

THIS IS GYPSUM

Master Plan

06.07.17



THIS IS GYPSUM

Master Plan

06.07.17



ACKNOWLEDGMENTS

GYPSUM TOWN STAFF

Lana Gallegos, Senior Planner
Jeff Shroll, Town Manager
Jim Hancock, Engineer
Krista DeHerrera, Special Events
Jeremy Rietmann, Economic Development

GYPSUM ADVISORY GROUP

Tom Edwards, Mayor Pro Tem
Grant Murphy, Planning Chairman
Mallie Kingston, Resident at large

CONSULTANT TEAM

Elena Scott, Norris Design
Conner Krause, Norris Design
Jeff Liljegren, Norris Design
Ellie Nyquist, Norris Design
John Ward, 505 Design
Mac Bernhardt, 505 Design
Chuck Desmoineaux, 505 Design
Clark Anderson, Community Builders

Thank you also to the hundreds of residents, stakeholders, developers, and many more who contributed their time and ideas.

CONTENTS

CHAPTER 1. INTRODUCTION	7
Purpose Of The Master Plan	7
Planning Process	8
Plan Organization	8
Community Engagement	8
Relevant Planning	9
CHAPTER 2. GYPSUM TODAY	13
Regional Context And Setting	13
Town History	14
Recent Accomplishments	15
Housing	20
Economic Profile	24
Community Perspective	28
Opportunities And Challenges	31
CHAPTER 3. VISION FRAMEWORK	35
The Vision	36
Guiding Principles	36
CHAPTER 4. PLACEMAKING AND URBAN DESIGN	43
The Core Districts - The Heart Of Gypsum	43
Further Development Areas	53
Other Considerations	54
Placemaking Design Guidelines	55
CHAPTER 5. IMPLEMENTATION	59
APPENDIX A. LAND USE MAP	71
Land Use Designations	72
Land Use Map	74





CHAPTER 1. INTRODUCTION

PURPOSE OF THE MASTER PLAN

A master plan reflects a community's collective vision for how they would like their town to develop over the long term. Towns develop master plans every 10 to 20 years to help their communities evolve in response to growth, market trends, demographic shifts, and other changes. A successful plan respects history, builds on the momentum of recent accomplishments, and represents a town's unique qualities, desires, and values for the future.

A master plan addresses multiple community elements holistically, including land use, transportation, economic development, housing, health, natural and historic resources, utilities and services. As an advisory document, a master plan should set the foundation for all other plans, codes, and regulations. For example, zoning codes give property owners certain development rights and regulate how land is used and how buildings are designed. Ultimately, zoning codes and other regulations should help a community achieve its vision for the future, as documented in the master plan.

The Town of Gypsum last created a master plan in 1999. The town has achieved many goals from the 1999 plan, while maintaining a strong sense of community and small town values that are cherished by residents. Since then, the town has witnessed growth, benefited from recent economic success and is poised for a bright and healthy future. Town residents and businesses realize they have a voice about what they want Gypsum to become, and with the Gypsum Master Plan update, the community establishes their vision of how the town should grow and evolve into the future. The Gypsum Master Plan update addresses the key elements described above and the biggest challenges facing the community. This Plan will assist community members, stakeholders, developers, town staff, and representative officials on how to align the goals and vision for Gypsum with proposed development opportunities.

PLANNING PROCESS

The Gypsum Master Plan update involved a 14-month process, organized into the following five phases:

- Phase 1: Information Gathering
- Phase 2: Establish the Vision
- Phase 3: Concepts and Recommendations
- Phase 4: Documentation and Adoption
- Phase 5: Implementation

Community engagement was an important step to establishing the vision. Phases 1 and 2 of the planning process involved stakeholder interviews, multiple site and regional town center tours, focus group meetings and public open houses. In addition to listening to town residents and businesses, the town studied current conditions to evaluate the opportunities and challenges facing the community. Phase 3 included research, development of design concepts, testing of ideas, and refinement of recommendations. Phase 4 included the documentation, writing and delivering of the final report – this Master Plan. Phase 5 will begin following the adoption of the Plan and will be the charge of staff, the Planning and Zoning Board, Town Council, and the residents and businesses of Gypsum to work together and promote the Plan's vision through decisions relating to the town's future.

PLAN ORGANIZATION

Chapter 1. Introduction

Outlines the purpose for the Gypsum Master Plan update, the planning process, other relevant planning efforts, and the plan organization.

Chapter 2. Gypsum Today

Provides a brief history of Gypsum, the town's regional context and location, recent accomplishments to build upon, economic status, the community's perspective, and key challenges and opportunities that will help shape Gypsum's evolution into the future.

Chapter 3. Vision Framework

Presents the community's vision, guiding principles, goals, and objectives to help guide decisions for future opportunities. These are bolstered by a series of key strategies that will set the stage for achieving that vision.

Chapter 4. Placemaking and Urban Design

Explores a multi-faceted approach to creating a true town center for Gypsum identifying five distinct areas within a ½ mile radius that together, through enhancement of the public realm and infill of the private realm, will create a vibrant town center for Gypsum.

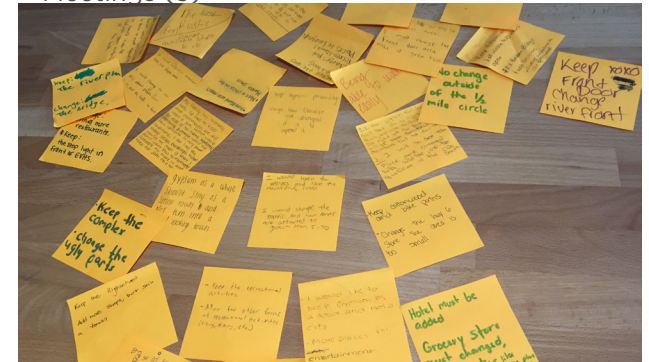
Chapter 5. Implementation

Organizes and prioritizes the realization of objectives and actions within the Master Plan. This chapter identifies time frames and responsible parties for putting the plan into action.

COMMUNITY ENGAGEMENT

The town utilized multiple forms of community outreach and engagement throughout the planning process to ensure strong community input, including:

- Stakeholder Interviews
- Gypsum Daze Event Booth
- Focus Group Meetings (7 groups, two times)
- Steering Committee Meetings (5)
- Town Council Meetings (2)
- Planning and Zoning Board Sessions (2)
- Online and Mailer Surveys (2, completed before Master Plan process)
- Bilingual Focus Groups
- Community Open Houses (3)
- School District & Transportation Planning Meetings (3)



Public comments.



Engaging students in the Master Planning process.

RELEVANT PLANNING

Local Planning Documents

The Gypsum Foundation Plan, 1999

The Foundation Plan replaced the town's original master plan of 1995. Town Council revised the 1995 plan in response to rapid growth to consider where and how to expand infrastructure into surrounding lands. The plan focuses on key areas such as town "attitude," growth management, community facilities and services, housing, economic stability, natural resources, and community appearance. The Plan refers to "urban centers" that would be dense, lively, efficient, and profitable, generating revenue through fees, taxes, and water fees-in-lieu. Residential growth is promoted to catalyze sales tax generating commercial development. Other town desires expressed include the need for a new recreation center, expanded library, performing arts center, public golf course, and uses for the IK Bar Ranch land in town. The "Recent Accomplishments" section in Chapter 2 highlights many of the items that have been achieved since the adoption of this plan.

Eagle River Area Plan, 2008

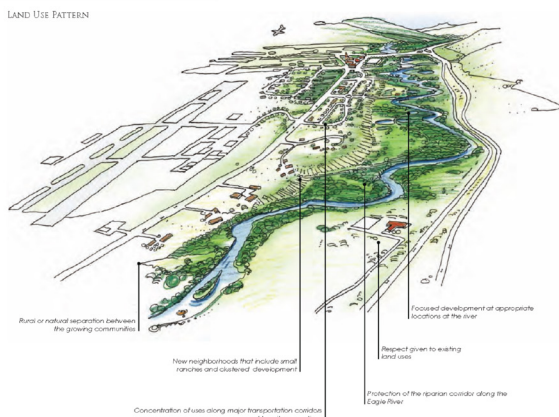
This document serves as a sub-area plan of the current 1999 Gypsum Foundation Plan. The area assessed includes the west and east ends of the town boundaries as they were in 2008, and covers the half-mile-wide corridor running along the Eagle River. This plan sets forth a vision and policies to ensure the river corridor protects sensitive habitat while leveraging resources for economic development. Topics in the plan include partnerships, natural resources, community character, design, land use, neighborhoods, parks and recreation, economic development, infrastructure, and multi-modal transportation.

Town of Gypsum Community Survey, 2008

The town developed this 37-question survey to obtain useful information regarding demographics, values, and assessment of services and issues, administration, and other items dealing with finances and expenditures. A sample of 546 respondents answered questions about residency, neighborhoods, family status, age, gender, ethnicity, education levels, employment, income, recreation activities, reasons for living in Gypsum, values, town services, law enforcement, recycling, improvements, desired resource allocation, and a complete business survey.

Master Traffic Study, 2008

This study evaluated current traffic conditions, estimated future traffic volumes and impacts, identified needed improvements for increasing roadway capacity to alleviate traffic congestion, and calculated costs. The plan was created before the economic crash of 2008-2010 and many of its predictions and recommendations were not realized. Key elements of the plan include comprehensive roadway and traffic data, an assessment of pedestrian needs, transit service, and parking. Outcomes of the report include street design guidelines, an access control plan for US-6, a five-year capital improvement plan, and a long-range plan that identifies top priorities.



The Eagle River Area Plan.



The 2008 Master Traffic Study identified transportation improvements.

Wastewater Collection System Evaluation, 2009

This report reviews the performance of the Town of Gypsum's existing wastewater treatment plant. Current (2009) capacity, flow and projected capacity timelines, system upgrades, likely future issues, and maintenance and system upgrade recommendations are addressed.

Gypsum Interchange Enhancement Design Alternatives, 2014

This study analyzes current conditions and proposes design alternatives to improve pedestrian and bike safety, infrastructure, and landscaping around the I-70 interchange to enhance the mobility and identity of the town's primary gateway.

Gypsum Parkway Corridor Enhancement Schematic Design, 2015

The Town of Gypsum sought design solutions that could offer unifying character, safe pedestrian connections and clear wayfinding along the US-6 corridor through this schematic design package. Envisioned by the community as its primary civic and public "face", the design solutions in this package are founded on a series of critical success factors including landscape, wayfinding, pedestrian routes, and community character.

Source Water Protection Plan, 2016

This plan supports state and federal drinking water regulations. The plan identifies areas to protect around water sources, lists potential contaminants, and outlines methods to reduce pollution. Key aspects of the plan address issues and opportunities regarding wildfire, urban stormwater runoff, fuel storage, noxious weeds, local campsites, riparian areas, illegal dumping, and erosion from septic systems.

Public Works Manual, 2015

This manual replaced the town's prior review process for public works projects. It defines special conditions and design criteria to help streamline the approval of plans and specifications for land development and Public Works projects in the town.

Vision Gypsum's Future - Community Response Data - Town Center Survey 2015

Participants of the Regional Institute for Health and Environmental Leadership program, in partnership with the town, conducted this survey. Community members who participated answered 24 questions about what they value about Gypsum, what they see are unique qualities of Gypsum, what individual desires they have for future amenities and services, and what potential concerns they have regarding the town's growth. This survey helped identify potential locations for a new town center, including the Market Area discussed in Chapter 4, along with Railroad Avenue and Valley Road.

Conceptual Recreation Trails Plan, 2016

At the direction of Town Council, this plan was developed to evaluate the potential for additional trails within, and around, the town boundaries, and also addresses environmental and regulatory constraints and opportunities for trail development in and around the town.



The Source Water Protection Plan identifies areas to protect around critical water bodies.



The Dotsero Area Community Plan was first drafted in 2006,

Regional Planning Documents

Eagle Valley Regional Trail System Map, 2010

This map identifies the existing trail network connecting Gypsum to Eagle and identifies opportunities for developing bike-friendly land uses, along the town's trails.

Eagle County Housing Needs Assessment Update, 2012

This update to the County's 2007 Housing Needs Assessment and 2008 Nexus Proportionality Study was used to establish the County's Housing Guidelines of 2009. The report examines the assumptions made in 2007 and 2008, updates the data for current conditions, and makes recommendations for possible modifications to the 2009 Housing Guidelines. The report notes that population of the County grew at an average annual rate of nearly 2% per year from 2000 to 2010. Eagle and Gypsum, in particular, had the highest percentage growth during the decade.

Dotsero Area Community Plan, 2012

This community-based plan was guided by residents, business owners, service providers, land and natural resource management agencies, along with local government officials and planners. The plan was first drafted in 2006 and sets goals and policies regarding town administration, natural resources, design and character appearance, land use, infrastructure, and services. This plan also addresses areas under consideration for future annexation affecting Gypsum.

Eagle River Watershed Plan, 2013

This plan addresses water and land management practices in the Eagle River drainage basin. Organized around five water-related topics (Quantity, Quality, Land Use, Wildlife, and Recreation), parts of the plan highlight issues, opportunities, and recommendations regarding historical irrigation practices and the impacts of current domestic and agricultural uses of Gypsum Creek. The Town of Gypsum's water rights and treatment are addressed along with challenges surrounding an increase of upstream nutrient loads, rising water temperatures, water quality monitoring, wildlife impacts, and pressures of population growth associated with access and recreation.

Vail Valley Partnership Economic Indicators Report, 2016

Prepared by Vail Valley Economic Development and the Vail Valley Partnership, this report looks at 18 different indicators to assess current economic trends occurring in the valley. In the report, Gypsum's population growth trend outpaces every other municipality in the valley since 2004, which is best demonstrated by Gypsum's strong real estate market growth.

The Eagle County Economic Development Plan, 2016

This document is intended to outline core objectives and strategies that the valley community should implement and build upon over the next 3 to 5 years to drive local economic growth. The plan is designed to attract new businesses and jobs to Eagle County by broadening the economic base in existing areas of strength as well as emerging sectors. These efforts will contribute to increased sales tax revenue, jobs, and support for year-round businesses. The Gypsum Chamber of Commerce and the town contributed to the plan.

The Eagle County School District Facility Master Plan, 2016

This document identifies the physical condition, lifespan, and needs for improvements to existing schools and facilities within the Eagle County School District. This plan forecasts future enrollment projections and outlines strategies for addressing future capacity needs, recommends improvements that should be made to existing schools and district facilities, and offers recommendations for new schools and facilities that will be necessary for the future. The plan also outlines how district lands can be utilized to address future needs.





CHAPTER 2. GYPSUM TODAY

REGIONAL CONTEXT AND SETTING

The Town of Gypsum rests on the western slope of Colorado's Rocky Mountains and is one of 16 communities that call Eagle County home. Named for the abundant geological resources that reside near the town, Gypsum is a home rule municipality with a growing population of 6,685 (2015).

Gypsum is conveniently connected regionally with both large commercial air and automotive access. The Eagle County Regional Airport is centrally located in town, and the I-70 corridor runs along the north edge of town. Neighboring towns Glenwood Springs and Eagle connect to Gypsum via I-70 and US-6.

Like most Western Slope towns, Gypsum is blessed with a mild mountain climate where summers are warm, and sunny days far outnumber cloudy days over the course of a year. Most of Eagle County includes beautiful mountain scenery and is protected as publicly owned and managed lands, and Gypsum is no exception. Management of these areas allows for an abundance of wildlife for locals to enjoy and contributes to Gypsum's significantly clean environment protected by the surrounding mountains. Snowfall in winter sheds clean, clear, and cold runoff into the tributaries that feed both the Gypsum Creek and Eagle River flowing through town.

TOWN HISTORY

The genesis of Gypsum, Colorado begins with the mass expansion of the Trans-Continental Railroad built between 1863 and 1869 to join the eastern and western halves of the United States. Early in the 1860's, US surveyors recorded the area soon to be known as Gypsum and Dotsero in anticipation of new railroad. In 1884, the Denver and Rio Grande Railroad extended their line to a new end station called Gypsum. Eventually, the railroad was extended to Glenwood Springs.

