

# SKETCH PLAN SUBDIVISION and REZONING REQUEST EAGLE COUNTY SCHOOLS/3rd STREET CAMPUS

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September 2021

## 01 INTRODUCTION

The purpose of this report is to explain two separate, but related land use applications that would allow for the potential development of a small housing project at the Eagle County School District's 3rd Street campus. Applications include a Sketch Plan subdivision for a +/- 2.2-acre parcel located at the west end of the 3rd Street Campus and a request to rezone this parcel from Public Area to Residential Medium.

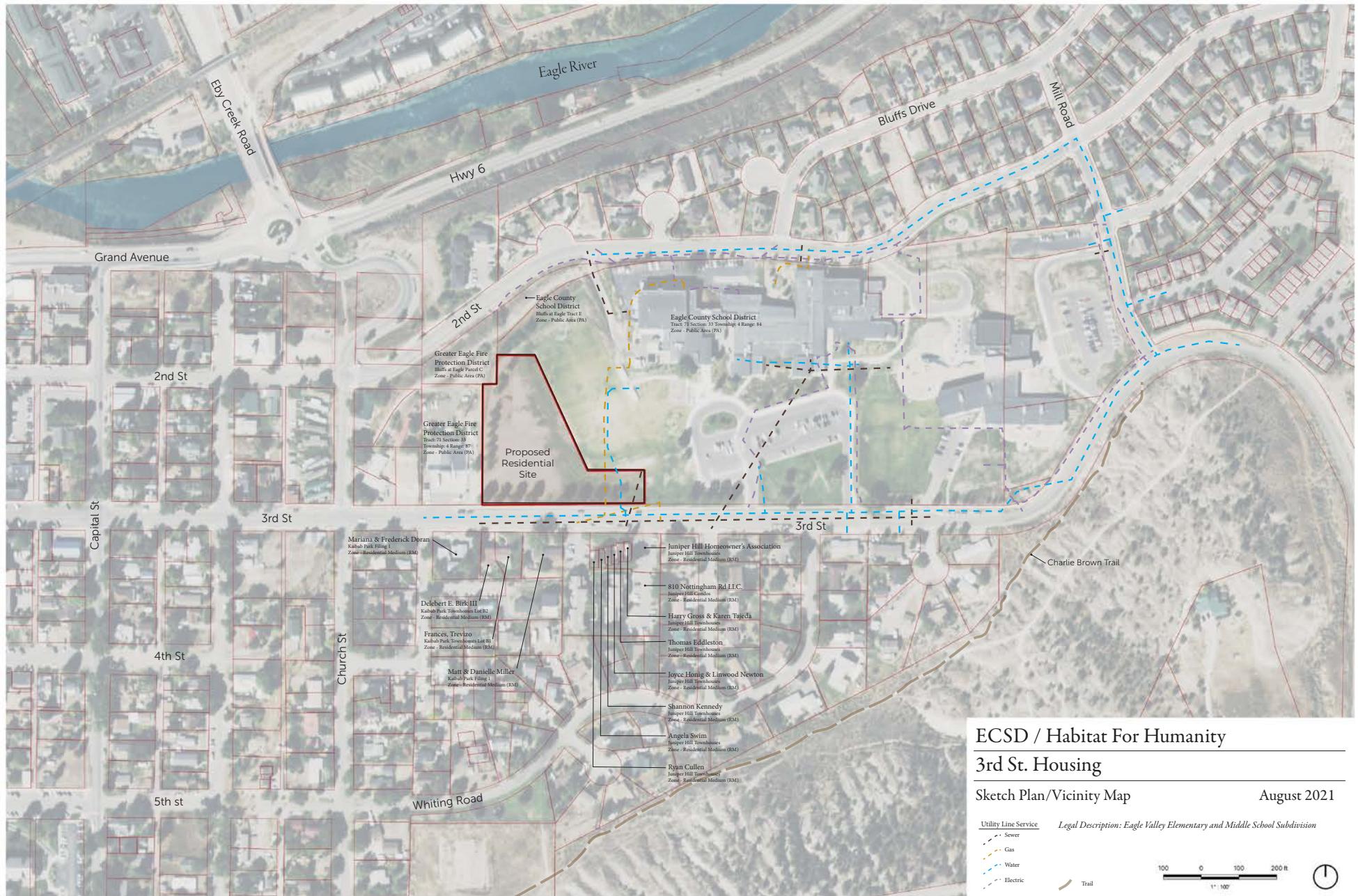
Information provided herein has been prepared in accordance with relevant sections of the Eagle Town Code, specifically Section 4.12.020 of the Subdivision regulations (Sketch Plan Subdivisions) and section of 4.05.030 of the Zoning Code (Procedures for Rezoning). This application has been submitted on behalf of Eagle County Schools (ECS), owner of the subject property. Information below includes:

- *the need for this request,*
- *an overview of the proposal (approach to development, site evaluation, conceptual site plan and the Town's review process),*
- *Discussion of other development considerations*
- *an evaluation of how the proposal complies with Elevate Eagle, the Town's comprehensive plan, and*
- *evaluation of how the proposal responds to applicable rezoning and sketch plan subdivision review criteria.*

ECS's goal for this project is to create a small residential neighborhood of affordable homes for District staff and others in the workforce of Eagle County.



