Value	Tax per Unit	Units or Sq. Ft.	Buildout (One time)	Annual Resales <sup>2</sup>
<b>Residential Market Value</b>					
Year Round Dwelling Units	\$500,000	\$10,000	619	\$6,189,000	\$123,780
Second Homes	\$500,000	\$10,000	206	2,063,000	41,260
Condotel Units	\$350,000	\$7,000	<u>869</u>	<u>6,081,600</u>	<u>121,632</u>
<b>Total Residential</b>			1,694	<b>\$14,333,600</b>	<b>\$286,672</b>
<b>Commercial</b>	\$145	\$2.90/SF	204,300	<b>\$592,470</b>	---
<b>Total RETA from Buildout, all Property</b>					<b>\$14,926,070</b>
<b>Annual, Assuming 15-year Buildout</b>					<b>\$995,071</b>

<sup>1</sup> Does not include hotel developments or commercial leasing activity.

<sup>2</sup> Assumes that 20% of units turn over each year. Amount reflects potential revenue after buildout.

Source: Economic & Planning Systems



**Table G-9**  
**Building Permit Fee Estimate**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Optimistic Scenario**

Item	Factor	Value	Units or Sq. Ft.	Buildout
<b>Market Value</b>				
Year-Round Dwelling Units		\$500,000	619	\$309,450,000
Second Homes		\$500,000	206	103,150,000
Condotel Units		\$350,000	869	304,080,000
Commercial Sq. Ft.		\$145	204,300	<u>29,623,500</u>
<b>Total Market Value</b>				<b>\$746,303,500</b>
<b>Construction Value</b>				
	Improvement Value			
Year-Round Dwelling Units	80%	\$400,000	619	\$247,560,000
Second Homes	80%	\$400,000	206	82,520,000
Condotel Units	80%	\$280,000	869	243,264,000
Commercial Buildings <sup>1</sup>	\$100/SF	\$5,000,000	4.1	<u>20,430,000</u>
<b>Total Construction Value</b>				<b>\$593,774,000</b>
<b>Building Permit Fee</b>				
Year-Round Dwelling Units		\$2,955	619	1,828,850
Second Homes		\$2,955	206	609,617
Condotel Units		\$2,040	869	1,772,352
Commercial Buildings <sup>1</sup>		\$22,370	4.1	<u>91,404</u>
<b>Total<sup>2</sup></b>				<b>\$4,302,222</b>
<b>Annual Fees assuming 15-year buildout</b>				<b>\$286,815</b>

<sup>1</sup> Assumes that commercial development occurs as 50,000 sq. ft. buildings with construction value of \$100/sq. ft.

<sup>2</sup> Does not include hotel developments.

Source: Town of Avon, Economic & Planning Systems

**Table G-10**  
**Retail Sales and Accommodations Tax Estimates**  
**Avon Comprehensive Plan Fiscal Analysis**  
**Optimistic Scenario**

Description	Amount
<b>Retail Sales Tax</b>	
Sales per Sq. Ft.	\$250/SF
Sq. Ft. of New Retail Development	102,300
Tax Rate	<u>4%</u>
<b>Estimated Ann. Revenue</b>	<b>\$1,023,000</b>
<b>Accommodations Tax</b>	
2003 ADR	\$257/Night
New Hotel Units	475
New Condotel Units	869
Ann. Occ. Rate	45%
Tax Rate	<u>2%</u>
<b>Estimated Ann. Revenue</b>	<b>\$1,134,496</b>

<sup>1</sup> Assumes 45 percent annual occupancy.

Source: Vail Valley Chamber & Tourism Bureau,  
Town of Avon, Economic & Planning Systems.

# **Appendix H**

## **Glossary of Terms**

## Glossary of Terms

For the purposes of this Comprehensive Plan, the following terminology applies:

**Buildout:** The calculation of building potential based on a set of assumed densities (i.e. zoning or comprehensive plan)

**Built From:** The physical shape and mass of the structures aggregated as a collective community-wide form.

**Community Character:** The image of a community or area as defined by such factors as its built environment, natural features and open space elements, type of housing, architectural style, infrastructure, and the type and quality of public facilities and services.

**Community Framework Plan:** Graphic representation of the principles that led to the designation of various future land uses throughout the community. The Community Framework Plan defines relationships between designated land uses to create a meaningful and logical structure for future development.

**Comprehensive Plans:** Comprehensive Plan is a plan for development that recognizes the physical, economic, social, political, aesthetic, and related factors of the community.

**District Plans:** Functional plans that detail actions needed to fulfill the vision of the district.

**Districts:** A distinct area of the Town that merits its own set of planning principles. Districts were called “Sub Areas” in the 1996 Comprehensive Plan.

**Fiscal Analysis:** Analysis of financial matters such as the handling of public revenues and taxation. Fiscal analysis often includes a comparative analysis of more than one buildout scenarios.

**Future Land Use Plan:** Graphic representation of the desired future land uses for each area of the town.

**Goal:** An end towards which effort is directed and provides the community with a direction. A goal is a desired ideal and a value to be sought.

**Market Conditions:** Factors affecting the local economy at a particular point in time.

**Planning Principles:** Concepts that direct the growth and development of districts.

**Policy:** A course of action that provides a broad framework for guiding governmental action and decision-making. Implementation policies are established by the community; in this case, residents, local business and property owners, the Comprehensive Plan’s Steering Committee, the Planning and Zoning Commission and Town Council. From these policies, the Town will develop and/or update regulations necessary to implement the vision of the community as reflected by the goals and implementation policies contained in this plan.

**Zoning:** The division of a jurisdiction into zoning districts within which permissible uses are prescribed and restrictions on building height, bulk, layout, parking and other requirements are defined. Zoning is a legally enforceable method of implementing Comprehensive Plans.