Initial settlers arrived in Gypsum in the early 1880's. Many located south of town in the Gypsum Creek Valley, establishing homesteads and ranches that slowly converted the brush covered valley bottom into irrigated agricultural land fed by Gypsum Creek.

In December 1890, the first plat map of the Town of Gypsum was recorded. First Street, Second Street, Railroad Avenue and portions of Eagle Street were subdivided and laid out by survey, and several entrepreneurs in the area capitalized on increased rail-driven activity, opening the Gypsum and Traveler's (Ulin) Hotels in 1900 and 1905, respectively. Commercial businesses also sprung up including mercantile and dry goods shops. An elementary school was built just after the turn of the century, and a high school came to Gypsum in 1910. According to the Eagle Valley Library District, incorporation of the town occurred in October of 1911.

By 1920, the population of Gypsum reached 164 slowing through the decade. But between 1930 and 1950, the population doubled. Growth in the 1930's catalyzed new development, and by 1937, development along Eagle Street stretched out to the west. The airport was established sometime in the 1940's and by 1952, US-6 & 24 was platted in its current location with development spreading southward up Valley Road, and also northward and westward along the highway. The 1950's and 1960's witnessed little growth.

Gypsum's population exploded in the early 1970's and has doubled in size each decade since. The successes of Vail Ski Resort and the Town of Vail were primarily responsible for this strong, ongoing population growth. Established in the early '60's, Vail Ski Resort was slow to start, and it took time to build momentum as a resort destination. But with Vail's success and the construction of I-70, residential growth in Eagle and Gypsum grew quickly, establishing the two towns as bedroom communities for the workforce responsible for constructing and maintaining up-valley resort communities.



Initial settlers arrived in Gypsum in the early 1880's.

RECENT ACCOMPLISHMENTS

A windfall has come to Gypsum since the Foundation Plan of 1999. Over the past decade and a half, the town went through a rewarding and tough market, reaping the fruits of a hot housing boom then weathering the Great Recession. Since 2011, the town has emerged stronger, closer, and more sustainable. Today, the Gypsum community has much to be proud of and thankful for in regards to new commercial, residential, civic, recreation, transportation, and clean-energy development that has come to the town and the broader Eagle County. Below are a series of recent accomplishments that have propelled Gypsum forward since 2000.

Town Center – The Civic Core

In 2004, the town pursued a bond measure to help pay for a new recreation center which the community expressed strong support for during the planning process that updated the town's Foundation Plan of 1999. The bond issue passed in November 2004 creating a 1% sales tax to pay off an \$8 million bond over the next 20 years. Thanks to considerable sales tax growth based on commercial development, the additional sales tax revenue allowed the town to pay the bond off in less than nine years, a testament to the town's commitment to provide resident amenities while being fiscally responsible.

Recreation Center

Gypsum's recreation center opened in December of 2006. The 57,000 square foot facility offers an incredible amount of amenities for the community including an indoor running track, gymnastics facilities, basketball and volleyball courts, a lap pool, play pool and lazy river, a sauna, hot tub, and a climbing wall. Classes are provided for general fitness, strength training, and cardio. The facility also offers a childcare center, meeting facilities, a coffee shop, and a lounge for members' convenience.

Lundgren Amphitheater

In coordination with the development of the recreation center, the historic Lundgren Barn was relocated on site and remodeled into an amphitheater where it sits today. This was a specific effort to preserve the history of the town. Construction of the amphitheater started summer of 2004 and opened in 2007. The theater is home to many events that bring the community together.

The Library

In the Foundation Plan, community members expressed expanding the town's existing library to allow for more space than was currently available. The town, in a partnership with the Eagle Valley Library District, set out to build a new library near the Town Hall and recreation center. Each paid half the cost in cash, with no debt incurred, to install necessary infrastructure, build the library, and furnish the facility. The library opened its doors in the summer of 2011.



The Recreation Center offers amenities for the community.



The Lundgren Amphitheater.



The Library was built and opened its doors the summer of 2011.

Partnerships

As a way to garner more resources, Gypsum has sought out partnerships with regional organizations to help plan, pay for, and build the desired amenities enjoyed today by the community. Western Eagle County Metropolitan Recreation District contributed \$4.2 million to developing the recreation center and now manages all staff, programs, and maintenance. Other private and non-private partnerships have also played a key role in leveraging financial resources for other organizations and developments in town (see Gypsum Shooting Sports Park Renovation, and Motocross Park below for more information).

Gypsum Daze

Today, the Town Hall, recreation center, library, and Lundgren Amphitheater make up a civic campus that many recognize as the town's center. This campus is fully utilized every summer to host "Gypsum Daze" the town's big summer bash with children's carnival, live music, food vendors, merchants, a local talent show, and a concert at Lundgren Amphitheater featuring national-level country music talent. These events are well attended by local families and also attract destination visitors to Gypsum.

Commercial Growth

Commercial growth is incredibly important in Colorado's small towns because of the need and reliance on sales tax to fund capital improvement projects and government functions. Gypsum's leadership has focused over the past several years on creating a reliable, local commercial base that secures financial stability and provides the community with needed and desired commercial services.

In the early 2000's, Eagle County experienced growth in second home sales. Costco Wholesale noticed this trend and saw an opportunity to expand in the valley due to a shift in regional economic demographics, and a booming national economy. The retailer opened the Gypsum location in late Fall 2006. Despite having to weather the recession two years later, the Gypsum Costco has been able to maintain one of the largest average ticket statistics company-wide.

With a large-volume retail store in town, Gypsum has enjoyed the benefit of enough revenue in the form of sales tax to pay debts off early, enhance roads, purchase land, and develop new facilities (see Town Center).

Destination shopping is now a reality for Gypsum. With the next closest wholesale club along the Western Slope in Grand Junction – over 120 miles away – the town's biggest retailer has provided a regional draw pulling a large margin of outside sales tax dollars to the town.

Eagle County Regional Airport

According to the Colorado Department of Transportation's 2013 Division of Aeronautics study, the Eagle County Regional Airport (EGE) pours more than \$635 million into the local economy based on \$36.7 billion in total economic output. As Colorado's third busiest airport during the ski season, the EGE receives about half of all destination skiers including approximately 20% of Aspen's skier traffic. Located in Gypsum, the airport has also seen growth with an expansion of the Vail Valley Jet Center and the new hangars. The airport continues to build capacity to serve more charter services and individual pilots of the region, and now offers air taxi services which further expand transportation access to the town.

Other Commercial

Since 2014, construction in Gypsum has included new business such as a ground shipping facility, a car wash, an auto parts store, and a tire store. These businesses have brought more jobs and sales tax dollars to Gypsum and now a more diverse set of active retail uses are desired for the community, such as a movie theater, hotel, restaurants, and an expanded grocery store.



Eagle County Regional Airport.

Infrastructure

Since the 1999 Foundation Plan Gypsum has invested in utility and transportation infrastructure that supports the town's growth and long term stability. The town constructed a new sanitary sewer plant that was designed for ease of maintenance and future expansion as the need arises, as well as environmental considerations such as odor reduction. The plant was developed with no new taxes or user fees. Gypsum has also increased the town's water portfolio over the years, requiring new development to finance and construct potable water distribution and storage facilities to service growth.

Transportation Network

The town completed improvements to the I-70 and Highway 6 interchange, implementing a new roundabout and aesthetic improvements that welcome visitors and residents to Gypsum. Gypsum anticipates that US-6 has been devolved to a local street from its previous status of a state highway. US-6 functions as a local road for Gypsum and the neighboring community of Eagle. Local streets provide economic development flexibility as well as streamline corridor improvement projects. Additionally, it reduces obligations to follow state and federal procedures (i.e. NEPA, Uniform Act, etc.) During corridor improvement projects. Gypsum intends to continue working to improve this critical transportation corridor for the community.

LEDE Reservoir

The historic LEDE (Lundgren, Erickson, Doll and Engstrom) Reservoir is located 18.5 miles up Gypsum Creek in the White River National Forest. Purchased in 2005 by the town, the reservoir serves as a water storage facility needed in response to projected population

growth over the next 50 years. In November 2013, the Town of Gypsum launched a multi-million dollar and multi-year rehabilitation and enlargement project for the reservoir. The effort, at its completion in 2017, will have a capacity more than doubled from its 431 Ac-ft to 947. The town funded 95% of the project through its discretionary water fund, along with loans and grants from the Colorado Water Conservation Board, and grants from the Colorado River District. Gypsum views the reservoir as an important long-term investment. The additional capacity at LEDE not only addresses estimated growth impacts but will also provide carryover storage from wet to dry years and allow operational flexibility to improve the health of Gypsum Creek.

Eagle County Public Schools

The schools in Gypsum are a center of activity and destination for many families, both local to Gypsum, regional and state-wide. Sporting events contribute in bringing visitors to Gypsum and, most importantly, bring the community together in two of their shared passions – recreation and family. There are four public schools and one charter school located in



LEDE Reservoir.

Gypsum including Gypsum Elementary School, Red Hill Elementary School, Gypsum Creek Middle School, Eagle Valley High School, and Stone Creek charter school. In 2016, the Eagle County Public School District served nearly 7,000 students providing them quality faculty, safe classrooms, enlightening field trips, and programs. Also, students have access to up-to-date technology, reliable transportation, nutritious food, on-site nursing and counseling staff, and daily opportunities for exercise and fun. Since 2013, Eagle Valley High School (EVHS) alone has grown 28% to 900 students and will surpass 1,000 students in 2017.

2016 Local Election Results

In the Fall of 2016, the Eagle County School District pursued two separate and specific use funding initiatives: a mill levy override and a general bond. The mill levy override provides additional finances to support operations directly related to student learning and success, and the bond would enable implementing significant facility upgrades to ensure that the community schools meet the needs of a growing student population. Both initiatives passed along with a third initiative through the Colorado Department of Education's BEST (Building Excellent Schools Today) program.

Future Funding Impacts

In total, the initiatives account for over \$200 million in funding that will help address school overcrowding, save taxpayer dollars through energy efficiency, reduce emergency repairs and extend the useful life of existing school facilities. For Gypsum, this means improvements to Gypsum Elementary School, Red Hill Elementary School, Gypsum Creek Middle School and Eagle Valley High School. The funding will also help the district pursue additional staff housing.

Community Amenities

Beyond the town center, Gypsum has expanded local amenities to include a golf course, new improvements to the local shooting range, plans for a future community/regional park, and a motocross facility.

Gypsum Creek Golf Club

Gypsum purchased the Cotton Ranch Golf Club out of foreclosure in 2010. Today, the course is owned and run by the town, proving to be a valuable asset not only for open space, dining, and recreation, but also as a venue for hosting large group events.

Motocross Park

In partnership with the Eagle County Open Space Committee and the Rocky Mountain Sports Riders (RMSR) club, the town is developing a motocross park at Dry Lake. This 275-acre parcel north of town preserves a critical habitat area and 157 acres of the site will provide multiple tracks and amenities. The town and RMSR will construct, operate, and maintain the facility. The motocross park provides and maintains a critical outdoor recreation type that isn't available in many regional open spaces.

IK Bar Recreation Area

In 2014, the town partnered with the Colorado Center for Community Development and the University Technical Assistance Program at University of Colorado Denver to develop concepts for a 12-acre site on the IK Bar Recreation Area located in the town limits. The site sits between two schools and two residential neighborhoods and is envisioned as a future regional park with a community center. The community sees the park as an important recreational hub and gathering area.

Gypsum Shooting Sports Park Renovation

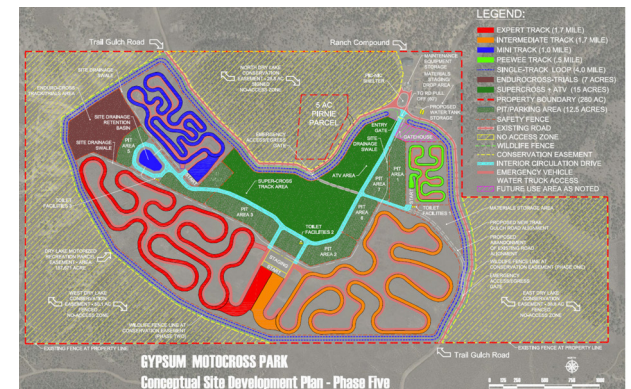
Located north of I-70 at the Gypsum interchange, the Gypsum Shooting Sports Park is home to the Eagle Valley Rod and Gun Club. The facility is equipped with rifle, pistol, and shotgun ranges offering courses in firearm education and training, as well as special events. In 2015, the park acquired grant funding for a new clubhouse and range improvements. Through the Colorado Department of Local Affairs (DOLA), the park won a \$330,000 grant that helped pay for a new clubhouse that opened in October 2016. To help repair and mitigate erosion problems on-site, Colorado Parks and Wildlife provided the park with a \$114,000 grant to pay for erosion control measures and a realignment of both the rifle and pistol ranges.



Gypsum Creek Golf Club.



Gypsum Shooting Sports Park.



Gypsum Motocross Park Site Plan.

Green Energy

Renewable energy is one way in which households can cut costs and create a more affordable lifestyle for themselves. Holy Cross Energy, an energy co-operative in Eagle County, has been taking steps over the past five years to bring cleaner, greener, renewable energy to users by harvesting energy from untapped resources such as beetle-kill laden forests and solar panels.

Community Solar Array

Constructed in late summer of 2016 through the help of money from the \$1.2 million state funded Community Solar Gardens Act of 2011, Holy Cross Energy built an estimated 145-kilowatt solar array facility along Cooley Mesa Road that powers approximately 15 to 20 local homes. As a co-op, Holy Cross Energy members are both the owners and customers for the utility. Only income qualified households, at approximately 80% of the area medium income, will be able to purchase their electricity from the solar array. Sun Edison donated panels for the array in partnership with the non-profit Grid Alternatives who constructed the solar array and managed the many potential customers who volunteered their time and labor to help build the facility. Small solar farms like this have proven to be more economically efficient from a construction perspective rather than conventional rooftop solar approaches.



Community Solar Array.

Biomass Plant

Eagle Valley Clean Energy built a biomass plant in 2013 as a three-pronged tool to provide renewable energy to the valley, help the state forest service clean up the state's millions of acres of beetle-killed pine, and bring new quality paying jobs to the valley. The \$56 million facility was partly paid for through a \$40 million guaranteed loan from the United States Department of Agriculture. Energy from the plant is created from a steam driven turbine heated by the burning of beetle-kill pine and provides power to over 6,000 homes in the valley. Holy Cross Energy buys and distributes through their utility infrastructure. Through significant contributions from power generated by both the solar array and the biomass plant, Holy Cross Energy has exceeded the State of Colorado's energy goal of 10% from renewable sources by 2015, achieving more than 25% in 2015, 33-35% in 2016, and is anticipating surpassing 35% in 2017.



The Biomass Plant provides renewable energy to the valley. Source: AspenPublicRadio.com

HOUSING

Given Gypsum's long-time role as a bedroom community in the Eagle County resort economy, it is clear the valley's high-priced housing market has played a significant role in shaping the town, its economy, and the local housing market. An effective local housing strategy should account for the significant regional market dynamics at play, and the challenges and opportunities that come with them.

Important Dynamics

For Gypsum there are some important dynamics to consider moving forward with the town's housing reality. These include:

Growth in jobs and population will continue to drive housing demand in Eagle County.

Eagle County has been one of the fastest growing counties in the state in recent decades. Given the valley's desirability as a place to live, this growth is expected to continue. As a result, strong job growth, particularly in the service industries, will continue as well, which will drive yet more population growth as the workforce expands to fill those jobs. The Town of Gypsum, along with the rest of the Eagle County, should expect and plan for continued growth and associated housing demand.

Demand for workforce housing will remain strong, creating choices for Gypsum.

The basic structure of the Eagle County housing market – where higher cost housing dominates the 'up-valley' market and affordability tends to increase in the western portions of the valley – will likely continue. This dynamic, driven by a strong regional jobs-housing imbalance, means that western Eagle County, including Gypsum, will likely see continued demand for workforce housing, which presents policy choices for Gypsum.

Though the town does not wish to be considered solely a bedroom community, there are opportunities to leverage strong housing demand for the development and activation of key nodes within and around a new downtown. To do so, Gypsum will need to be proactive in working with the private sector and positioning key sites; otherwise, it is more likely that future housing development will take place outside of the core areas that the town is trying to activate.