*Proposed housing site looking west down 3rd St.*



## 02 THE NEED FOR THIS REQUEST

As is the case with virtually every employer in the Eagle River Valley, Eagle County Schools is severely impacted by both the lack of housing supply and the cost of housing. Housing has for a number of years been a major challenge in recruiting new employees and in retaining existing employees. These challenges have recently become far more acute than they have been in the past.

In 2020 the Board of Education adopted the ECSD Employee Housing Master Plan. This Plan established a goal to create 120 housing opportunities for District staff by 2030. In response ECSD has launched or completed the following initiatives:

- *Finalizing a collaboration with Habitat for Humanity Vail Valley (HH) on the construction of 12 homes on land provided by ECSD at the IK Bar Ranch in Gypsum.*
- *Evaluating the feasibility of developing staff housing on land in Gypsum.*
- *Securing master leases for apartment units in Gypsum, Eagle, and Avon.*
- *Initiated the design of a staff rental housing project located in Edwards.*

Among other recommendations, the housing master plan identifies the potential for a small housing project located at the southwest corner of ECSD's 3rd Street Campus in Eagle. This location was identified for a number of reasons – this portion of the campus is not utilized by school activities, residential development of the site is compatible with the surrounding neighborhood, the site terrain is buildable, and access and utilities are proximate to the site.

A small infill project in this location is viewed as a creative, responsible, and effective way of directly addressing District's need for staff housing, and in doing so make a small contribution to our County-wide housing crisis.



*Southern portion of site along 3rd Street slopes uphill to flatter portion at north end.*

## 03 THE PROPOSAL

### Approach to Development

This proposal involves creating a +/-2.2-acre parcel at the southwest corner of ECS's 3rd Street Campus. This land is considered surplus, it is not necessary for the operation of Eagle Valley Middle School or Eagle Valley Elementary School. It does however have attributes that make it very appealing for a small residential community.

In 2018 ECS collaborated with HH on the development of 12 homes at the District's IK Bar property in Gypsum. ECS provided the land for this project and HH then constructed the homes and provided preference to ECS staff in the family selection process for homeowners. This project has resulted in 12 ECS staff and their families becoming homeowners. A similar program is envisioned for 3rd Street. One notable difference is that with 3rd Street, homes constructed by HH will be targeted to ECS families with incomes in the 80-100% AMI level (an income level higher than families typically served by HH). This change was done in hopes of making homes available to "the missing middle" of the housing market – families with income too high to compete for a HH home, yet too low of income to buy a home in the open market.