More choices will be important to meeting changing market demand.

In recent decades, the residential market has become increasingly segmented. While many people are still interested in living in a traditional single family home in a suburban format, a growing number of people are interested in living in walkable neighborhoods that provide convenient access to shopping, schools, civic centers and other daily needs. Many people are willing to live in a smaller home, or a multifamily residence, in order to live in such places. Most communities lack housing choices that respond to these changes. Though the private sector is eager to respond to these market shifts, many communities still need to adjust their policies and regulations to enable opportunities that can respond to changing market demands.



Gypsum is known as one of the most affordable towns in the region.



Variety of housing types.



Gypsum's Holy Cross Village multi-family Community.

Market Strategies

The four strategies below support the community and economic development goals in this plan, while responding to the market and economic trends outlined above. They include:

- Encourage a range of housing choices.
- Leverage strong housing demand to catalyze investment in strategic areas.
- Encourage walkable neighborhoods.
- Work with regional partners to address valley-wide affordability issues.

The Town of Gypsum has important choices with respect to how it wants to address housing. Eagle County's strong and expensive housing market has helped shape the Town of Gypsum as a community with affordable housing for the valley's workforce. The town can use the valley's strong residential market to help catalyze investment that supports other community development goals.

1. **Encourage a range of housing choices within the community.** A diverse supply of housing, including a range of unit types, tenures (rental versus ownership), and price points, is important to a strong local economy and a well-functioning community. Communities without a range of housing choices are less able to respond to market demand and the needs of the workforce. This is particularly true in a housing market like that of Eagle County, where sustained population and job growth create strong demand and high property values (driven by resort region real-estate dynamics), and construction costs drive additional price escalation.

The town is already taking proactive steps to enable a greater diversity of housing, which include legalizing bandit accessory dwelling units (ADUs) and making it easier to build them in the future, as well as examining the town's fee structure to ensure that smaller units are effectively accounted for (and not over charged) in the assessment of local impact fees. Continuing these steps will not only serve the town's best interests, but serve as a model for neighboring communities that are also working to address housing needs in the valley.

The town should consider additional code revisions that reduce unneeded barriers and make it easier to build a wider variety of housing types, including smaller unit sizes, which are more affordable by virtue of their smaller size. Areas to focus include:

- a. Minimum Lot and Unit Sizes. Minimum lot sizes can be a significant deterrent to the development of smaller homes, which are often more affordable. A growing number of communities are reducing or eliminating these minimums, allowing the market to impact the feasibility of delivering smaller homes to the market, limiting the number of units that can be built on a multifamily site, or necessitating larger and more expensive single family homes than the market may desire. Allowing for smaller units can make it possible to fit additional units into a given project, boosting supply, while offering units that are more affordable because of their smaller size.

- b. Building Heights. Ensure building heights are not overly restrictive. Two-three story buildings fit into most neighborhoods and have been built in small western towns for hundreds of years. Building heights should be sensitive to the neighborhood and promoted in core districts identified in the Master Plan. The appearance of taller buildings may be softened with design techniques such as step-backs on higher floors, thus allowing for more units to be built while maintaining the character of the neighborhood.
- c. Parking Requirements. Like building heights, parking requirements must be tuned to the neighborhood context. Too often, requirements that are suitable for single family suburban neighborhoods are applied to all types of residential projects. For example, parking minimums typically require a certain number of off-street parking spaces per unit of housing created. In many cases, particularly for infill and redevelopment projects where space is limited and on-street parking is available, these requirements should be reduced to make projects more feasible and ensure that the site is not lost to surface parking.
- d. Development Approval Process. Beyond the specific requirements outlined in local codes, communities can ensure that the process itself is fair and efficient. Enabling administrative approval of smaller scale projects is an example of the types of improvements jurisdictions can make to their approval process to encourage the development of affordable housing.

2. **Leverage strong housing demand to catalyze broader investment in strategic areas.** Eagle County's strong housing market represents an opportunity. The town can leverage strong residential demand to catalyze development in and add vitality to strategic areas, including the Market, and the Yard. Tactically, this requires that the town work closely with the private sector to integrate a diverse mix of housing into areas like the Market. This will likely be critical to getting the project off the ground, because the residential demand presents the best near-term opportunity to realize a profit, and to the long-term success of the project, because residents in that area will help to support and add vitality to the commercial components. The town can apply this same thinking to other sites or districts within the greater downtown area.



Eagle County has a strong housing market, presenting opportunity.

3. **Encourage walkable neighborhoods.** Demand for walkable places is strong and growing. This demand creates an opportunity for Gypsum, particularly as it relates to the strategy of integrating housing into core areas like the Market, and the Yard, all of which are intended to be walkable and make the greater downtown area more walkable as well. As discussed above, this requires that the town work closely with the private sector on the development of strategic sites within the greater downtown area.

Additionally, it is essential that future capital investments in local streets support walkable development. If sites are internally walkable, but the larger street system within and connecting to the downtown is not, then some people may walk there, but it will not have the economic vitality of a truly walkable district or neighborhood. The design and construction of improvements to US-6 will be particularly important in this regard, but so too will any future enhancements to the local transportation network.

These same principles can be applied in other areas as well. As the town approves additional residential development, particularly in areas closer in to the core of the community, it should ensure that projects are designed to be safe and comfortable for pedestrians, bikes and cars. Ideally, this includes a well-connected neighborhood street system designed to encourage slow vehicle travel to ensure safety and multimodal access. Additionally, where appropriate, streets should include additional facilities, such as detached sidewalks, bulb-outs and well-marked pedestrian crossings, to ensure safe and convenient vehicle access.

4. **Collaborate with regional partners to address the Valley's affordable housing issue.** While it has long served as a more affordable place to live, Gypsum is not immune to the affordability challenges affecting Eagle County, which have steadily moved westward over the years. Continuing to be proactive today in staying ahead of this issues will prove more effective and less costly than waiting for the challenge to worsen.

Community leaders from up and down the valley and across different sectors are all working to address this issue. It will likely require attention to creating:

- A valley-wide vision and strategy to address affordable housing needs;
- The organizational/institutional capacity to carry out such a strategy;
- Significant sources of funding to support project implementation; and
- Coordinated policy alignment to ensure that local plans and codes encourage projects that increase the supply and diversity of workforce housing units in strategic areas.

The Town of Gypsum has an important role to play and should take a leadership role at the table. As noted previously, the town could benefit by working with partners to identify areas within the town that are suitable for meeting workforce demand as well as supporting economic development goals.

Highlights from Eagle County Housing Needs Assessment

In 2016, Eagle County completed a needs assessment to inform ongoing housing affordability needs and challenges. Some relevant highlights are outlined below.

Cost Burdened Households are those that spend more than 30% of income on housing. In Eagle County: 51% of owners with mortgage & 47% of renters are cost burdened.

Affordability Gap: Difference between what people can afford (based on area median incomes) and how much housing costs (median sales price or rental rates).

Three Person Household (2016 Analysis)

- 100% of Area Median Income for 3pp Household: \$79,600
- Affordable Purchase Price: \$340,690
- 2016 Median Sales Price: \$575,000
- Affordability Gap: \$234,310
- Gap for 120% AMI = \$165,955 and for 140% AMI = \$97,600

Conclusions and Recommendations

Focus on Rental Housing

- 66% of owners earn 100% or more of Area Median Income
- 35% of renters earn 100% or more of Area Median Income
- 32% of renters earn less than 50% of Area Median Income

Forecasted Number of Housing Units Needed County-Wide by:

- 2015 = 4,466
- 2020 = 3,883
- 2025 = 3,611
- Cumulative = 11,960

ECONOMIC PROFILE

Contextual Overview

The Town of Gypsum's economy and market dynamics are significantly shaped and driven by the up-valley resort economics of Vail and Beaver Creek as well as the growing amenity-based economy of the larger Eagle valley region.

While winter ski tourism once drove the valley economy, over time, the region's economy has grown around a broader suite of amenities that not only draw tourists nearly year-round but have attracted significant full and part-time residents who are drawn to the valley's amenities and quality of life. New residents have increased demand for different types of services, resulting in additional jobs and a growing workforce, especially in the service, construction, and real-estate sectors.

Growth in the number of second home owners as well as retirees in the valley are important drivers of job growth and associated demand for workforce housing. This is of particular importance for Gypsum, which has traditionally served as a bedroom community due to a relatively affordable housing supply for the valley's workforce.

From an economic and market perspective, continued job and population growth will drive significant demand for workforce housing in coming years, which can be expected to sustain strong demand for residential development in

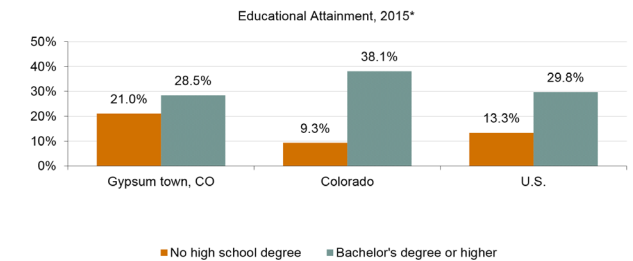
the Town of Gypsum. While there are potential benefits to be gained from that demand, there are challenges and costs as well, particularly from a fiscal perspective. Diversifying the economy, with an eye towards growing the number of good paying jobs and primary employers in Gypsum, is and should continue to be a priority for the town.

Demographics and Population

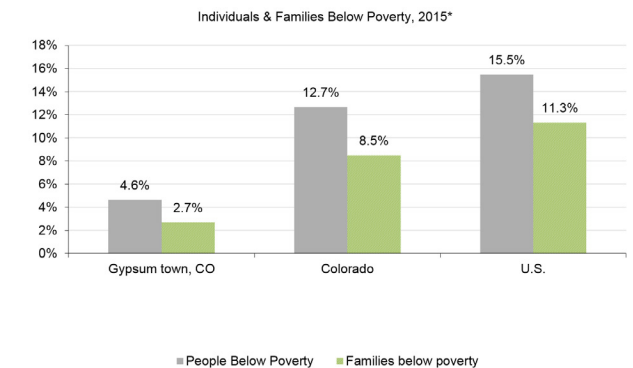
Gypsum's population is growing and changing. American Community Survey (ACS) data shows that Gypsum is a rapidly growing community. From 2000-2015, Gypsum's population grew from 3,768 to 6,685 people, a 77% increase, which is a significantly higher rate of growth than the state (22.7%) or nation (12%) over that same period. Gypsum's population is also aging. The median age increased from 30 to 36 between the years 2000 to 2015 (American Community Survey).

The Hispanic and Latino population represents a significant and growing portion of the community. According to the 2010 Census, 53.1% of Gypsum's population was white, while 44.8% of the population was Hispanic or Latino. All other races make up the remaining 2% of the community's population. County-wide demographic trends point toward a growing proportion of the population identifying as Hispanic or Latino. Between 2010 and 2015 Eagle County's Hispanic population grew 9.5%, while the White population grew less than .15%.

Educational attainment is an important measure of workforce characteristics and therefore local economic development options. In Gypsum, 79% of residents over the age of 25 have a High School Diploma, compared to 90.7% for the state of Colorado. The remaining population over 25 years of age includes 20% who have obtained a Bachelor's Degree and 8.6% who have obtained a Graduate or Professional Degree.



The median household income in Gypsum, based on ACS data for the period from 2011-2015 was \$88,698, which is higher than median incomes for the state (\$60,629) and nation (\$53,889). 2.7% of Gypsum's families live below the poverty level, compared with 8.5% of families in Colorado and 11.3% of families in the United States as a whole (ACS data for 2011-2015).

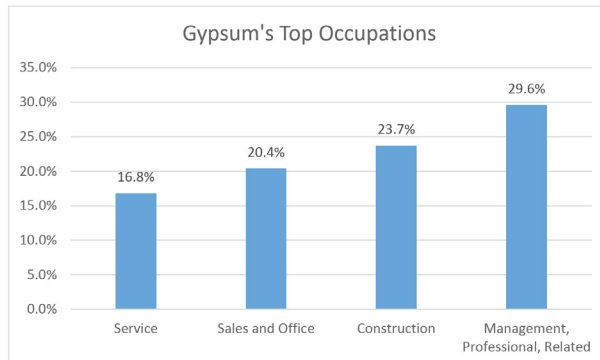


Employment

Gypsum is experiencing low levels of unemployment. The employment data below, based on American Community Survey Data, illustrate healthy levels of employment. Gypsum's unemployment rate was 4.7% in 2015. By comparison, Colorado's unemployment rate was 6.9%, while the national unemployment rate was 8.3% in 2015 (ACS).

Additionally, a relatively high proportion of Gypsum's workforce, 75%, is employed 35 or more hours a week, which indicates low levels of underemployment. Gypsum's rate is higher than that of Eagle County (64.9%), Colorado (58.6%) and the nation as a whole (55.7%). Looking at the county as a whole, as of December of 2016, Eagle County's unemployment rate of 2.15% was essentially the same as that of Colorado as a whole at 2.7%.

Employment in Gypsum is dominated by four key occupations: Construction (23.7%), Management, Professional, and Related (29.6%), Sales and Office (20.4%) and Service (16.8%).



Job and commuting patterns demonstrate continued jobs-housing imbalance in Eagle County. Resort communities in the eastern portion of Eagle County have been and continue to be major job centers within the valley, while communities in the western portion of the county have long provided a supply of housing that is affordable to the local workforce. This pattern – jobs in one area and housing in another – creates a jobs-housing imbalance that results in high levels of out-commuting, often long distances. In addition to time and money spent commuting, this dynamic also tends to result in residents spending their money outside of their own community. From an economic perspective, this results in higher levels of sales tax leakage and can also make it create a challenge for local vendors/retailers that miss out on the potential spending of residents.

In light of this dynamic, it is not surprising that the majority of workers in Gypsum are commuting elsewhere for employment. Based on the most recent American Community Survey data, 1,641 individuals (83.9%) of the working population, are commuting out of Gypsum for work. Most of those work in Eagle (20.3%) followed closely by Vail, Avon and Edwards (19.8% combined).

However, the most recent American Community Survey data suggest that there is also significant in-commuting to jobs in Gypsum. Of the approximately 1,400 jobs in Gypsum (at the time of this report), only 22.5% are held by Gypsum residents. A large number of workers (1,088) commute into Gypsum each day.

Market and Development Trends

Rapid growth is likely to continue in the County and Gypsum. As detailed previously, Gypsum is a fast growing community. Its growth rate from 2000 to 2015 is significantly faster than that of Eagle County as a whole, as well as the state of Colorado. For the County as a whole, this growth is expected to continue due to job growth, which will expand the workforce, and the attraction of new residents and second home owners to the area, which will further expand the local workforce.

Gypsum will feel pressure of regional development demand. Eagle County's jobs and housing imbalance, typical of resort regions where a significant number of jobs are located in areas where housing costs exceed what the local workforce can afford, has a strong impact on local market conditions. It is this dynamic that underlies Gypsum's role as a bedroom community in recent decades and will continue to be a major driver of development demand in Gypsum going forward.

Finding Gypsum's Town Center

One feature that distinguishes Gypsum from other municipalities in the region is its lack of a true town center that can serve as a hub for “main street” type businesses and commerce.

Nationally, there is a growing demand for walkable places that are amenity-rich, authentic and have a strong sense of place. Having a town center or main street environment is typically a foundational element to achieve these types of characteristics.

For Gypsum, this means taking a series of steps to create unique places that are active and interesting, and then to stitch together those areas to create a more lively and attractive town center.

Creating this type of place requires attention to land use and development in key parts of the town core, and just as importantly, to creating a trail and street network that provides people with safe and convenient choices for getting around, whether on foot, a bike or in a car.

From an economic development perspective, because there is growing interest in and demand for living and working in places that are walkable and provide a strong sense of place, creating a town center, made up of smaller places in proximity to one another, could become an important driver of job growth, business formation and economic diversification.

Challenges and Opportunities

Gypsum's regional economic role underlies a strong level of residential market demand for a town the size of Gypsum. This demand presents a variety of challenges and opportunities that are detailed below:

Challenges

- Gypsum's economic profile is currently too dependent on the strength of the larger resort/amenity region economy.
- There is little presence of local businesses that support the Gypsum community's unique identity and position in the valley.
- Though Gypsum has the potential to capitalize on strong development demand, using that investment to create quality places that provide the type of town center and economic vitality that town is seeking will take effort, commitment and political will. This is particularly true in two areas: (1) the main Highway 6 corridor, where it will take effort and investment to reshape conventional strip development; and (2) enabling residential development that is walkable and provides a greater range of choices to residents in terms of housing type, price point and tenure (ownership or rental).

Opportunities

- + Strong residential demand creates development and investment opportunities that, if aligned with other strategic priorities, can help leverage additional investment or help to catalyze development in key areas.
- + Gypsum is and will continue to play an integral part in providing region-based community services that serve households throughout the valley.
- + Activating key areas through placemaking-based projects, programs and policies can strategically help seed investment in improved areas, help make the town more connected, expand square footage for viable retail space, and help the town become a more attractive and interesting place to live and invest.



Crossfit Down Valley Gypsum Grant Winner.



Community Dog Park Gypsum Grant Winner.

Potential Economic Approach

It is important to view Gypsum's economic opportunities and market dynamics within the context of its larger resort/amenity regional economy. The following include key strategies that build from this reality offering a proposed framework for achieving a more durable economy for Gypsum.

1. **Encourage local economic growth that is less directly connected to the regional economy.** Building more diversity and durability at the local economy level is essential to counter the whims of the regional valley economy and to buttress Gypsum's local economic livelihood during challenging market and economic cycles.
2. **Promote a diversity of economic activity that serves local needs.** Market dynamics of the region have played a dominant role in shaping the town's unique position in the valley. Diversifying the local economy will allow Gypsum to gain more control of its economic fate. Capitalizing on the market dynamics created by its position within the larger Eagle Valley resort region presents the greatest opportunities for the town.
3. **Work with the County and other partners to address regional needs and opportunities.** As the region continues to grow – physically and economically – coordination between local entities will become increasingly important.

These are not easy moves to make. The same drivers that present opportunities, such as strong population growth and residential market demand, can just as easily result in greater liabilities and a more fragile local economy if the town is not strategic in taking the right steps. To do so, the town should specifically:

- A. **Encourage and enable development/ investment that aligns with planning and economic development goals, and**
- B. **Work with regional partners, particularly the Town of Eagle, on shared community and economic needs and opportunities affecting the region, such as healthcare and industrial opportunities.**

COMMUNITY PERSPECTIVE

Gypsum conducted a survey through the support of the Regional Institute for Health and Environmental Leadership in 2015 to help the town better understand residents' and local businesses' general perspective of Gypsum as a community. Twenty-four questions were presented to community members asking each participant what they value about Gypsum, what they see are unique qualities of Gypsum, what individual desires they may have for future amenities and services, and what potential concerns might they have regarding the town's growth.

Throughout the planning process for the Gypsum Master Plan update, key stakeholders, community members, town staff, council and the planning commission have all supported, reiterated and contributed additional thoughts to this feedback. Below includes a summation of that feedback with bulleted lists of shared responses.

Values and Unique Qualities

Character

- Small town
- Rural
- Agriculture
- Ranching
- Equestrian
- Mild climate
- Relaxed
- Quiet
- Genuine
- Authentic (not commercialized)
- Funky
- Non-touristy
- Clean
- Tranquil
- Quaint

Community

- Wholesome
- Honest
- Calm
- Mix of life stages
- Racial diversity
- Worker families
- Blue-collar
- Family-oriented
- Friends
- History
- Non-transient

Housing

- Affordable rent and home prices
- Complete school system - elementary, middle, high school
- Suburban neighborhoods
- Space - low density, parks

Economic Development

- Growth potential - annexations
- Jobs - the American Gypsum plant, Costco, biomass plant
- Neighborhood commercial - grocery stores, restaurant
- Affordable land prices
- Public and private investments
- Partnerships

Governance

- Bold leadership
- Stable, town management
- Fiscally strong
- Capital improvements committed
- Community events and activities
- Great civic amenities
- Safe, low crime rate

Proximity

- Everything is close
- Walkable
- Gentle topography - flatter
- Good infrastructure - water
- I-70 access
- Central location
- Airport access

Parks and Open Space

- Outdoor recreation - fishing, hunting, hiking, backpacking, skiing, snowboarding, shooting, off-road 4x4
- Up-valley access - Vail, Avon
- Open space access - trails (bike and pedestrian), views
- Mountain setting
- Gypsum Creek Valley
- BLM land

Source: Vision Gypsum's Future, Downtown Survey 2015, Community Response Data

Community Comments

Placemaking and Urban Design

- Town/village center
- Business district
- Retail district
- Main Street/town center
- New grocery store
- New Railroad Avenue
- Artist fairs, food trucks
- Gathering/hang-out spaces
- Gypsum's identity-branding
- Shopping plaza
- Capitalize on riverfront
- Gateways to town
- Clarify town boundary
- Town Christmas decoration program
- Beautification
- Screen industrial areas
- Design standards for new buildings

Commercial Uses

- Revitalize existing
- Grocery store
- Healthy/organic foods store
- Hotel and event center
- Restaurants
- Movie theater
- Coffee shop
- Fast food w play area
- Brewery
- Bar
- Outdoor café
- Ice cream parlor
- Boutique clothes shop
- Pizzeria
- Bowling alley
- Local and national retail and restaurant chains

Neighborhood Serving Retail

- Laundromat
- Hardware store
- Daycare
- Dentist
- Copy store
- Discount retail

Housing

- Diversify housing for broader spectrum
- Multifamily to multi-acre single family homes
- Accommodate the working class
- Low-income housing
- Lower rents
- Limit modular housing/mobile homes
- HOA's

Town Services

- Expand staff capacity – services, maintenance
- Increase funding for fire and police
- Intergovernmental agreements – expand partnerships
- Bilingual school program
- Expand telecommunications
- Lower sales taxes
- Trash cleanup

Public Facilities

- Teen center
- Town museum
- Community garden
- Dog park (designated location)
- Community park
- Water park
- Bike park
- OHV (off highway vehicles) park
- Updated playground equipment
- Town campground

- Fieldhouse - sports programs, camps, franchise sports
- Recycling center - biomass storage

Land Use and Zoning

- Update development code
- Centralize town center through zoning – Central Business District (CBD)
- Accessory dwelling unit – lock-off apartment, in-law unit
- Rezone Valley Road for higher density commercial mixed-use
- Enforce existing code

Adaptive Reuse

- Rehab old buildings
- US-6 / gas stations
- Bella's Market

Economic Development

- Diversify businesses
- Support the artist/creative/entrepreneur community
- Revitalize Riverwalk
- Leverage airport for commercial development
- Longer hours of operation

Open Space and Natural Resources

- Open space plan
- Buffered riverways - from development
- Pest control – mosquitoes
- Enhance wildlife habitat – eagle roosting and nesting, ponds for fishing
- River access

Sustainability

- Minimize pollution – light, air, water
- Solar energy
- Solar powered roadways
- Wind energy

Source: Vision Gypsum's Future, Downtown Survey 2015, Community Response Data

Growth Comments

Density vs. Sprawl

- Lost bedroom community character
- Pace of development matches population growth and market
- Inadequate amenities for planned housing growth result in long-term atrophy
- Greenfield development – lost open space
- No town center
- Less to do
- Noise
- Pollution

Town Services Decline

- Water and sewer
- Trash and waste management
- Road maintenance and improvements
- Town staff capacity
- Adequate fire, police, and EMS services

Economic Stagnation

- Lack of jobs
- Leakage of sales tax dollars
- Town Staff less business responsive

Social Challenges

- Escalated crime
- School impacts
- Larger class size
- Fewer teachers

Loss of Identity

- Lost small town appeal
- Over-commercialization / tourism
- Chain vs. local businesses
- Lost traditional town architectural character

Affordability vs. Building Wealth

- Higher taxes
- Lack of housing choice/mix – workforce housing, both “rent and own.”
- Diversity of household incomes
- Deed restricted housing impacts on housing values

Automotive vs. Pedestrian Connectivity

- Pedestrian safety
- Safe routes to school
- Traffic/congestion
- Truck routes
- ATV trail access

Natural Resource Conservation Impacts

- Inadequate recreation opportunities – overused
- Waste and wildlife nuisance management – bears and trash

The comments reflected in the surveys depict the diverse feedback received from residents during the 2015 community survey.

Source: Vision Gypsum's Future, Downtown Survey 2015, Community Response Data

OPPORTUNITIES AND CHALLENGES

The future for Gypsum is bright, but with any forward progress, challenges and opportunities will shape Gypsum's future. Considering Gypsum's history, assets, issues, and community perspective, the following list includes the key challenges and opportunities identified during this planning process that guides the vision, values, goals and strategies presented in Chapters 3 and 4.

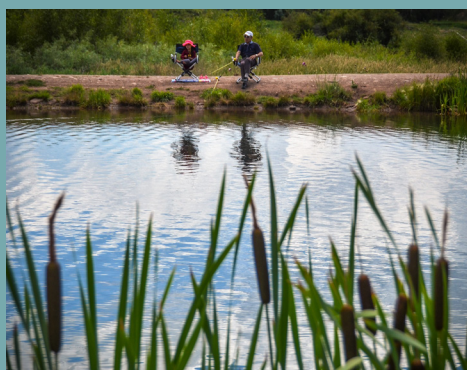
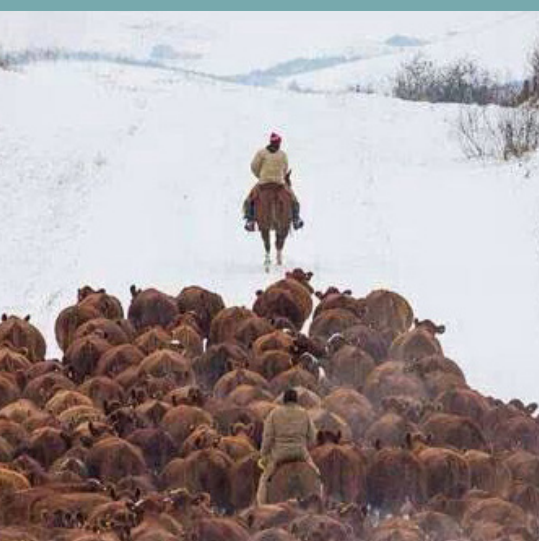
Opportunities

1. There is a strong entrepreneurial energy in the town with burgeoning business community.
Gypsum is home to independent, hard-working residents. Many local business owners, entrepreneurs and artists would like to live and work in town, but there is limited office, commercial and retail inventory to locate here. There is an opportunity to create a greater sense of community by supporting local business through potential infill and redevelopment of a town center that supports these types of uses.
2. The town is still an affordable place for residents to live.
While people may move to Gypsum for affordability, they stay here because of shared community values. The town has many opportunities for additional residential neighborhood development, and can continue to accommodate a year-round resident base through this projected growth.
3. There are infill and redevelopment opportunities in town to build a more walkable community and town center.
Through the master planning process with the community several underutilized areas have been identified that can support a walkable town center in town. The identified areas could be well connected via sidewalks and trails, and can provide a diverse mix of uses that support resident desires for services, amenities and sense of place. Infill and redevelopment of these existing town areas will contribute to the small town feel and promote a critical mass of activity in a location nearby to existing and potential future residential.
4. The town's transportation access to Interstate 70, the Eagle County Regional Airport, and Union Pacific Railroad provide regional, state and national connectivity.
Few mountain communities have interstate, air, and rail access, but Gypsum does. The town has huge opportunities to capitalize on these assets for future growth in the business sector, including light manufacturing, commercial and office activities.
5. Gypsum is a family oriented community with abundant amenities.
Gypsum offers an activity for all age groups and cultures. Schools, the recreation center, parks, the river, and surrounding national forest and BLM lands are conveniently accessed from town. Recreation and enjoyment of the outdoors brought people here and keeps people here. The town has continued to invest in its recreation infrastructure, including a state of the art recreation center, IK Bar Ranch, Gypsum Creek Golf Course, gun range and future motocross park.
6. The town has stable leadership that understands its history and plans for its future.
Gypsum maintains a stable, long term community despite being surrounded by mountain resort areas that are dominated by seasonal residents and travelers. Gypsum is unique in its leadership structure, with Council members that have been in leadership positions for decades. This asset, combined with a committed town staff, provide the community with stability and contribute to the sense of permanence that defines Gypsum's character.

Challenges

1. There is no identifiable town center. Many community members feel Gypsum would boost its identity regionally and better support burgeoning business start-ups if there was a clear central business district or “town center” area. The tough challenge is how and where that should occur. Gypsum has struggled in maintaining small businesses in town due to a variety of factors including real estate costs, poor internet access, unavailable overnight accommodations, an available workforce, and a lack of supporting amenities and commercial services.
2. There is not a broad enough mix of housing types. Gypsum’s role in Eagle County has traditionally been a bedroom community for the service industry in the valley. As demand for vacationing and second homes rises along the I-70 corridor through the Colorado Rockies, the price of single family homes become less and less attainable for the valley’s workforce population.
3. The community is in need of a broader mix of services. All age groups in Gypsum from teens, to families, to seniors would enjoy more services and amenities in Gypsum. Even with the new recreation center and library, the town is lacking a variety of things for people, especially teens, to do.
4. The town is not well connected internally. Although the town is served by public transit, and enjoys an interchange along I-70, at the pedestrian level, the town’s sidewalk network is incomplete and non-contiguous. While it enjoys bike connections in some locations, additional bike facilities that expand the bike trail network along local roads through signage and painted roadway markers could help to promote more bicycle use in the town. The town’s roadways are more suburban in layout accommodating circulation patterns designed better for the car than for pedestrians and bicyclists. Few neighborhoods are organized on a grid, so multiple options for connectivity are lacking.
5. Some newer commercial development lacks town character. Although helpful in generating sales tax dollars for the town, some more recent development by regional and national chain businesses have not adapted to reflect the town’s local character. However, local businesses such as 10th Mountain Distillery, have achieved the desired look and feel that pleases Gypsum community members.
6. It is difficult to hold the interest of younger generations convincing them to stay and invest in the community. Smaller towns often experience the exodus of youth from their community once they have reached the completion of their secondary education. Either they are hungry to experience new places, or the community is unable to offer advanced education or trade school training for skills needed in the community. Some leave to start their careers.
7. Mitigating the town’s existing aesthetic is an on-going discussion. Some members of the community see the American Gypsum Plant and the biomass facility as contributing character elements of the town. Others wish these enterprises could be covered up, even removed, wishing to promote the ranching history and the rich natural resources surrounding the town. This Plan puts forth a vision that reaches out to embrace all elements of the town that give Gypsum its unique identity. Not one type of land use defines the town but together it is a sum of all the parts.

Page Left Intentionally Blank





CHAPTER 3. VISION FRAMEWORK

Gypsum is an intimate small mountain town that embraces its casual style and hometown feel. Built from a longstanding ranching and industrial mining heritage, the people of Gypsum today are determined, independent, and committed to their town. It's a community of permanence, where families have established roots, made lifelong friends, created memories, and will continue to claim Gypsum as their home. This is how the community sees Gypsum.

This chapter builds upon the community's understanding of themselves and establishes a vision framework for Gypsum. This framework is intended to carry the community forward in shaping its progress through the next decade and beyond. Community input gathered throughout this planning process helped inform the vision framework which includes a vision, a set of guiding principles, goals, and objectives. The vision describes an ideal snapshot of how a community would like to evolve in the future. Principles, goals and objectives guide strategic decision-making to help achieve that vision.



THE VISION

Gypsum, Colorado is an **inclusive, authentic,** and **connected** community that actively nurtures its **durable** economy while balancing all of its resources through **sustainable** management.

GUIDING PRINCIPLES

The Gypsum Master Plan is built upon five distinct guiding principles to help organize interrelated goals and objectives that together, through implementable action items, will facilitate the town's vision and guide the evolution of Gypsum over the next 15 to 20 years. The community of Gypsum recognizes the following guiding principles.