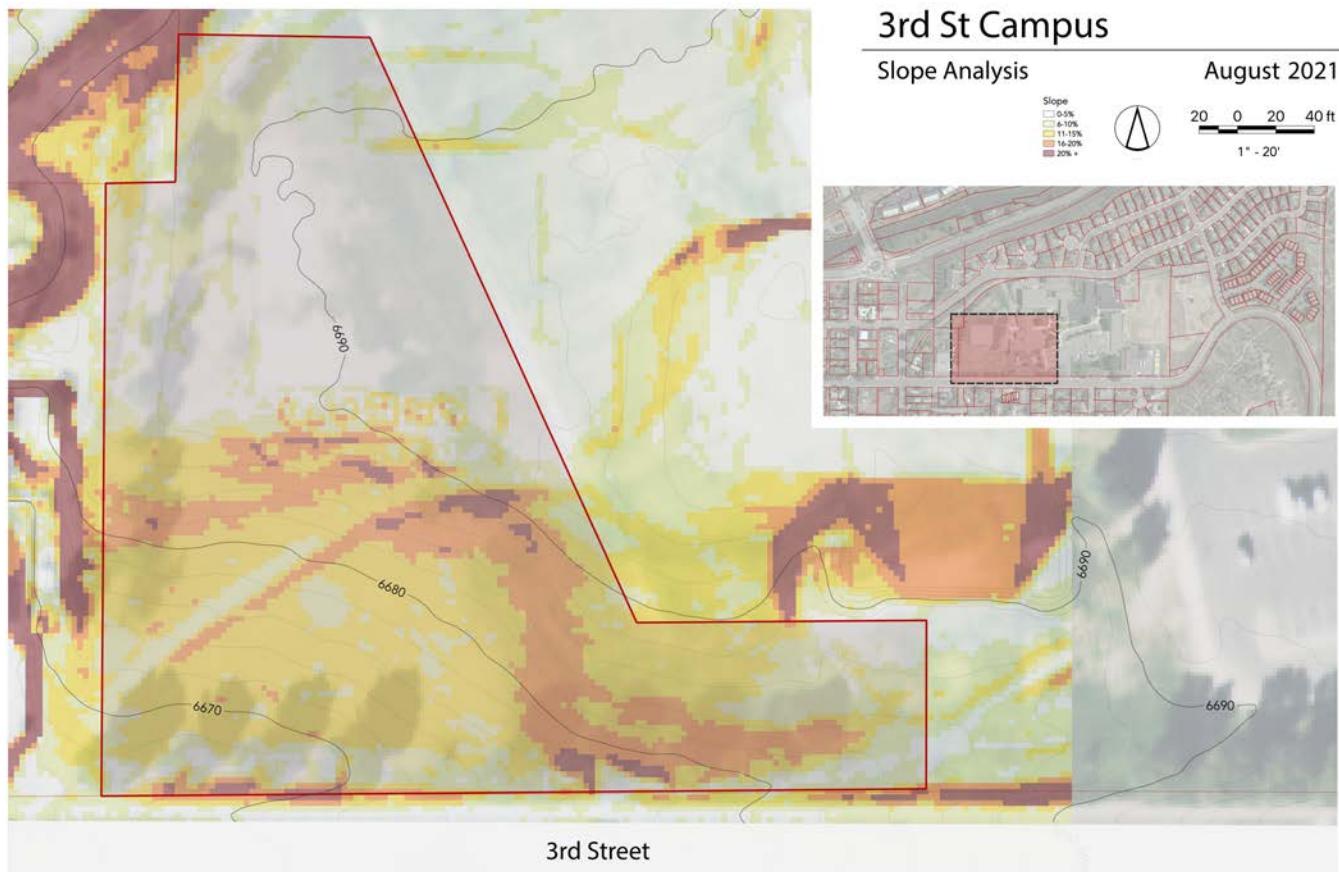


*New Habitat family homeowners and new homes at Grace Avenue in Gypsum.*

### Site Analysis

The proposed development site is located along 3rd Street, south of the school's football field and next to the Greater Eagle Fire District fire station. Most of the site is an open, lawn area defined by a row of mature cottonwoods along 3rd Street and the western side of the property. A town sidewalk is located along 3rd Street. There are no wetlands or significant vegetation features on the property. The site does not include wildlife habitat, nor is it affected by geologic hazards, floodplain, or wildfire hazard.

The site slopes gently uphill from 3rd Street where it transitions to a flat terrace at the northern portion of the site. While this terrain has influenced the approach to site design, the site is very much "buildable". The slope analysis below depicts these site conditions.



### Conceptual Site Plan

On the following page is a conceptual site plan depicting eight duplexes, or sixteen homes. The main objective of this site layout was to maximize opportunities on the flatter portions of the site and to avoid locating homes on the steeper portions of the site. This will allow for construction efficiencies and will also minimize site grading. This site design also creates ample separation between many of the homes and avoids an unbroken row of homes along 3rd Street. Access to most homes is provided by a private drive that extends from 3rd Street to the upper portion of the site (at an approximate grade of 8%).

The site plan uses a floor plan currently under consideration by HH. The homes are approximately 1,200 square feet and will have three bedrooms. Each home will have a one-car garage and two driveway parking spaces. 14 of the homes are accessed via the main, private drive. One duplex is accessed directly off of 3rd Street. It is important to note that following approval of these development applications more detailed evaluation of the site and potential design opportunities will be taken. It is likely that the site plan will evolve at that time. Detailed site design and other development plans will be provided during the Development Permit review process.