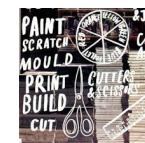
A. Authentic Identity



B. Inclusive Community



C. Connected Community



D. Durable Economy



E. Sustainable Environment



A. Authentic Identity

Determined | Home-Grown | Independent

Gypsum is an independent-minded locals community that relies on hard work and determination to achieve any goals they set. Gypsum is a permanent community with industry and commerce to support a healthy long-term, year-round community.

Goal A. Establish a brand and identity that builds upon the town's historical economic beginnings, settlement and ever evolving role along the Western Slope and in the heart of the Colorado Rockies.

- Objective 1. Create a walkable town center of commercial, civic and neighborhood nodes stitched together with a thread of multi-purpose pathways and trails.
- Objective 2. Promote a central core of mixed-uses and businesses around the intersection of Valley Road and Highway 6 to foster an identifiable and walkable town center for Gypsum.
- Objective 3. Enhance Gypsum's connection with I-70 to reflect the town's character and establish a more recognizable brand.
- Objective 4. Build upon Old Town Gypsum's authenticity within all redevelopment areas.
- Objective 5. Create a special place on the Eagle River that is publicly accessible and near a town center.
- Objective 6. Revitalize older building stock, when appropriate, with cost-effective adaptive reuse strategies to respect the historical character and give underutilized structures new purpose.



B. Inclusive Community

Family | Friends | Community

Gypsum is a family-friendly place and community amenities abound, including schools, the recreation center and library, and the greatest amenity of all – other kids to play with. People move here for affordability but stay here because of shared community values.

Goal B. Ensure public amenities and facilities are easily accessible for all residents from every walk of life.

- Objective 1. Offer a variety of housing types at differing price points to retain local housing affordability, broaden workforce housing choices, diversify net densities.
- Objective 2. Encourage all households to be located within a quarter-mile walk of publicly accessible parks and open space.
- Objective 3. Integrate school facilities and open space into surrounding neighborhoods.
- Objective 4. Encourage future improvement of all school and public facilities to facilitate stronger pedestrian and bicycle connections with adjacent subdivisions.
- Objective 5. Encourage shared-use of school and public facilities to support and promote local cultural programs and organizations.
- Objective 6. Support family-based events that fit within Gypsum's overall personality as a community, such as sports tournaments and seasonal holiday programs.



C. Connected Community

Walkable | Convenient | Accessible

With a variety of centrally-located assets and amenities - from the recreation center and school to the river and historic neighborhoods - Gypsum is poised to benefit from strong market demand for walkable core areas, and the convenience, accessibility, and sense of place they provide.

Goal C. Create a connected, walkable community to promote social engagement, and healthy, active, lifestyles.

- | | |
|--|---|
| <p>Objective 1. Upgrade and expand the existing road network to better accommodate pedestrians and bicyclists.</p> | <p>Objective 5. Optimize space for parking on local streets and through management and partnership with private landowners to maximize development opportunities and minimize the impacts of parked cars.</p> |
| <p>Objective 2. Improve wayfinding for pedestrian, bicyclist, and vehicular connections throughout town through appropriate levels of signage that give direction to all users.</p> | <p>Objective 6. Implement trail improvements and connectivity identified in 2016 trails plan</p> |
| <p>Objective 3. Utilize remnant land as green linkages to support a complete and continuous pedestrian and bicycle network and to conserve natural drainage systems and resources.</p> | <p>Objective 7. Transit expansion work with ECO Transit to introduce new stops and park and ride facilities.</p> |
| <p>Objective 4. Introduce pedestrian and bicycle infrastructure and amenities, such as pedestrian lights and benches, bike lanes and racks, to increase safety, and provide ADA accessibility.</p> | |



D. Durable Economy

Permanence | Stability | Fiscal

In a mountain community surrounded by seasonal residents and travelers, Gypsum maintains a stable, long-term community.

Goal D. Foster an enterprising atmosphere to bolster entrepreneurship and job creation.

- Objective 1. Intensify underutilized commercial areas with infill development to maximize existing infrastructure and create a critical mass of activity in the primary commercial locations.
- Objective 2. Integrate a mix of additional uses in commercial areas to create more robust local economic hubs of commerce through shared goods and services.
- Objective 3. Encourage accommodations-based businesses like hotels and bed and breakfasts to locate in the Town of Gypsum.
- Objective 4. Encourage regional partners to develop training programs and institutions that promote trade skills and entrepreneurship, diversify post-secondary career options for young adults, and expand the region's workforce.
- Objective 5. Invest in broadband, fiber, and Wi-Fi infrastructure to expand the town's capacity for local and regional businesses and residents.
- Objective 6. Encourage additional light manufacturing, construction trades, and similar light industrial uses in the industrial land use areas shown on the Land Use Map.
- Objective 7. Manage annexation strategically to weigh infrastructure and maintenance costs with tax revenue gains.



E. Sustainable Environment

Recreation | Tourism | Conservation | Energy

Access to Eagle River, Gypsum Creek, and Bureau of Land Management and US Forest Service areas is plentiful in Gypsum. Recreation and enjoyment of the outdoors are important to the people that call this area home. The town continues to invest in recreation infrastructure, including a state of the art recreation center, golf course, gun range, and motocross park.

Goal E. Respect Gypsum's intimate relationship with its natural surroundings by promoting resource-conscious decisions that support clean and efficient energy use, stewardship of the land, and conservation for the enjoyment of future generations.

- Objective 1. Explore opportunities for developing public access points along the Eagle River to promote fishing, boating, and other water recreation activities.
- Objective 2. Capitalize on unique market offerings in Gypsum such as the motocross track and shooting range to help generate recreation-based revenue that supports the town and local business community.
- Objective 3. Cultivate partnerships with USFS / BLM to expand local recreation-based trail connections.
- Objective 4. Anticipate future growth and seek efficient design approaches to expand water capacity and minimize infrastructure costs.
- Objective 5. Identify water conservation strategies to improve efficiency of the town's existing water supply.
- Objective 6. Protect key drainage ways and surrounding wildlife habitat to minimize the encroachment of development.
- Objective 7. Ensure town residents' safety through appropriate wildlife management to create safe edge conditions between the town and the surrounding wilderness.
- Objective 8. Explore opportunities to expand the town's waste management program to include recycling, reuse, and composting services.
- Objective 9. Consider strategies for shared resources between local waste management, biomass plant operations, and regional wildlife management, utilizing green waste / compost as a potential fuel resource.
- Objective 10. Explore opportunities for new development to incorporate solar, wind, and/or geothermal power to reduce future dependence on the regional electric grid.

To Glenwood
Springs and
Grand Junction

To Gypsum
Shooting Sports Park
Motocross Park

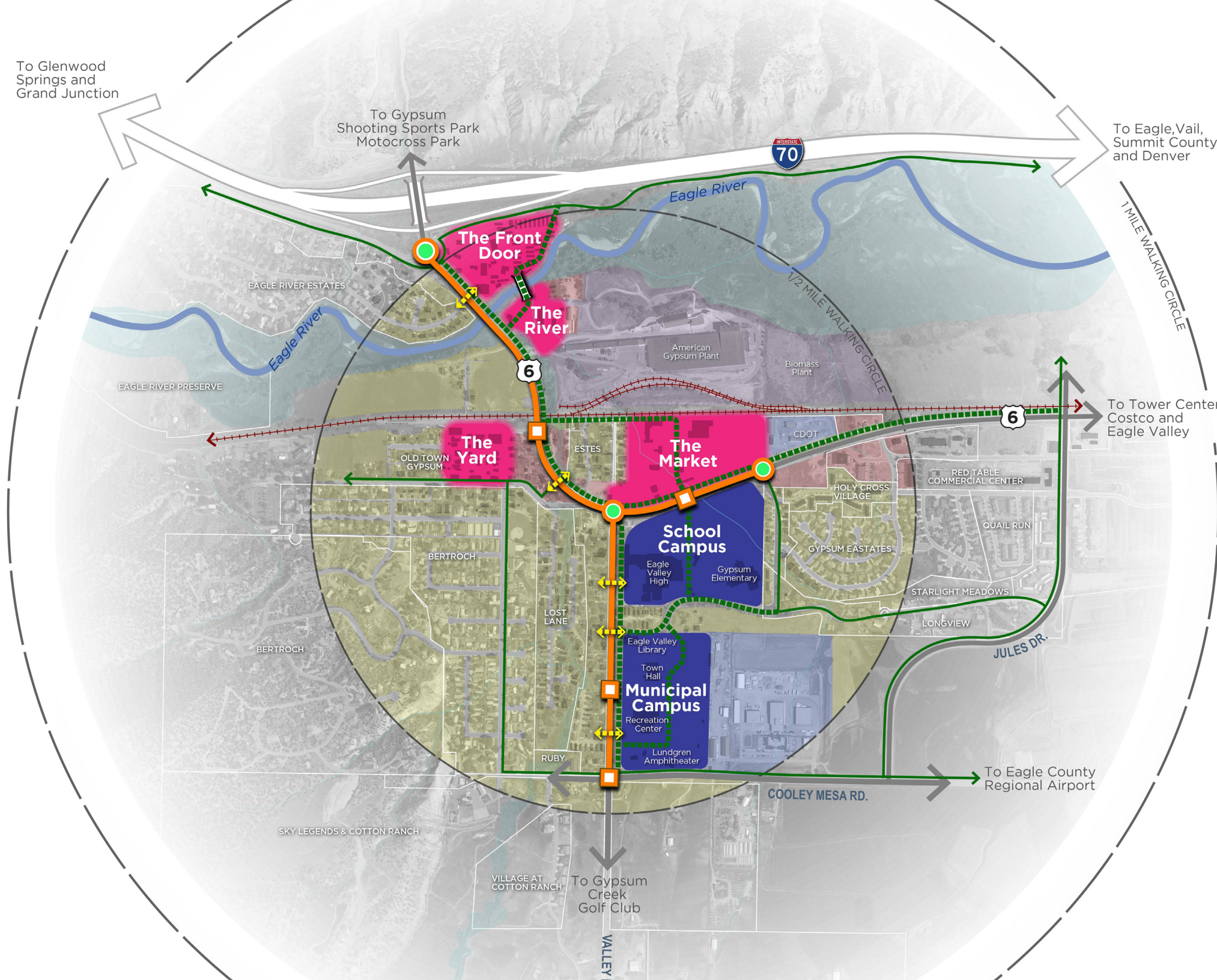
To Eagle, Vail,
Summit County
and Denver

1 MILE WALKING CIRCLE

► To Tower Center
Costco and
Eagle Valley

➔ To Eagle County Regional Airport

To Gypsum
Creek
Golf Club



CHAPTER 4. PLACEMAKING AND URBAN DESIGN

THE CORE DISTRICTS - THE HEART OF GYPSUM

Creating a town center that celebrates Gypsum isn't just about a single place. It is about celebrating the best parts of Gypsum, leveraging the opportunities and connecting these parts together. Walkability is key to creating connectivity and it's all about proximity. A good metric used in town planning is a 10-minute walk or a half-mile distance. Within a half-mile radius from the intersection of Valley Road and US-6, a pedestrian can reach as far north as the I-70 interchange, and as far south as Cooley Mesa Road. Building on the existing assets of the Eagle River, an interstate fueling station, the historic Rittenhouse, a distillery, underdeveloped parcels, the town's historical enterprising spirit, and 15 years of improvements in civic infrastructure, Gypsum could transform this area of town into something bigger. This could be the core of Gypsum.

This chapter presents broad beneficial design concepts that the Town of Gypsum can utilize as a guide in making smart decisions about future development. These concepts support the community's overall vision and are built on the objectives detailed in Chapter 3. The following sections describe the core district concepts developed through this planning process and represent the ideas of the Gypsum community and how they would achieve a unique and eclectic town center for Gypsum.

In addition to the core districts, this chapter considers public realm improvements and collaboration with the Eagle County School District, and provides placemaking design guidelines to help town staff and the planning commission assess the character and design elements of future development concepts.

The Front Door

First impressions matter. This is true in how people dress when meeting for the first time, and can be representative of the way the entrance to a home may be presented; it is also true with the character of a community. Initial appearances send many messages to an acquaintance and a first time visitor. It speaks to character, pride, and personal respect. It can say “Welcome”! or “Go Away”!

The Front Door is envisioned as that first impression for the Town of Gypsum. There is already a lot of momentum here due to recent improvements with private development and public infrastructure. With existing businesses that pull travelers off the interstate like the local

gas station, Gypsum is well positioned to create a bustling new gateway center that will give the town a stronger presence along the I-70 corridor.

This area currently has multiple elements at play in proximity to each other (including underutilized land near the I-70 interchange roundabout) that could benefit from a master planned approach capable of achieving greater efficiencies in circulation and commercial square footages. The Front Door concept presented here allows for upgrades to the gas station, re-allocates space for new highway restaurants, and identifies a potential location for a new hotel.



Graphics are provided to convey design intent and illustrate vision.

A New Hotel and Restaurants

The Town of Gypsum is often sought out for large group events due to unique local facilities including the recreation center, the sports field complex, the Lundgren Amphitheater, and the town's new golf course. Gypsum Daze and regional school sporting events draw a large visitor population. However, there are no available overnight accommodations in town, leaving visitors to either drive back home or stay in Eagle or Glenwood Springs. With the redevelopment of the Front Door, a new hotel located near the roundabout could offer convenient accommodations right off I-70. Future plans for an anticipated visitor center could also fit in this opportunity site.

Any future development in this area should occur comprehensively to include needed upgrades of the existing gas station. A new hotel and/or visitor center development paired with other improvements to existing commercial in this location offers the potential to create a true “place” with a critical mass of activity capable of propelling Gypsum forward economically.



Key Action Items

In order to accomplish the ideas above, the town must implement new policies, programs, and projects.

- **Policy** - Work with private landowners, developers, designers and local businesses to celebrate Gypsum's industrial and ranching identity through character-driven design standards for new development projects.
- **Program** - Orient and plan a mix of compatible land uses together that create a more active and aesthetic sense of place.
- **Project** - Integrate pedestrian connections between highway commercial uses and the river via Trail Gulch Road improvements.
- **Project** - Enhance existing gateway infrastructure at the Betroch Lane and US-6 roundabout with public art, monumental signage, and wayfinding signage to create an iconic gateway entrance with a sense of arrival for visitors and to facilitate connections to the other key locations in town.



Gypsum on the River

The Eagle River is a cherished and important asset to Gypsum, the valley, and the broader Colorado River watershed. It feeds critical wildlife habitat, helps irrigate agriculture in the region, and supports a thriving tourism and recreation industry for fishing and river sports. Many residents have chosen Gypsum as home not only for quality of life but also for the incredible river access. Meandering along the south side of I-70, the Eagle River separates the town from interstate traffic, providing a buffer from automotive noise while creating a tranquil and peaceful setting for the town.

Regional Recreation and Tourism

Summer tourism in Colorado and river recreation in the Rockies go hand in hand. Fishing, boating, rafting, kayaking, and tubing are all activities that utilize the Eagle River. Some like to take day long floats. Others like to “shoot the rapids” putting in at one location only to pull out just a short distance downstream. Just a few miles upstream from Gypsum, many tourists start their floating excursion in Eagle and ride the Eagle River down the valley to Dotsero a few miles downstream of Gypsum.

Destination Retail

“Gypsum on the River” is envisioned as a potential regional tourism and local destination offering direct access to the Eagle River with a boat launch, public park, and upgraded pedestrian bridge, all activated by an outdoor pavilion, restaurants, retail, and outdoor café seating. This location has the potential to bolster a variety of seasonal enterprises such as outfitters, weekly or monthly farm-stands, and “pop-up” retail spaces that feature local goods while activating an empty storefront for a short duration. The area could also host year-round artisan spaces for painters, metal workers, glass blowers, weavers, etc.



Graphics are provided to convey design intent and illustrate vision.

Rittenhouse

A good location for bringing Gypsum to the river can happen at the Rittenhouse, a historic home that sits low and close to the water's edge. The site includes a deck along the north side of the property that could offer potential patrons a pleasant spot to take in the beauty of the Eagle River while an open lawn allows closer access to the river bank. The home has a history of various adaptive-reuse ventures including a former mission-driven restaurant that served breakfast, lunch, and dinner. With a strategic location on the Eagle River and just off US-6, underutilized land adjacent to the Rittenhouse offers opportunities for developing a regional tourism node that could cater to summer rafters and locals who want to spend some time on the river's edge.