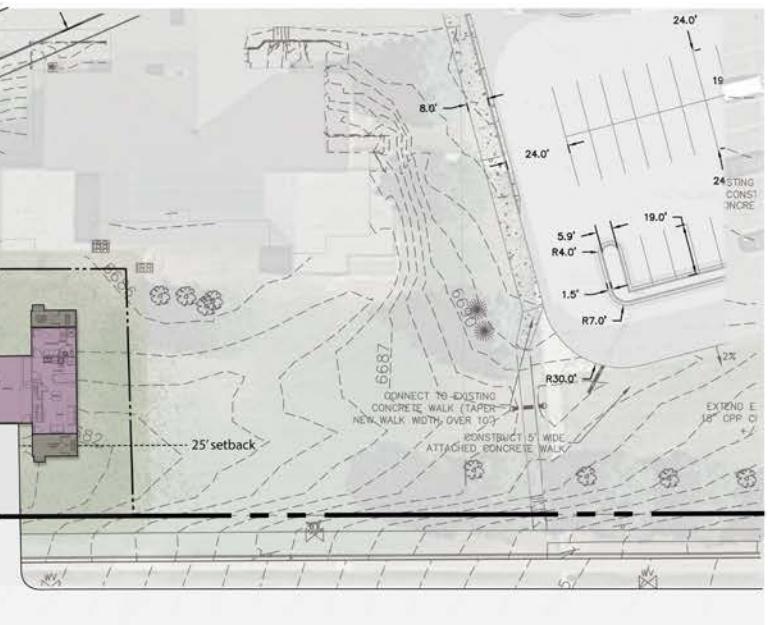
## 3rd St Campus

Potential Yield Study

July 2021



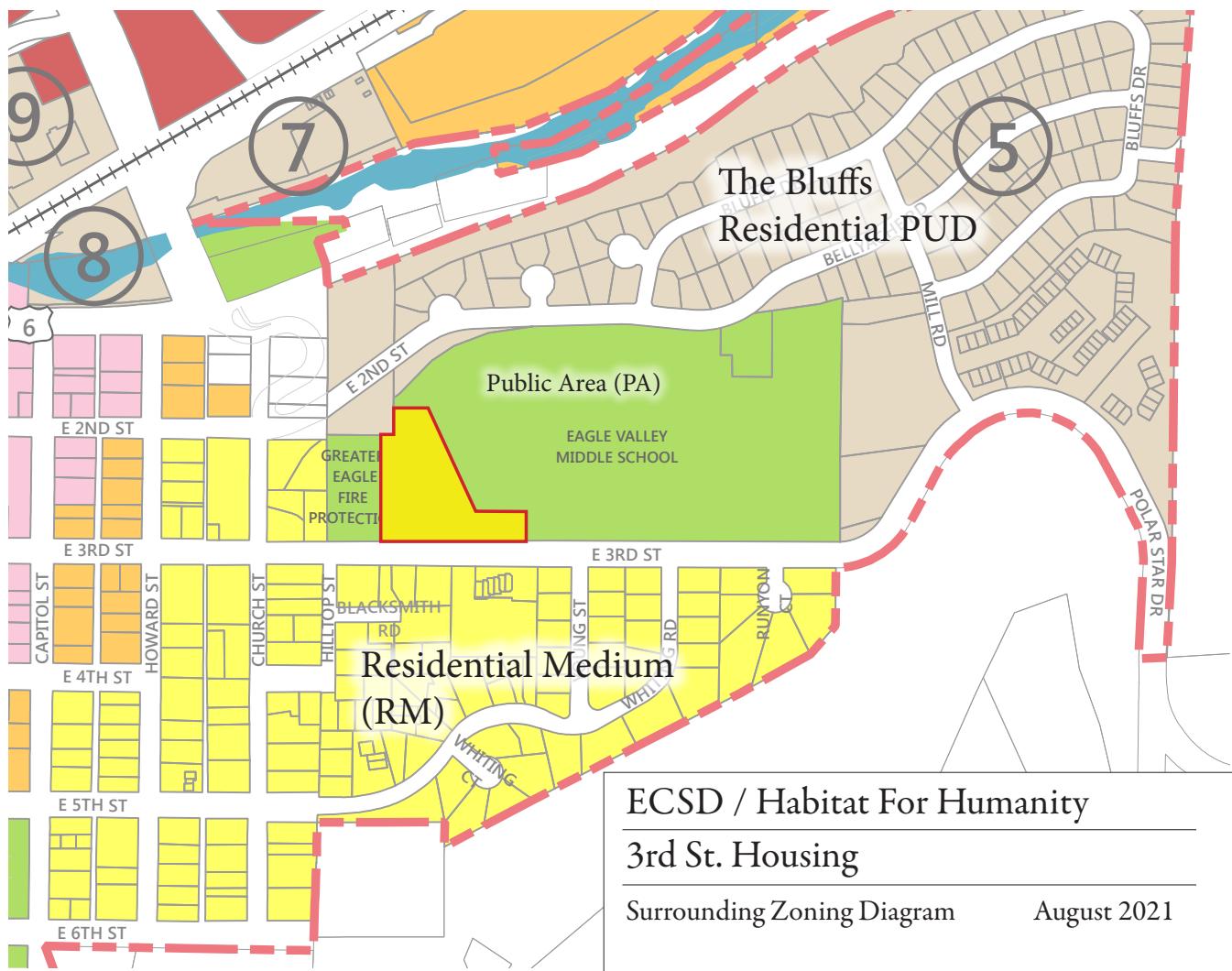
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## Rezoning to Residential Medium Zone District

The District's 3rd Street Campus is zoned Public Area (PA). This zone district allows for "residential dwellings above street level" but does not allow for the type of residential ECS envisions with this project. For this reason, the property is proposed to be rezoned to the Residential Medium zone district. The number of units and site layout depicted by the conceptual plan are generally consistent with development standards of the Residential Medium Zone District.

As depicted on the diagram below, the 3rd Street Campus is surrounded by residential zoning. To the north and east is the Bluffs PUD, an exclusively residential neighborhood and to the south is a large area of Residential Medium Zoning. Rezoning the subject property to Residential Medium is a logical and natural extension of this zone district. Explanation of how this rezoning complies with applicable review criteria is provided below.



## 04 DEVELOPMENT CONSIDERATIONS

The following provides a brief description of other development considerations as outlined in the Town's Sketch Plan review process:

### Access/Traffic

Based on International Traffic Engineers (ITE) trip generation manual, townhome units generate on average 7.3 daily trips. 16 townhome units would generate 117 daily trips. Access to and from the site would likely be equally split between 3rd Street to downtown and points west or via 3rd Street to Church Street and Bluffs Road to points east or to Interstate 70.

The same access points described above provide serve the two schools, the Bluffs and Upper Kaibab neighborhoods and many homes south of 3rd and east of Church Street. The incremental traffic from the proposed project will not add appreciably to existing traffic volumes on surrounding streets. Being a small-scale project with limited traffic impact on the local road system, a formal traffic impact analysis has not been prepared. If deemed necessary, a traffic analysis can be provided at Preliminary Plan review.

### Utilities and Easements

The proposed project is not expected to have a significant impact on exiting utility systems. Water and sewer taps equivalent to the number of homes will be needed, currently expected to be sixteen. It is assumed that the Town's water and sewer plants have capacity to serve the project and the 16 small homes will not have an appreciable impact on water and sewer lines in 3rd Street. Shallow utility providers will be contacted when more is known about the project design. Given these providers had the ability to serve the recent expansion of both 3rd Street schools, it is anticipated that they will be able to serve this small project.

Survey information on 3rd Street indicates water and sewer lines bisect the east end of the subject property. It is assumed that the sewer line is abandoned (it served the former elementary school). An updated site survey is in progress that will confirm the location of the water line. This line may necessitate a shift in the location of a duplex on this portion of the site, or the water line may be re-located.

ECS is working with Town staff to determine whether a water rights cash-in-lieu dedication will be necessary for this project. This will be finalized during the preliminary plan process.