Public Improvements to Spur Private Investment

To further drive interest for redevelopment around the Rittenhouse, state tourism and transportation grant funding could be pursued to help construct a new boat launch on the river and repair or replace the existing damaged pedestrian bridge just upstream of the Rittenhouse property.

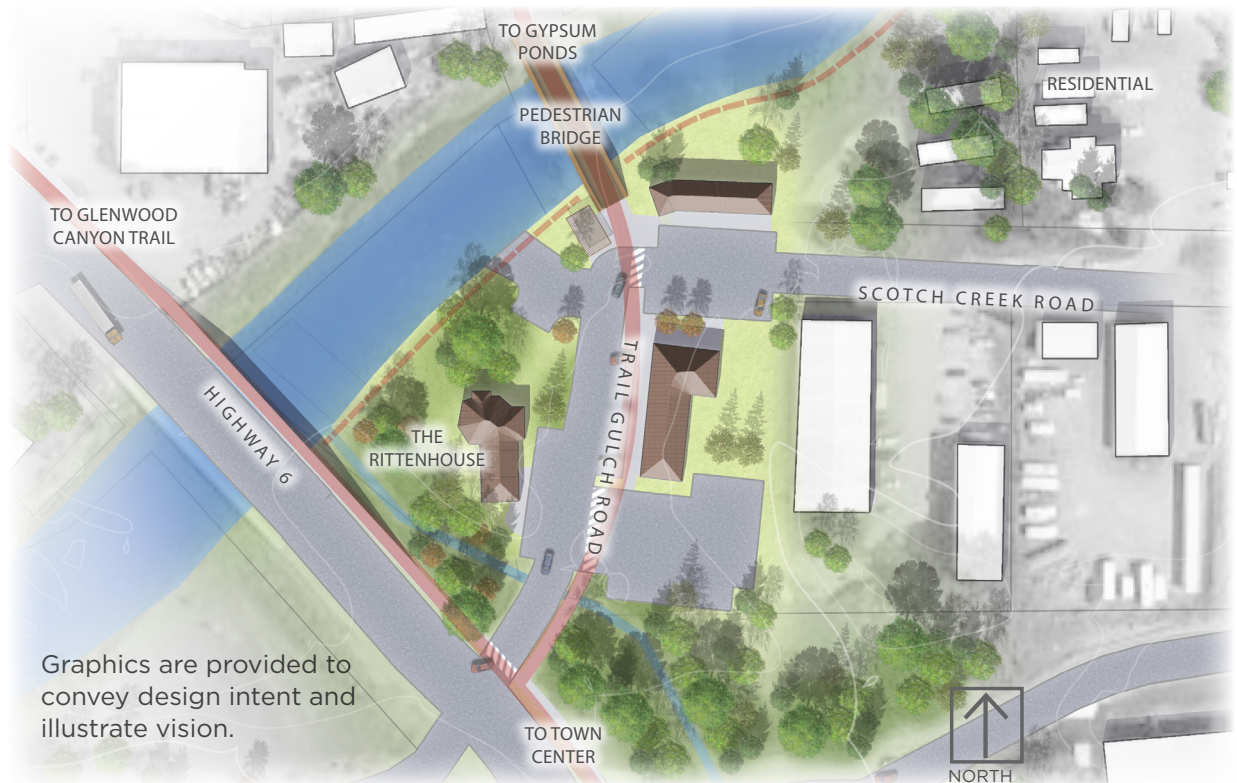


Key Action Items

The following action items are recommended to help achieve the vision above.

- **Policy** – Work with private landowners, developers, designers, and local businesses to activate the Rittenhouse.
- **Policy** – Establish design standards for future development occurring adjacent to and/or interacting with the Eagle River.
- **Program** – Seek grant funding through the State Wildlife Fund or similar agencies, to improve riparian habitat along the Eagle River and the Gypsum Ponds while creating enhanced buffers for flora and fauna and designated access points for locals and recreation-based tourists.

- **Program** – Pursue state tourism and transportation grant funding to help finance construction projects for a new boat launch and repair dilapidated pedestrian bridge infrastructure.
- **Project** – Reconstruct the existing bridge to accommodate pedestrian and bicycle use only, incorporating trail connections along the river's edge and constructing public gathering spaces for small groups.
- **Project** – Consider locating a community center in this location through public and private development opportunities.
- **Project** – Develop a shared parking strategy that can accommodate both permanent and temporary “pop-up” commercial uses, along with parking for river access - put in and take out activity.



The Yard

Gypsum's original streets included First Street, Second Street, Railroad Avenue and Eagle Street. Sitting just south of the existing Union Pacific Rail and west of US-6, Old Town Gypsum is characterized by the Old Gypsum Printer building, historic single family homes, and local churches. Both Railroad Avenue and Eagle Street connect directly to US-6, but sidewalks are incomplete and leave the neighborhood with a limited pedestrian connection to the rest of town. The historic character and scale of this neighborhood are unique and attractive to pedestrians. Previous improvements to the area include streetscape and lights, which assists in the pedestrian appeal to the neighborhood.

Local Mixed-Use Development

"The Yard" is a reimagining of the original town center along Railroad Avenue. Spurred by recent mixed-use infill development, the Yard offers an opportunity to revitalize the town's original blocks and Railroad Avenue into a higher intensity development of multiple stories and a mix of uses while respecting and preserving historic character. This kind of development could increase and diversify housing choices in Gypsum while increasing capacity for local-serving retail and neighborhood services, both community desires documented in the town survey.

Revitalization Potential

The entire Railroad Avenue area is ripe with redeeming qualities for revitalization. Whether applying adaptive reuse to the Old Gypsum Printer building or revitalizing older residential lots on these few blocks, this area has lots of potential for highlighting the best of Gypsum's historical character.

Livable Infill

On the corner of First Street and Railroad Avenue, a new 3-story mixed-use building will offer opportunities for activating Railroad Avenue with ground-floor retail and two upper floors of multifamily residential. Residents of this new development will be able to enjoy easy access to downstairs retail, lending convenience to their lifestyle. The proposed scale of this development is consistent with the goals for the area.

Entrepreneurial Space and Arts District

Rising living and education costs have renewed interest in craft industries all over the United States that tout local pride and flair. To help offer affordable creative space for artists, carpenters, bakers, and creators of all kinds, the Railroad Avenue area could be an excellent location to offer low-rent solutions for burgeoning entrepreneurial artists, independent businesses and local economic development projects.



Safe Connections

Clear pedestrian connections and wayfinding along Railroad Avenue, Eagle Street, and along US-6 and Eagle Street will be needed to help create a more attractive lifestyle for “The Yard,” its surrounding residents, and businesses. Doing so will ensure students, residents, and visitors can safely reach the local high school, elementary school, and Town Hall by foot, bike or car further south on Valley Road.

Union Pacific Rail Property

There is a large vacant property north of Railroad Avenue that is owned by Union Pacific. In recent years the property owner has created partnerships with municipalities and private developers in other areas of Colorado, including Denver’s Union Station. Gypsum has envisioned mixed-use development on this site to complement the development activity to the south on Railroad Avenue.



The Town’s Perspective

Old Town Gypsum is a local hot spot for the community that is active and performing well commercially. The Yard District’s challenges, however, with poor access and visibility, are not the top priority for the Town of Gypsum for new commercial growth opportunities. Should someone want to develop in the District, then they should follow the Placemaking and Design Guidelines presented at the end of this Chapter.

Key Action Items

The following action items are recommended to help achieve the vision above.

- **Policy** – Encourage infill development while preserving historic character, scale, and architectural characteristics.
- **Policy** – Begin dialogue with Union Pacific Railroad regarding future use of the property adjacent to Railroad Avenue.
- **Program** – Support the growth of an arts district and creative industries.
- **Project** – Enhance connectivity in the district with wayfinding and signage.
- **Project** – Explore pedestrian, bicycle, and vehicular access improvements from Highway 6 to Railroad Avenue.



The Market

The land around Ridley's Family Market offers a location for establishing a "main street" presence and retail or commercial town center for the Town of Gypsum. In its current layout, the existing development underutilizes the available land offering opportunities for investment. Located across US-6 from both the Eagle Valley High School and Gypsum Elementary school, the Market area has potential as a more intensely developed area of town where a mix of new retail, office, community-serving commercial, and more affordable workforce and multifamily housing could be located.

Resilient Infrastructure

In its current configuration, the street infrastructure of Oak Ridge Drive, Oak Ridge Court, and Crestwood Drive lend to a suburban model of development with curved roadways that limit efficient circulation, are automotive-oriented, and dependent on the layout of parking. Respecting existing development pads, such as the Kum and Go gas station, the existing grocery store, and a planned Subway restaurant, current roadways could be realigned and expanded to create a simple and efficient street grid. This kind of roadway infrastructure will lend to durable and adaptable infill development, buildings with minimal or zero setbacks, and a connected network of pedestrian-friendly, walkable, tree-lined streets with sidewalks and on-street parking.

Such a roadway framework could support a new, bigger anchor tenant like a grocery store paired with affordable workforce, senior-living, and multifamily housing. It would also allow flexibility for various sized commercial spaces for restaurants, established chain and local specialty retail, and potential new spaces where existing banks and the post office could relocate.



Graphics are provided to convey design intent and illustrate vision.

US-6; The New Main Street

The Town of Gypsum is finalizing the development of US Highway 6 into a local street from just south of the I-70 roundabout past the town boundary to the East. This means the town will take over ownership and maintenance of the right-of-way. The US-6 and Valley Road intersection is a natural “Main and Main” intersection for the town. The stretch of US-6 from Valley Road to Schoolside Street could be redesigned to accommodate zero setback storefronts with 12 to 18-foot-wide sidewalks, shade trees in tree grates, along with pedestrian lighting, street furniture, art, and on-street parking. With southern exposure, the street will be lively both summer and winter.



Key Action Items

The following action items are recommended to help achieve the vision above.

- **Policy** – Work with private landowners, developers, designers, local businesses, and local real estate specialists to promote the development of service-oriented businesses, restaurants, entertainment venues, and multifamily housing to create a walkable mixed-use commercial center.
- **Policy** – Foster a strong street presence within the market area employing development standards that promote minimal road setbacks, unique architectural character, and building fronts oriented parallel to the street.
- **Policy** – Consider reducing the town requirement for 20% landscaping for new development occurring in targeted mixed-use development areas.
- **Policy** – Establish a minimum lot coverage design standard to better support denser, mixed-use development.
- **Program** – Develop an incentive program to help offset costs for more intense development.
- **Program** – Explore opportunities for shared parking between landowners and businesses.
- **Program** – Integrate local agriculture within Gypsum’s local retail and commercial business community to draw on the community’s unique ranch character and offer local artisan goods in the town’s new town center.
- **Project** – Redevelop the existing street network to create an enjoyable pedestrian experience while providing vehicular access and parking.
- **Project** – Incorporate a square, plaza, central gathering space, and/or focal point in the design of any future town center site planning effort.
- **Project** – Expand and improve the pedestrian underpass to address safety.

The Campus

Gypsum is well positioned to create an educational and civic campus that builds upon the latest thoughtful planning of the town's civic center. Complete with strong multi-use trail connections, along with expanded and enhanced open space, an enhanced civic center could encourage innovative education and civic interaction.

The School Campus

In 2016, the Eagle County Public School District completed the Eagle County Schools Facilities Master Plan. This plan foresees capacity shortfalls for Gypsum's Eagle Valley High School. In response, the plan suggests immediate improvements for Gypsum Elementary School with future conversions of the school for high school facility needs. This conversion will help accommodate future growth of Eagle Valley High School, transforming the current two school complex at US-6 and Valley Road into a true school campus. In the Fall of 2016, both a bond and mill levy initiative passed in the district election, funding these improvements over the next 20 and 7 years, respectively. Eagle Valley High School also envisions an expansion of their campus offerings to include vocational/technical skills and increased emphasis on sports and physical development.

Town staff, Town Council and the Planning Commission should collaborate with the school district on future expansions and improvements that promote a cohesive architectural character. This will further advance the community's vision and opens up opportunities to encourage school development to occur close to the street edge, integrating strong pedestrian and bicycle connections that create safe routes to

school. Other opportunities include expanding a desired town-wide pedestrian trail along US-6 and Valley Road and between the schools to the school campus.

The Municipal Campus

Over the past 15 years, Gypsum has made tremendous progress with its improvements to the Town Hall, the recreation center, the Lundgren Amphitheater, and the new Gypsum library. The layout of all of these facilities creates a great municipal campus that could be expanded to serve civic and educational needs.



Key Action Items

The following action items are recommended to help achieve the vision above.

- **Policy** - Work with the school district, developers, and designers to promote a cohesive architectural character that reflects the town's vision with all improvements on district land in town, and along Highway 6 and Valley Road.
- **Policy** - Consider adjustments to the town development standards to encourage concentration of campus-based surface parking lots away from major street frontages to maximize primary building placement along US-6, Valley Road. Encourage green, campus-style pedestrian connections between municipal and school district uses.
- **Policy** - Refine town development standards to encourage building facades be oriented parallel to public streets.
- **Program** - Pursue grant opportunities, such as safe routes to school, to help build additional, strategically placed sidewalks, crosswalks, mid-block crossings, curb cuts and bulb-outs.
- **Project** - Extend a connected multi-use path through both the school campus and municipal campus that can accommodate both bicyclists and pedestrians and is enhanced by lush landscaping, pedestrian lighting, and activity nodes with shelters, furniture, play areas, and/or public art.
- **Project** - Discuss potential for street network connections such as Schoolside street to Valley Road.

FURTHER DEVELOPMENT AREAS

A primary goal of this Master Plan seeks to identify a town center core for the community to help fortify Gypsum's identity and presence along the I-70 corridor and the greater Eagle County region. Built on a "sum of all parts" premise, the design concepts presented here in the identified locations may not all come to fruition, either by market realities, site-specific challenges, or land owner and developer desires. Other underutilized areas of town may lend better opportunities for achieving the Master Plan's goals and objectives. The following includes other areas in Gypsum where better development opportunities may exist in the future.

Tower Center

Another possible development area could include an approximately 80-acre site east of Jules Drive located between US-6 and the Eagle County Regional Airport. The site is relatively flat, predominately undeveloped, and involves only one land owner. Since the site is adjacent to US-6, the devolution of the state highway offers opportunities to consider the site as a possible location for a standalone mixed-use development.

Like the Market concept, commercial uses (e.g., retail, restaurant, office, services), multifamily housing, and accommodations for supporting tourism could be considered in this location. In assessing development programs for this area, a market study should be utilized to help align the proposed mix of uses, so they compliment and support one another.

Eagle County Regional Airport

A large portion of the land located south of the airport is designated for light-industrial use. Not fully developed, future development around the existing FedEx freight complex could allow for expansive growth of Gypsum's niche in the region as an industrial center offering service commercial, light industrial and manufacturing jobs in the Town of Gypsum. Such a concept could create an "aerotropolis" with mutually-supportive businesses. Should expansive industrial growth materialize near the Eagle County Regional Airport, improvements for transit services and wayfinding signage will need to be explored along Cooley Mesa Road.

East Gypsum – Airport Gateway

As Gypsum continues to grow, the town's population center may move eastward. This may trigger further efforts regarding building an additional I-70 interchange, most likely off Cooley Mesa Road. Should the town grow as anticipated, Costco and its surrounding developed site may offer future infill opportunities for the community. If growth comes to the eastern end of town, the town should work with private landowners and developers to integrate a gateway element to welcome west-bound travelers entering town or east-bound travelers heading to Eagle.

Dotsero and Future Geographic Growth

Annexation is a tool communities sometimes use to leverage new tax revenues or control town expansion through real estate and land use. Dotsero, a few miles west of Gypsum off I-70, is a community with potential annexations because of the quantity of available land. If Gypsum decides to continue activities in the Dotsero area that could lead to annexations, a sub-area plan would need to be completed in the future to address all potential opportunities and constraints that would impact this kind of expansion to Gypsum.