### Drainage and Stormwater Management

Surface drainage from this portion of the 3rd Street Campus (and much of the rest of the campus) flows south to southwest to a shallow swale along 3rd Street. A culvert is located at the southwest corner of the site that daylights along the right-of-way adjacent to the Greater Eagle Fire District station. It is assumed that site drainage from the project will be detained and then released in these same locations at a rate not to exceed historic run-off. Detailed grading and drainage plans will be prepared during the preliminary plan process.

### Soils and Geotech

A Geotechnical Subsurface Exploration Report was completed in 2017 for the 3rd Street Campus. Subsurface exploration was done in December of 2016 and May of 2017. Groundwater was not obviously encountered in test holes at time of drilling. While it is acknowledged that ground water will fluctuate due to seasonal conditions, groundwater is

not expected to be a concern with this project. While the focus of this report was on other areas of the site, it does provide a good indication that construction of the subject site should be feasible from a soil and geotec standpoint. Site specific geotec work will be done as part of preliminary plan design.

### **Mineral Deposits and Mineral Report**

Recent geotec drilling went to depths from 5' to 51'. Soil conditions were predominantly comprised of topsoil underlain by clay and claystone/sandstone bedrock. There are no indications nor information available that would suggest the presence of commercial mineral deposits on the site.

Mineral rights appurtenant to the property have been identified in recently completed title work. Mineral rights have been addressed in a memo provided to the town under separate cover.

### **Municipal and Parkland Dedication**

The Municipal and Parkland Dedication would require a dedication of .57 acres of land to the Town for municipal or park purposes. This amount is based on the number and type of units that are contemplated by the project.

The proposed residential project is located on a portion of a larger public use site. The 3rd Street Campus currently provides extensive outdoor recreation facilities (fields, playgrounds) that are used by the students during the school year and are open for public use at other times. Given these existing park facilities, a waiver is requested to the Municipal and Parkland Dedication requirements.

### **School Dedication**

The School Land Dedication would require a dedication of .23 acres of land. This amount is based on the number and type of units that are contemplated by the project. The proposed residential project is located on a "surplus" portion of a larger school site owned by ECS. ECS requests a waiver to the school dedication requirement.

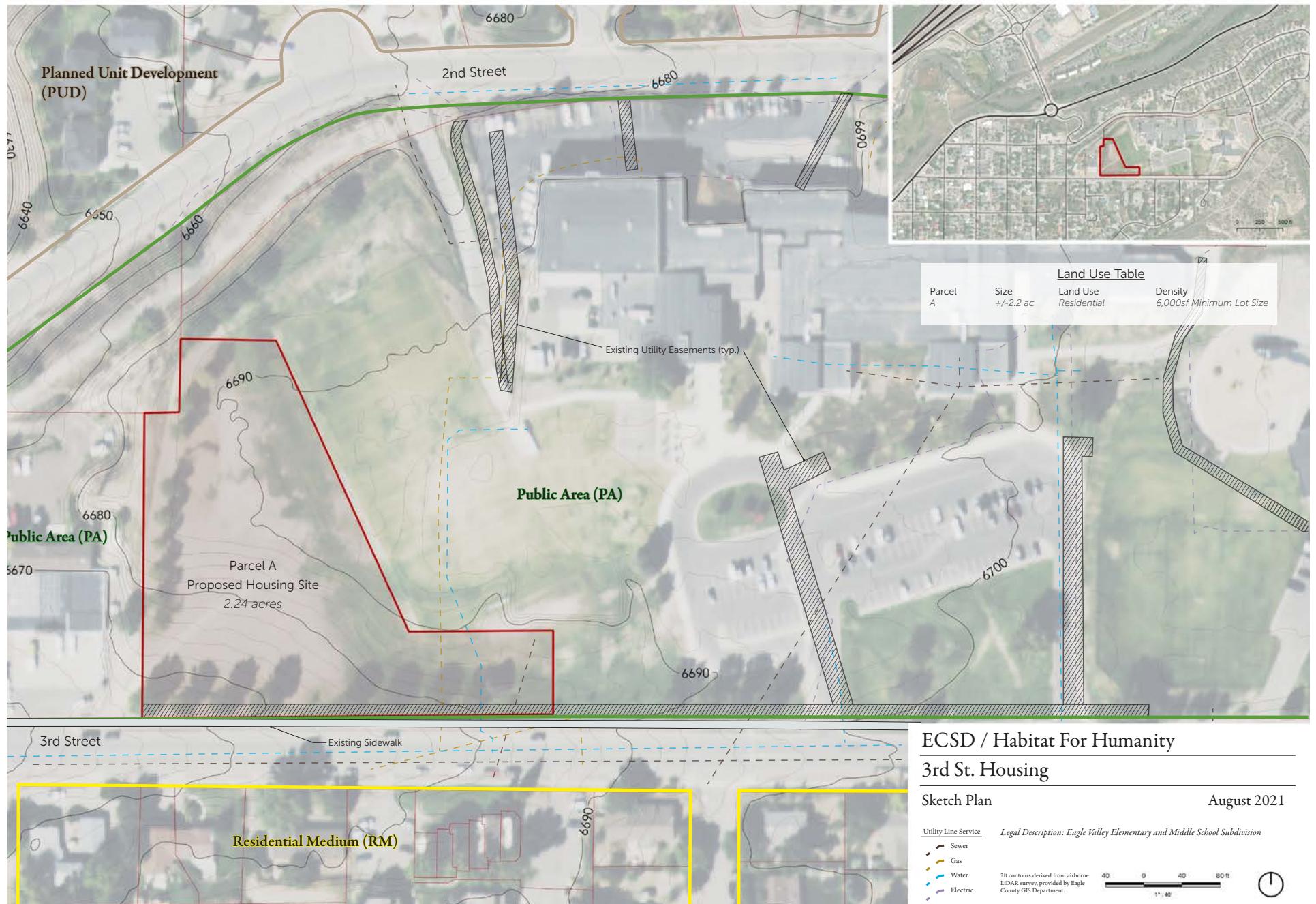
### **Population report**

The average household size in the Town of Eagle is approximately 3.5 people per unit. Based on this average the proposed project will generate approximately 56 residents.

Below is the Sketch Plan for 3rd Street. This plan reflects information as outlined in section 4.12.020 of the Town Code.

### **Town Development Review Process**

The combined rezoning and Sketch Plan subdivision is the first step in the Town's review process. If favorably received by the Town, these approvals will provide ECS and HH with the confidence to move forward with more detailed design work on the project. This is particularly true with the rezoning as the development standards for the Residential Medium Zone District will provide important guidance on the design of the project. The second step in the Town's review process is expected to be a combined Preliminary Plan and Development Permit applications. Final platting of the development parcel would then be completed that would create the parcel to be conveyed to HH. As homes are constructed duplex or townhome subdivisions would be done to create ownership interests for each home.



## 05 ELEVATE EAGLE – TOWN OF EAGLE COMPREHENSIVE PLAN

Elevate Eagle Comprehensive Plan is a key document to be considered in the evaluation of any development proposal. The Plan states:

*“The Plan’s intent is to refocus planning efforts and policies to address current issues and future opportunities. It is a policy document that aids decisions on land use, development and redevelopment, public services and facilities, and economic development within the Town’s boundary and Growth Boundary.”*

Main elements of the Plan to be used in evaluation of a development proposal include goals and policy statements, the Future Land Use Map (FLUM) and the Action Plan.

The 3rd Street Campus is designated Public/Institutional by the Future Land Use Map (FLUM) of the Comprehensive Plan. The Plan describes the Public/Institutional land use designation as:

*“The Public/Institutional category identified civic uses, such as schools, government buildings, and public service and recreation facilities, within varied settings, including Downtown, along the Eagle River, and within and adjacent to neighborhoods.” Primary uses in this land use designation include “Public and civic uses, including recreational facilities, public services, schools, healthcare, and governmental offices.”*

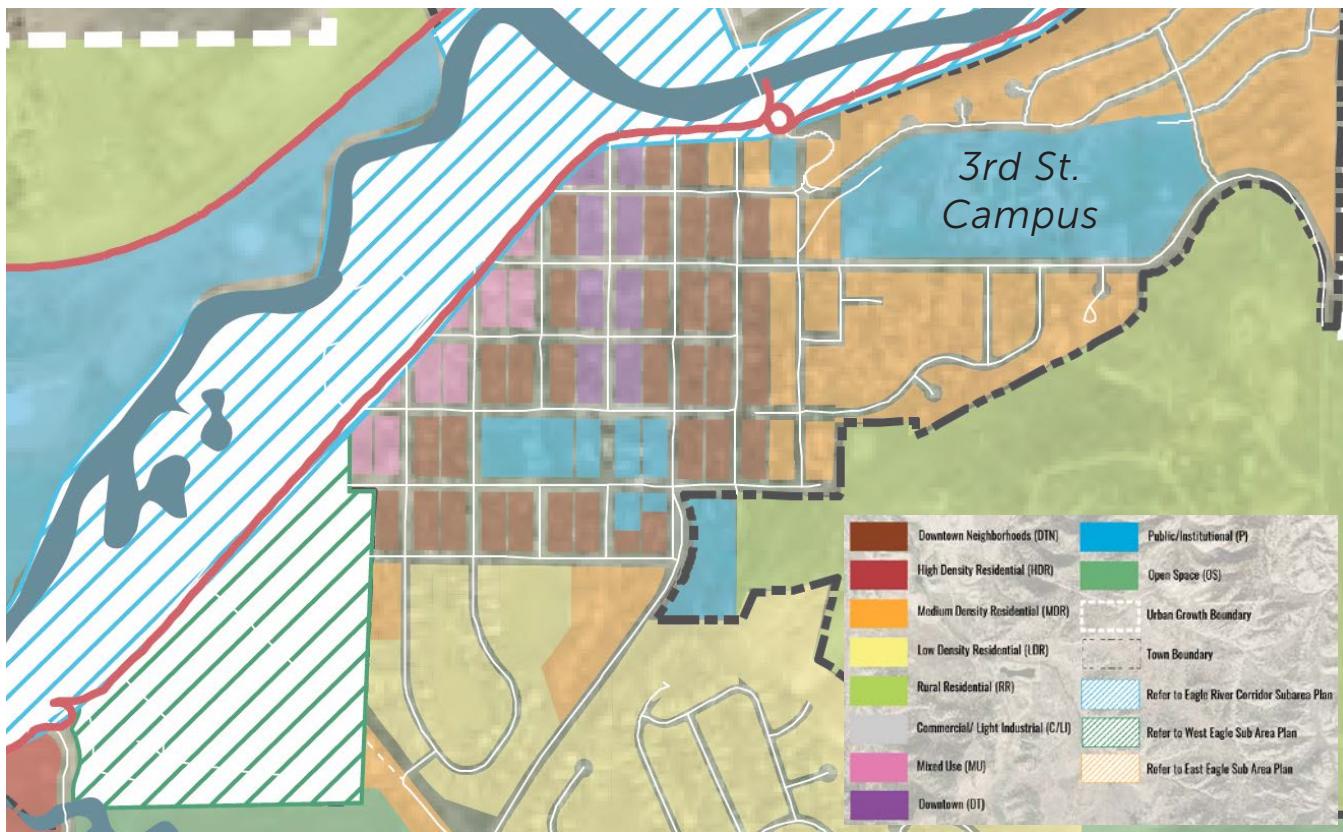
This land use designation was likely done in response to the existing school use of the property. The FLUM designates lands to the north, east and south of the 3rd Street Campus as Medium Density Residential (MDR). The proposed development of housing on the 3rd Street Campus is in keeping with the MDR designation.