OTHER CONSIDERATIONS

Public Realm Improvements

Linear Park

The Linear Park Greenway is envisioned as a pedestrian trail network that is designed with a cohesive character. The greenway is intended to create a unifying aesthetic and comfortable pedestrian linkage from I-70 to the Municipal Campus. As portions of the greenway are completed with development, specific site design should incorporate distinct transitional zones at thresholds between each district. Future visioning efforts should consider expansions of this concept to create a town-wide network of greenways with safe, complete, and continuous pedestrian connections.

Highway/Valley Road Character

Devolving US-6 to a local road from a state highway creates a great opportunity for the town to build off its historical small-town routes and create a real Main Street experience. At first, glance, widening US-6 might make sense from a traffic capacity approach, but by doing so, the town risks creating another higher-speed highway parallel to I-70. Instead, the town should consider transforming US-6 into a local street with an authentic town center streetscape character, including on-street parking, business frontages, wide sidewalks, street trees, pedestrian lighting and furniture. This builds off recommended improvements in the Eagle River Area Plan and Gypsum Corridor Design Plan that could calm traffic, expand public parking, and increase “drive-by” and “walk-by” marketing for local businesses, while creating a desirable pedestrian environment that further expands the pedestrian network and encourages shopping and exercise.

Eagle County Public Schools

The 2016 election results for local funding initiatives were important for the Eagle County School District. With over \$200 million in funding, the School District will move forward to put in place strategies to support growth over the next two decades. Part of that funding will support new housing for school district staff. Future mixed-use and multifamily development areas will offer opportunities for the district to partner with the town, land owners, and developers to create livable, affordable, housing options for future Gypsum residents. The influx of revenue for the School District will also fund the construction of improvements for schools in Gypsum. Collaborating with the town, these development opportunities can further create a healthier, more pedestrian and bicycle connected community.



PLACEMAKING DESIGN GUIDELINES

The guidelines in this section provide recommendations for enhancing specific projects in this Master Plan, as well as offer direction for future design decisions in the community where mixed-use and higher densities may be preferred. The guidelines address a range of desired relationships in both the public and private realms. The concepts illustrated and discussed herein relate to an architectural character found in Gypsum that can be described as “Industrial Ranch”.

Overall Character

As the town grows and redevelops, it will be important to be respectful of the various qualities that make Gypsum unique in look and feel. Gypsum is a working town of the historical frontier. This is evident in the town’s industrious presence along the Eagle River and in the working ranch lands and wilderness surrounding the town. Each individual quality is common, but together, they contribute to the town’s unique identity and character in the valley that manifests in the architectural look and feel of the town’s recreation center.

Site Layout and Orientation

Site layout and building orientation should encourage pedestrian use of the street and accommodate sustainable features where feasible.

- Locate buildings at or near the sidewalk in pedestrian-focused areas to make the pedestrian environment enjoyable and achieve a consistent street edge.
- Orient building entrances toward streets, plazas, and open areas.
- Minimize the impact of public parking by tucking behind or under development; wrap larger surface parking with storefronts or other pedestrian-oriented features.
- Design driveways and parking access to limit pedestrian conflicts.
- Connect key destinations with a clear network of streets, driveways, and bicycle and pedestrian pathways.
- Orient buildings to face the southeast or south to maximize solar access.
- Integrate sustainable building features where possible: quality materials that boost longevity of structures; window shading devices and green roofs that allow for passive cooling; windows configured to maximize natural lighting; and aggregated renewable energy facilities that are more cost-efficient for energy production.
- Integrate snow storage with site layout and consider possible ways to melt snow and drain appropriately.
- Utilize a combination of different parking strategies such as shared parking, and reduced parking ratios near transit stops to minimize the spatial impacts of parking needs.



Scale and Massing

Building scale and massing should help frame pedestrian-oriented mixed-use corridors, and transition in a way that respects the surrounding context and existing neighborhoods.

- Reinforce development that respects an industrial ranch character and appropriately reflects the context of existing uses and streets.
- Create smaller block sizes between 250 and 350 feet within higher intensity, mixed-use developments to create a more walkable environment, and achieve a higher ratio of street frontage for storefronts along the edges of development.
- Taller building heights in more intensely developed residential or mixed-use areas should be considered.
- Step down building heights and widen setbacks around primary buildings at transitions from denser areas, such as mixed-use districts, to existing lower density neighborhoods.
- When widening front setbacks, do so symmetrically along the street edge of parallel streets.

Street-Edge and Building Character

The building-to-street relationship should engage the pedestrian and provide a comfortable and safe experience.

- Provide engaging, pedestrian-scaled architectural elements along building edges next to sidewalks and key pedestrian routes.
- Incorporate inviting pedestrian entrances, windows and quality exterior materials on street-facing building frontages.
- Include attractive, functional and visible ground floor features such as awnings, signage, and other pedestrian-scaled elements in mixed-use and commercial buildings.
- Increase “eyes on the street” by creating indoor-outdoor visual connections through transparent ground floor uses with doors and windows.
- Provide shelter for the pedestrian environment with awnings, pergolas, and arched passageways.
- Engage the street with stoops, porches, terraces and other features on residential buildings.



Architectural Detail, Materials, and Signage

Architectural details, building materials, and commercial signage should reflect community character and vision. Below includes specific aspects of each of these character elements.

- Architectural Detail
 - Asymmetrical with clean lines
 - Hipped or gable roofs, wide eaves and exposed beams
 - Entry feature articulation to building entrances (trellis and cantilevers)
 - Structural elements along pedestrian edges to offer shade (pergolas, archways)
- Building Materials
 - Natural materials of wood, stone, metal and glass (bat and board siding, stone, corrugated metal, large ground floor windows for transparency of street edge)
 - Locally/regionally sourced materials (renewable or reclaimed when available)
- Character Signage
 - Large format graphics (large painted signage on façade/side of buildings)
 - Window graphics (hand-painted signage transparent, informational and temporal)
 - Blade signage and sandwich boards (small-scale pedestrian signage of painted wood or metal at primary entrances)



Bicycle and Pedestrian Environment

The network of blocks, streets and sidewalks should accommodate pedestrian and bicycle access, safety and comfort.

- Provide pedestrian and bicycle streetscape improvements such as benches, bicycle parking, wayfinding signage, lighting, trash receptacles, and landscaping, particularly at key building entrances and bus stops.
- Support active ground floor uses in mixed-use districts with wide sidewalks, attractive landscaping, and street trees with tree wells.
- Establish a well-connected bicycle network with low-speed bicycle priority streets along with off-street bicycle or multi-use trails and pathways.
- Incorporate public art and decorative features such as patterned or colored paving, sculpture, murals, and tiles along key corridors that align with Gypsum's context and culture.
- Where pedestrian and automotive circulation intersect (on the street, in surface parking lots, existing intersections, or future development) explore the use of crosswalks, mid-block crossings, pedestrian refuges, curb cuts, bulb-outs, and - where possible - pedestrian underpasses. This will create safe, accessible pedestrian connections at existing and future intersections.



Trails and Greenways

The design of trails and greenways should provide safe neighborhood connections and amenities to enrich the user experience.

- Develop trailheads at major connecting points with other trails, bike routes or key vehicular routes (specific locations to be determined).
- Incorporate public art and signage to provide a welcoming sense of entry at trailheads (specific locations to be determined).
- Provide amenities such as seating, bicycle racks, lights, trash receptacles, interpretative signage, wayfinding signage, and trail markers.
- Integrate the look and feel of wayfinding signage to complement existing trailhead markers and signage in the Town of Eagle to create a seamless design aesthetic for the western Eagle County trail system.
- Post warnings for trail users approaching vehicular roadway crossings.
- Provide a wide path of travel, where possible, to safely accommodate pedestrians and bicycles.
- Utilize permeable paving materials to slow stormwater runoff when it is cost feasible and the material offers equal durability and functional lifespan to non-permeable surfacing materials.







CHAPTER 5. IMPLEMENTATION

The Gypsum Master Plan establishes a new vision, goals, and objectives for the Town of Gypsum, identifying key locations and type of desired development to achieve the town's future vision through a focused placemaking approach. The foreseen 10- to 15- year effort will require joint and cooperative private/public partnerships, including capital investment. The town will focus its efforts on reducing regulatory barriers, streamlining development review and approval processes, improving connectivity, streetscapes, and promoting the town's image and character as expressed in the vision. Private investors will continue to be encouraged to increase the value of private property by improving building facades and signage and fully leveraging pedestrian, bicycle, and automotive infrastructure opportunities. Private and public collaboration is vital to stretching financial resources as they arise, creating value for the town that will spur continual long-term capital investment in Gypsum.

This chapter lays out a series of specific action items organized by the guiding principles of the vision pertaining to governance, administration, regulation, land use, transportation, economic development, infrastructure, growth, and conservation. Placemaking is a distinguished set of action items provided under each of the guiding principles highlighting those specific action items that relay back to the innovative ideas in chapter 4. These action items will require strong public/private partnership and serve as the primary improvements to push Gypsum's vision forward.

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Authentic Identity Actions			
Governance			
AI-1. Friendly, Informal, Small-town Atmosphere. Continue to promote and foster a culture in the town that supports Gypsum's uniquely casual and relaxed attitude.	On-going	Town Staff	Town
AI-2. Respectful, and Effective Approach. Handle all matters brought to the town with simple effectiveness and treat all people with a sense of fairness and respect.	On-going	Town Staff	Town
AI-3. Compromise-based Solutions. Seek a position of compromise when conflicts arise between the will of individuals and the will of the community that allows both the individual and the community to achieve their goals.	On-going	Town Staff, Landowners, Developers	Town, Residents, Stakeholders
AI-4. Fair Minimal Regulation. Don't over regulate, but insist upon minimum standards of conduct so that the actions of individuals don't have significantly negative impacts on other individuals or the whole community.	On-going	Town staff, Town Council, Commissions, Planning and Zoning	Town
AI-5. Community Well-Being Stewardship. Monitor community well-being to ensure the quality of life of community members is accounted for in the short- and long-term governance of the town.	On-going	Town Staff, Town Council, Commissions	Town
Land Use			
AI-6. Vision Book Awareness. Make available and promote the Vision Book to area businesses, property owners, agencies and real estate professionals as a resource for making area stakeholders aware of the town's new vision and desire to achieve that vision.	Short	Town Staff	Town, Stakeholders
AI-7. Land Use Code Update Partnership. Seek partnership opportunities with Eagle to update existing land use codes in both towns through a joint parallel effort to leverage available funds and help both communities align a land use code update that reflects the vision of their respective Master Plans.	Long	Town Staff, Town Council, Commissions	Town, Business Owners, Property Owners
AI-8. Reinforcement of Land Use Compatibility. Relocate existing light industrial uses out of existing and planned residential areas, where possible, and create physical barriers and landscaping screens between industrial and residential areas to reinforce the town's desired character.	Long	Town Staff, Town Council, Commissions	Town, Business Owners, Property Owners
AI-9. Character Preservation. Encourage the continuation of agriculture/ranching uses on prime agricultural lands. Use land trusts, Great Outdoors Colorado and other grants, conservation easements, informal transferable development rights programs, clustering of development, etc., as tools to achieve this goal.	Long	Town Staff, Town Council, Commissions	Property Owners, Non-Profits, Agencies, Town

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Authentic Identity Actions			
Placemaking			
AI-10. Front Door Policy. Work with private landowners, developers, designers and local businesses to celebrate Gypsum’s industrial and ranching identity through character-driven design standards for new development projects.	Medium	Town Staff, Town Council, Commissions	Property Owners, Developers, Designers, Local Businesses, Town
AI-11. Front Door Project. Enhance existing gateway infrastructure at the Trail Gulch and US-6 roundabout with public art, monumental signage, and wayfinding signage to create an iconic gateway entrance with a sense of arrival for visitors and facilitates traffic to the other key locations in town.	Medium	Town Staff	Town
AI-12. On the River Policy. Establish design standards for future development occurring adjacent to and/or interacting with the Eagle River.	Medium	Town Staff	Property Owners, Non-Profits, Recreation groups
AI-13. On the River Program. Pursue state tourism and transportation grant funding to help finance construction projects for a new boat launch and repair dilapidated pedestrian bridge infrastructure.	Long	Town Staff	DOLA, GOCO, CFW, Town
AI-14. The Yard Policy. Encourage infill development while preserving historic character, scale, and architectural characteristics.	Short	Town Staff	Property Owners
AI-15. The Market Policy. Foster a strong street presence within the market area employing development standards that promote minimal road setbacks, unique architectural character, and building fronts oriented parallel to the street.	Medium	Town Staff, Development Community	Property Owners, School District
AI-16. The Market Project. Incorporate a square, plaza, central gathering space, and/or focal point in the design of any future town center site planning effort.	Medium	Town Staff, Development Community	Property Owners GOCO, Downtown Colorado Inc.
AI-17. The Campus Policy. Work with the school district, developers, and designers to promote a cohesive architectural character that reflects the town’s vision with all improvements on district land in town, and along Highway 6 and Valley Road.	Short	Town Staff	GOCO, Designers
AI-18. The Campus Policy. Refine town development standards to encourage building facades be oriented parallel to public streets.	Short	Town Staff	School District, Designers
AI-19. Highway Valley Road Character. Utilize the devolution of US-6 to create an authentic town center streetscape with a “Main Street” character complete with on-street parking, business frontages, wide sidewalks, street trees, pedestrian lighting and furniture.	Medium/ Long	Town Staff, Town Council, Commissions	Developers, Designers, CDOT USDOT

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Inclusive Community Actions			
Engagement			
IC-1. Gypsum Master Plan Advisory Group Formulation. Transition the Town of Gypsum Master Plan Advisory Committee into an autonomous committee so they can carry the torch forward beyond the adoption of the Master Plan. This will help local businesses and the real estate community become more organized and allow them to take ownership of the private sector concepts and guidelines contained within the Master Plan.	Short	Town Staff, Master Plan Advisory Committee	Town
IC-2. Town of Gypsum Website Enhancement and Maintenance. Continue to maintain the town website as a one-stop resource for all information related to the town. Updates regarding public improvements, construction projects, events, and other activities should continue to be posted transparently by the town on the site to help keep the community informed. Consider expanding the website commenting component “I Want To Report a Concern” to include “Ideas” and “Opportunities” to encourage residents, property owners, businesses, real estate brokers, and other stakeholders in sharing information about available properties, jobs or events directly with the town. This can help to foster relationships between community members, staff and elected officials, building a stronger sense of collaboration and community in Gypsum.	On-going	Town Staff	Town
Housing			
IC-3. Senior Housing. Promote the inclusion of housing for seniors with future development proposals to support the town’s aging population and to foster an age-in-place policy for sustaining community housing needs.	Medium	Town Staff, Development Community	Town, Eagle County Developers
IC-4. School Staff Housing. Collaborate with Eagle County Public Schools to support the District’s growing needs for staff housing with expansion of education services for the county.	Short/ Medium	Town Staff, Development Community, Real Estate Community	School District, Property Owners, Developers, Designers
IC-5. Multifamily/Workforce Housing. Diversify the town housing stock to help keep Gypsum the most affordable community for housing in the valley and to offer more housing choices for both home-owners and renters.	Medium/ Long	Town Staff, Development Community, Real Estate Community	Property Owners, Developers, Designers, Town

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Inclusive Community Actions			
Services			
IC-6 New Schools. Partner with Eagle County Public Schools on the development of two planned schools to be built in Gypsum to ensure site planning and design are inclusive of surrounding neighborhoods and support the town vision.	Medium	Eagle County Schools, Town	School District, Town
IC-7. Town Staff Capacity. Keep the town's administrative and public works staffing at levels that will provide for timely, high quality service to all residents.	Short	Town Staff	Town
IC-8. Tax-Exempt Service Provider Entitlement Support. Help tax designation service providers (e.g. school, recreation, library, fire designation, etc.) secure appropriate sites and easements for construction of facilities necessary to meet or exceed critical needs and quality of service goals.	On-going	Town Administration	Town
Placemaking			
IC-9. On the River Project. Consider locating a community center in this location through public and private development opportunities.	Medium	Town Administration	Town
IC-10. On the River Project. Develop a shared parking strategy that can accommodate both permanent and temporary "pop-up" commercial uses, along with parking for river access - put in and take out activity.	Medium	Town Staff, Development Community, Planning and Zoning	Property Owners, Developers, Designers, Town
IC-11. The Market Policy. Work with private landowners, developers, designers, local businesses, and local real estate specialists to promote the development of service-oriented businesses, restaurants, entertainment venues, and multifamily housing to create a walkable mixed-use commercial center.	Medium	Town Staff, Town Council, Commissions	Property Owners, Developers, Designers, Town
IC-12. The Campus Project. Extend a connected multi-use path through the school campus and municipal campus that can accommodate both bicyclists and pedestrians and is enhanced by lush landscaping, pedestrian lighting, and activity nodes with shelters, furniture, play areas, and/or public art.	Short	Town Staff	School District, Designers, Town
IC-13. Flexible Zoning Districts and Overlays. Explore more flexible mechanisms for the town's existing PUD Zone. Reviewing existing allowed uses for relevance, compatibility, and other updates. Consider both a base zoning and an overlay approach to offer more flexibility for landowners, developers, and designers.	Short/ Medium	Town Staff, Development Community, Planning and Zoning	Property Owners, Developers, Designers, Town