The Plan outlines a process that allows flexible interpretations of land designation boundaries:

*“The Future Land Use Map describes the Town of Eagle’s desired future. It is a tool to guide development decisions, infrastructure improvements, and public/private investment/reinvestment in Eagle. The Future Land Use Map identifies locations of anticipated, and Town-supported land uses over the next 10 to 20 years. Division between land use categories generally follows parcel lines, roadways, and other geographic boundaries. Future land use and zoning category changes **shall generally adhere** to the Future Land Use Map.*

**Flexible interpretation of the boundaries may be granted** by the Town Planning staff, Planning and Zoning Commission, and Town Council, provided the proposed change is consistent with the vision, goals, and strategies contained in this Plan.”

An interpretation of the FLUM boundaries is requested to designate the subject property as MDR. This subtle change will maintain the Public/Institutional designation on the vast majority of the 3rd Street Campus but would acknowledge this small housing project as being an appropriate land use. This sort of change is a good example of the type of “flexible interpretation” anticipated by the language included in the Plan. More importantly



Excerpt of the FLUM from comprehensive plan showing land use designations around the 3rd Street Campus.

this interpretation of the FLUM boundary is “consistent with the vision, goals, and strategies contained in this Plan”. Below are excerpts from the Plan and commentary on how the proposal is consistent with the vision of the Plan, goals and policies and Action Steps.

## **THE VISION**

### **Our Plan**

#### ***The Town of Eagle Today – Why We Are Planning (Page 6)***

The Town’s adventurous reputation has started to attract young families seeking an active lifestyle. In fact, Eagle’s population more than doubled between 2000 and 2010. Although Eagle is becoming increasingly popular with tourists, there is a significantly higher percentage of homeowners and single-family homes in Eagle than in the County overall, suggesting it is home to more year-round residents than neighboring upvalley Towns. As the Town of Eagle continues to grow, so does the need for a Comprehensive Plan. The Town has maintained its small-town feel with local shops and a close-knit community and there is a strong desire in the community to preserve these values as the Town continues to grow. Working together, residents, business owners, property owners, and employees have participated in the creation of *Elevate Eagle*.

#### ***Response***

*100% of the homes to be constructed at 3rd Street will be occupied by local employees living year-around in Eagle. This will further the Town’s desire to be a small-town, close-knit community of local residents.*

# **FUTURE LAND USE PLAN**

## **Future Land Use Categories (Page 36)**

### **Medium Density Residential**

Single and multi-family neighborhoods built on a traditional development pattern, served by a highly connected street pattern, and interspersed with schools, public facilities, walkable neighborhood amenities, parks, and trails. Density - 4 - 16 DU/Acre"

#### ***Response***

*The project contemplated at 3rd Street is within the density range of MDR.*

# **GOALS AND POLICIES**

## **Elevating Our Inclusive Culture**

GOAL 1-1.

*PROMOTE A WIDE RANGE OF ATTAINABLE HOUSING OPPORTUNITIES FOR YOUNG ADULTS, FAMILIES, AGING RESIDENTS, WORKFORCE, AND OTHERS. (Page 48)*

*Policy 1-1.3.*

*Stimulate the creation of workforce housing through town policies, incentives, and regulatory procedures. Collaborate with community partners and the private sector to expand the reach of Eagle's workforce housing efforts.*

GOAL 1-2.

*EXPAND AND DIVERSIFY THE TOWN'S ECONOMIC OPPORTUNITIES.*

*Policy 1-2.5.*

*Provide opportunities for a balanced mix of housing and services to support local businesses, employees, residents, and visitors. (Page 48)*

#### ***Response***

*Eagle County Schools collaboration with Habitat for Humanity will implement Policy 1-1.3 with the development of a small, workforce housing project. It is an excellent example of how organizations can partner to expand the reach of Eagle's workforce housing efforts.*

## **Elevating Our Unique Character**

GOAL 2-3.

*CELEBRATE THE TOWN'S UNIQUE SMALL-TOWN CHARACTER. (Page 50)*

*Policy 2-3.3.*

*Ensure new development builds upon and adds value to Eagle's unique community character through adherence to high quality standards of design and construction.*

- a. Ensure residential infill and redevelopment blend appropriately with the character and scale of surrounding neighborhoods.
- b. Utilize infill and conservation-oriented development to accommodate growth while retaining open lands and protecting environmentally sensitive areas.

**Response**

*The proposed site at the 3rd Street Campus is an excellent example of a residential infill project that is in keeping with the character and scale of the surrounding neighborhood.*

## **Elevating Our Connections**

**GOAL 5-1.**

**EXPAND OUR PUBLIC TRANSPORTATION NETWORK AND OPTIONS. (Page 58)**

*Policy 5-1.4.*

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

**Response**

*The project is within .5 miles of an ECO bus stop, consistent with ECO's threshold for a comfortable walking distance.*

## **ACTION PLAN**

### **Elevating Our Unique Character**

#### **Our Actions**

*2.20 - Identify specific redevelopment and infill opportunities on vacant or under-utilized lots in otherwise built-up areas through future sub-area planning efforts. (Page 67)*

**Response**

*While this site was identified by ECS and not the town, it represents an infill opportunity on under-utilized land.*

### **Elevating Our Connections**

#### **Our Actions**

*5.3 - Promote compact development, allowing increased residential, retail, and mixed-use densities in areas close to transit stops where appropriate. (Page 72)*

**Response**

*Approval of this proposal will allow increased residential development of a location that is close to a transit stop.*

## Other Considerations/2018 Existing Conditions

### **Who We Are/Why It Matters**

*"Therefore, it will be important for Eagle to attract a variety of housing options to support new employees and their families, housing preferences of retirees and millennials, and housing attainability for Eagle's diverse workforce and demographic base." (Page 79)*

#### **Response**

*The collaboration with Habitat for Humanity will result in housing attainability for Eagles workforce.*

### **Where We Live/Housing Types**

*"There is a lack of middle density housing, including duplexes, triplexes, and other multi-family housing options that fall between single-family homes and apartment complexes. This "middle" section of housing provides housing options to many different people such as new families trying to establish roots in Eagle, older couples or empty-nesters looking to downsize, and families or individuals that cannot afford or care for a single-family home. A healthy mix of housing types in a community encourages a diverse population with a wide range of skill sets and interests that propel an economy forward." (Page 82)*

#### **Response**

*The housing type envisioned for the subject property is in line with the "middle density" outlined above.*

### **Housing Attainability/ Why It Matters**

*"Local housing is an essential part of building a livable community. Attractive housing markets can draw new residents and employers. Recent trends indicate a strong relationship between the availability of affordable and rental housing options and a variety of housing types increases the number of Millennial and young families looking to relocate and establish roots in Eagle. Similarly, a diverse housing stock is a determining factor in retaining older residents based on the ability to down-size or stay in the community. (Page 83)*

#### **Response**

*The housing project envisioned for the subject property will provide an affordable opportunity for up to 16 families and will add to the diversity of the Town's housing stock.*

### **Our Economy/Why It Matters**

*"Employment options are essential to the long-term vitality and sustainability of our Town, businesses, and residents."*

*"Housing attainability impacts our economy tremendously. Employers in the*

*area reported that the lack of attainable housing is decreasing their ability to grow their business and retain employees." (Page 85)*

**Response**

*The creation of these attainable homes will greatly benefit the staff of ECS and in doing so help the district retain staff.*

## Review Criteria/Sketch Plan Subdivision

The Planning Commission and Town Council review of a Sketch Plan is characterized as a visioning meeting, intended to be a collaborative meeting between the Planning Commission and the developer to ensure that all new development is consistent with the community's goals and that issues are identified early in the development process. Topics that may be addressed in this meeting include:

- i. How the proposed project complies with the subdivision design and development standards (Chapter 4.13 ), the Eagle Area Community Plan and the purpose of this Title.

**Response**

*The project's compliance with the town's comprehensive plan is discussed above. The project's compliance with subdivision design and development standards is best addressed during preliminary plan review when more detailed project design is completed. Based on evaluation of the subject site, the applicants are confident that the project can be designed to conform with these standards.*

- ii. The developer's goals and vision for the project.

**Response**

*The applicant's goals for this project are outlined above under "The need for this request".*

- iii. How the proposed development incorporates variety in the type, design and siting of buildings.

**Response**

*This is a small residential project and as such there is no variety in the type or design of homes to be developed.*

- iv. How the proposed subdivision will be connected to and integrated with surrounding natural and developed areas.

**Response**

*There are no significant or notable natural features on or surrounding the site. Homes in this location will integrate well with surrounding residential neighborhoods in the vicinity.*

- v. How the project will impact neighboring properties (i.e., water drainage, traffic circulation, environmental impacts, view corridors).

**Response**

*It is expected that the surrounding road system will be capable of accommodating the limited traffic that will be generated by the project. Based*

*on initial site evaluation, site drainage should be able to be accommodated. There are no significant environmental or viewshed considerations on the site.*

- vi. How the design is cost-effective and environmentally responsive to site features and constraints and how potential impacts to natural systems will be mitigated.

***Response***

*The sketch plan is designed based on topography of the site. Most homes are located on the flatter portions of the site, allowing for more cost-effective construction. There are no other environmental features that influenced site design.*

- vii. How the design capitalizes on natural and cultural assets on and around the site to build a positive and distinctive identity.

***Response***

*N/A*

- viii. How the proposal promotes the efficient use of land and public streets, utilities and governmental services.

***Response***

*As an infill development site, existing roads and utilities are in place to serve the proposed development.*