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Connected Community Actions			
Administration			
CC-1. Grant Funding Applications. Identify and apply for grant funding to initiate public realm connectivity, streetscape, signage, and branding improvements.	Short	Town Staff	Town
Regulation			
CC-2. Development Standards. Promote a compact land use pattern within well-defined boundaries that transition quickly and effectively to outlying rural residential, agricultural and open lands.	Short/ Medium	Town Staff, Town Council, Commissions	Town
Transportation			
CC-3. Linear Park Greenway. Develop a lush greenway corridor along US-6 and Valley Road to offer a completely connected pedestrian and bicycle linkage from I-70 to the southern end of the Municipal Campus (see Linear Park Greenway in Chapter 4).	Medium/ Long	Town Staff	Town
CC-4. Parking. Review existing parking regulations along with existing public parking capacity assessment to find creative ways to accommodate the right amount of parking as the town develops the town center and takes on more growth.	Short	Town Staff	Town
CC-5. Regional Transportation Improvements. continue to be active in discussions with CDOT and regional municipality to align roadway improvements, such as Cottonwood Pass, that direct visitors and lessen impacts to residents	On-going	Town Staff	Town
Infrastructure			
CC-6. Potable Water. Regularly update the town's Water Rights Dedication Ordinance and require new development to finance and construct the potable water distribution and storage facilities needed to service new growth.	On-going	Town Staff	Town
CC-7. Stormwater and Sewer. Implement the town's Storm Water Protection Plan by regularly upgrading the stormwater and sanitary sewer systems as technological advances come along that will enhance service quality and lower maintenance requirements.	On-going	Town Staff	Town
CC-8. Hydro-Power. Investigate hydro-power opportunities along the Eagle River for the potential to further diversify future power sources provided to the community.	Long Term	Town Staff	Town
Placemaking			
CC-8. Front Door Program. Orient and plan a mix of compatible land uses together that create a more active and aesthetic sense of place.	Medium	Town Staff, Town Council, Commissions	Property Owners, Developers, Designers, Town

Table 5-1: Implementation Action Plan			
Specific Action	Timeframe	Primary Responsibility	Potential Partners
Connected Community Actions			
Placemaking (Continued)			
CC-9. Front Door Project. Integrate pedestrian connections between highway commercial uses and the river via Trail Gulch Road improvements.	Medium	Town Staff	Town
CC-10. On the River Project. Reconstruct the existing bridge to accommodate pedestrian and bicycle use only, incorporating trail connections along the river's edge and constructing public gathering spaces for small groups.	Short/ Medium	Town Staff	Property Owners, CFW Town
CC-11. The Yard Project. Enhance connectivity in the district with wayfinding and signage.	Short	Town Staff	Property Owners, Town
CC-12. The Yard Project. Explore pedestrian, bicycle, and vehicular access improvements from Highway 6 to Railroad Avenue.	Short	Town Staff	Town
CC-13. The Market Policy. Establish a minimum lot coverage design standard to better support denser, mixed-use development.	Short	Town Staff, Planning and Zoning	Town, Developers, Designers
CC-14. The Market Program. Explore opportunities for shared parking between landowners and businesses.	Medium	Town Staff	Property Owners, Town
CC-15. The Market Project. Redevelop the existing street network to create an enjoyable pedestrian experience while providing vehicular access and parking.	Medium	Town Staff	Property Owners, Developers, Designers, Town
CC-16. The Market Project. Expand and improve the pedestrian underpass to address safety.	Medium	Town Staff	Designers, Town
CC-17. The Campus Policy. Consider adjustments to the town development standards to encourage concentration of campus-based surface parking lots away from major street frontages to maximize primary building placement along US-6, Valley Road. Encourage green, campus-style pedestrian connections between municipal and school district uses.	Short	Town Staff, Town Council, Commissions	School District Designers, Town
CC-18. The Campus Program. Collaborate with School District to study potential connection from Schoolside Street to Valley Road.	Short	Town Staff	School District Designers, Town
CC-19. The Campus Project. Extend street network to connect Schoolside Street to Valley Road.	Medium	Town Staff	School District Property Owners
CC-20. Gypsum Parkway Corridor Enhancement. Implement streetscape, trail, wayfinding and signage elements from I-70 to Schoolside Road along the Highway 6 / Gypsum Parkway corridor.	Short	Town Staff, Designers	Town, Developers, Designers

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Durable Economy Actions			
Administration			
DE-1. Flexible Regulations/Aligning Policies and Codes with Community Vision. Align town policies and codes to facilitate implementation of the communities vision. Minimize regulatory hoops imposed on inquiring investors, and adjust policies and codes to be adaptable to shifts in market trends and encourage investment.	Short	Town Staff, Town Council, Commissions	Town
DE-2. Strategic Annexation. Evaluate, annex, zone/rezone, and subdivide land for development or redevelopment based upon the individual merits of each project and in accordance with the adopted goals, policies, and land use designations contained in the master plan unless it can be demonstrated that: (1) the proposed alternate development will not adversely affect existing and planned land uses, infrastructure systems and public service standards, and (2) that the land use designation indicated in the master plan cannot be reasonably achieved or is no longer the preferred land use for that particular property.	On-going	Town Staff, Town Council, Commissions	Eagle County, Property Owners, Town
DE-3. Development Supported Improvement. Development impacts and enhancements will be balanced to incentivize projects that meet investors needs while achieving town aspirations. This balance will be weighed based on financial resources available through private and public sources to construct necessary infrastructure, and desired pathways, parks and recreation facilities, including any off site improvements deemed necessary to mitigate direct impacts.	On-going	Town Staff, Town Council, Commissions	Developers, Town
Economic Development			
DE-4. Positive Business Climate Marketing. Market the Town of Gypsum's competitive location and supportive regulatory climate for users in a variety of industries such as, shipping, building materials manufacturing, airport related industries, regional commercial, and green energy.	On-going	Town Staff	Town
DE-5. Local Primary Jobs. Seek opportunities to further diversify the local economic sectors from those sectors Gypsum already has in town. This is important to growing the primary employment base in town. By growing the primary employment base, more disposable income is available to be captured by non-primary local business owners (retail and services etc.) during the workday that currently leaves the town with the daily commuter workforce.	On-going	Town Staff	Local Businesses, Developers, Town
DE-6. Special Financing Districts. Work with the local business community to explore various public-private partnerships such as a business improvement district (BID), a downtown development authority (DDA), or an urban renewal district (URD). These special financing districts can help as a means to support local business efforts to invest in shared infrastructure or service needs such as landscaping improvements, maintenance, and branding (e.g., new gateway signage, streetscape improvements).	Medium	Town Staff	Local Businesses, Town

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Durable Economy Actions			
Land Use			
DE-7. Expansion of Industrial Space. Identify the needed land, infrastructure and facilities to accommodate industrial oriented businesses and uses in Gypsum. There is limited space for these types of uses elsewhere in the county and therefore Gypsum has a great opportunity to capture this market. This builds off the town's focus from the previous Plan to promote development of airport-serving commercial and light industrial uses such as heavy equipment repair and storage, construction contractors and construction material supply centers, warehouses, light assembly and manufacturing operations, etc. South of the Eagle County Regional Airport. Group these uses together and provide vegetated buffer strips where this area abuts residential areas. Adopt and enforce codes that ensure that industrial areas do not become junkyards, eyesores, or create unnecessary nuisances for adjacent land uses.	On-going	Town Staff	Businesses, Developers, Town
DE-8. Healthcare and Research Center. Explore the market feasibility for potential medical institutional and/or special uses such as a health service center; complete senior care/retirement facility, and/or hotel and convention center, etc. at an appropriate location in town. Such an opportunity could bring good paying jobs to the community and potentially spur local serving retail and commercial uses.	On-going	Town Staff	Businesses, Developers, Town
Placemaking			
DE-9. On the River Policy. Work with private landowners, developers, designers, and local businesses to activate the Rittenhouse.	Short	Town Staff, Town Council, Commissions	Land Owners, Developers, Designers, Town
DE-10. The Yard Policy. Begin dialogue with Union Pacific Railroad regarding future use of the property adjacent to Railroad Avenue.	Short	Town Staff	Union Pacific RR, Town
DE-11. The Yard Program. Support the growth of an arts district and creative industries.	Short	Town Staff, Town Council, Commissions	Artists, Non-Profits
DE-12. The Market Policy. Consider reducing the town requirement for 20% landscaping for new development occurring in targeted mixed-use development areas.	Short	Town Staff	Town

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Durable Economy Actions			
Placemaking (Continued)			
DE-13. The Market Program. Develop an incentive program to help offset costs for more intense development.	Short	Town Staff	Town
DE-14. The Market Program. Promote the creation of local agricultural programs like CSA's (community shared agriculture) down valley and within Gypsum, encouraging local retail and commercial business community to draw on the community's unique ranch character and offer local artisan goods in the town's new town center.	Medium	Town Staff	Town, Business Owners
DE-15. Town Core Districts. Consider incentives for developers promoting redevelopment and investment in town core districts, especially for those that incorporate placemaking strategies and follow design guidelines outlines in chapter 4.	On-Going	Town Staff	Property Owners, Developers, Designers, Local Businesses, Town

Table 5-1: Implementation Action Plan

Specific Action	Timeframe	Primary Responsibility	Potential Partners
Sustainable Environment Actions			
Conservation			
SE-1. Public Land Access. Maintain and/or create opportunities for controlled access to public lands while protecting the quality and condition of these lands in the intent to expand outdoor recreation for the community and visitors.	Short	Town Staff	Town, BLM, USFS, Property Owners
Land Use			
SE-2. Buffered Town Edges. Promote residential development with rural character in appropriate areas outside the urban/suburban core to create a smooth transition from the town center out to surrounding agricultural and ranch lands, and public open space.	On-going	Town Staff, Town Council, Commissions	Property Owners, Developers, Town
Growth			
SE-3. Adjacent Lands. Annex lands in a logical progression that requires existing adjacency to town limits and maximizes access to existing infrastructure and capacity of available services and utilities.	On-going	Town Staff, Town Council Commissions	Property Owners, Eagle County, Town
SE-4. Growth Management. Control the rate of growth by limiting the number of permitted annexations annually to protect the effectiveness of town services, staff capacity, and infrastructure and to ensure that future growth is balanced by an appropriate increase in services, staff, and infrastructure.	On-going	Town Staff, Town Council Commissions	Property Owners, Eagle County, Town
Placemaking			
SE-5. On the River Program. Seek grant funding through the State Wildlife Fund or similar agencies, to improve riparian habitat along the Eagle River and the Gypsum Ponds while creating enhanced buffers for flora and fauna and designated access points for locals and recreation-based tourists.	Medium	Town Staff	Town

Page Left Intentionally Blank

APPENDIX A. LAND USE MAP

LAND USE DESIGNATIONS

The Land Use Map presented here is intended to offer guidance for town staff as they plan for future development of the various areas of town over the next 10 to 15 years. The land uses described here will impact decisions regarding future infrastructure improvements and serves as a guide for intent. As the town experiences expansion through development, the capacity of existing infrastructure will need to change appropriately to accommodate more intense development. Below includes descriptions for each land use designation identified on the Land Use Map.

Town Center

The Town Center land use designation is intended to foster a higher-intensity of development that will offer both vertical and horizontal mixed-use development. Land use envisioned in these areas include a mix of retail, commercial, services, small professional offices, and higher-density residential. Building forms envisioned will include a range of stories with single and multi-use tenant programs. Some may have ground floor retail/commercial with upper floor office/residential. Planned Developments are anticipated in these areas and are envisioned as catalytic projects for creating a true downtown for Gypsum. This land use designation supports the vision and placemaking principals expressed in the Master Plan.

Mixed Use

The Mixed Use designation identifies areas of town where a Planned Development would be encouraged in creating a master planned development with a mix of uses including residential, commercial, and office uses.

Commercial

This land use designation is intended for local and regional-serving commercial and professional businesses along with commercial businesses that cater to interstate travelers. Retail, office, local and regional oriented services are all intended in this land use designation that also serves as a supporting land use to the Town Center designation.

Urban Residential

This is a higher-density residential land use designation used primarily in the core areas of town, adjacent to major employment centers such as the Commercial and Industrial designations. This designation is intended to promote the development of more affordable housing. These lands are located within walking/bicycling distance of the town's major job centers and shopping areas and are relatively free of natural constraints that would adversely impact development. The housing type is a mix of multifamily, townhomes, and high-density single family residences. Land use densities range from ten to twenty dwelling units per acre, with an average density of fifteen dwelling units per acre. The Urban Residential designation is intended to promote the development of more attainable homes. Development projects proposing the high end of the density scale are encouraged, but approvals are contingent upon the provision of a high level of amenities, and excellent architectural and site design standards.

Suburban Residential

This moderate-density residential land use designation is used primarily in the core area of town where employment centers, shopping areas, and high-density residential developments are nearby. These areas are located within walking/bicycling distance of the town's major job centers and shopping areas and are relatively free of natural constraints that would adversely impact development. The housing type is primarily single family residential on relatively small lots. For-sale townhomes and duplex development may be appropriate on certain properties where clustering of housing is desirable due to the physical constraints of a given property. Land use densities range from four to eight dwelling units per acre, with an average density of five dwelling units per acre. Development projects proposing the high end of the density scale will be considered, but approvals will be contingent upon the provision of a high level of amenities, excellent architectural and site design standards.

Country Residential

The Country Residential land use designation is intended to promote low to very low density, environmentally sensitive, rural residential development. Areas of the “Country Residential” designation that are located adjacent to the core of town should be single family homes on an acre or two, or clustered housing that preserves larger areas of open space. Allowable densities should decrease the further away a property is at the core of town and the closer a property is to Public Lands. More remote portions of this land use designation are intended for development of rural homes, getaway cabins, etc., on either very large lots or small lots surrounded by large areas of private open space. Development projects proposing the high end of the density scale will be considered only if they are directly adjacent to the core of the town, they exhibit excellent site design, and they provide some additional benefit to the town as a whole. The Country Residential pattern is intended to give homeowners a little breathing room, with significant physical space separating neighbor from neighbor. The more remote lands that are covered with native vegetation, or highly erodible soils, or contain prime wildlife habitat, with hilly to steep topography, containing significant geologic hazards will be allowed to develop only at the low end of the density scale.

Institutional

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

Industrial

The Land Use Plan designates broad areas of land for the industrial use intended to promote the development of heavy service commercial and industrial activities such as raw material storage and processing; light manufacturing and assembly, warehousing, storage, and wholesale supply; heavy equipment storage, leasing, and maintenance, etc. Industrial uses could serve local, regional, national, even international customers given excellent access from Cooley Mesa Road and Highway 6, and proximity to I-70 and the airport. Industrial designated areas are also in close access to utility lines and have relatively flat topography and suitable soils.

Parks

The Parks land use designation is intended for active recreational facilities to serve the community. In some cases, this designation has been used as a transitional area/use between two incompatible land uses.

Resources/Open Space

This land use designation identifies areas in town, between developments, and along the perimeter edge of town intended for passive uses and that offer access to adjacent BLM and National Forest Land. Regional trails for various modes are potentially suitable for these areas. Prime habitat for flora and fauna of the region often live in these areas, along with the town edge and further into mountain slopes and backcountry areas.

Environmental and Conservation Overlays and Buffers

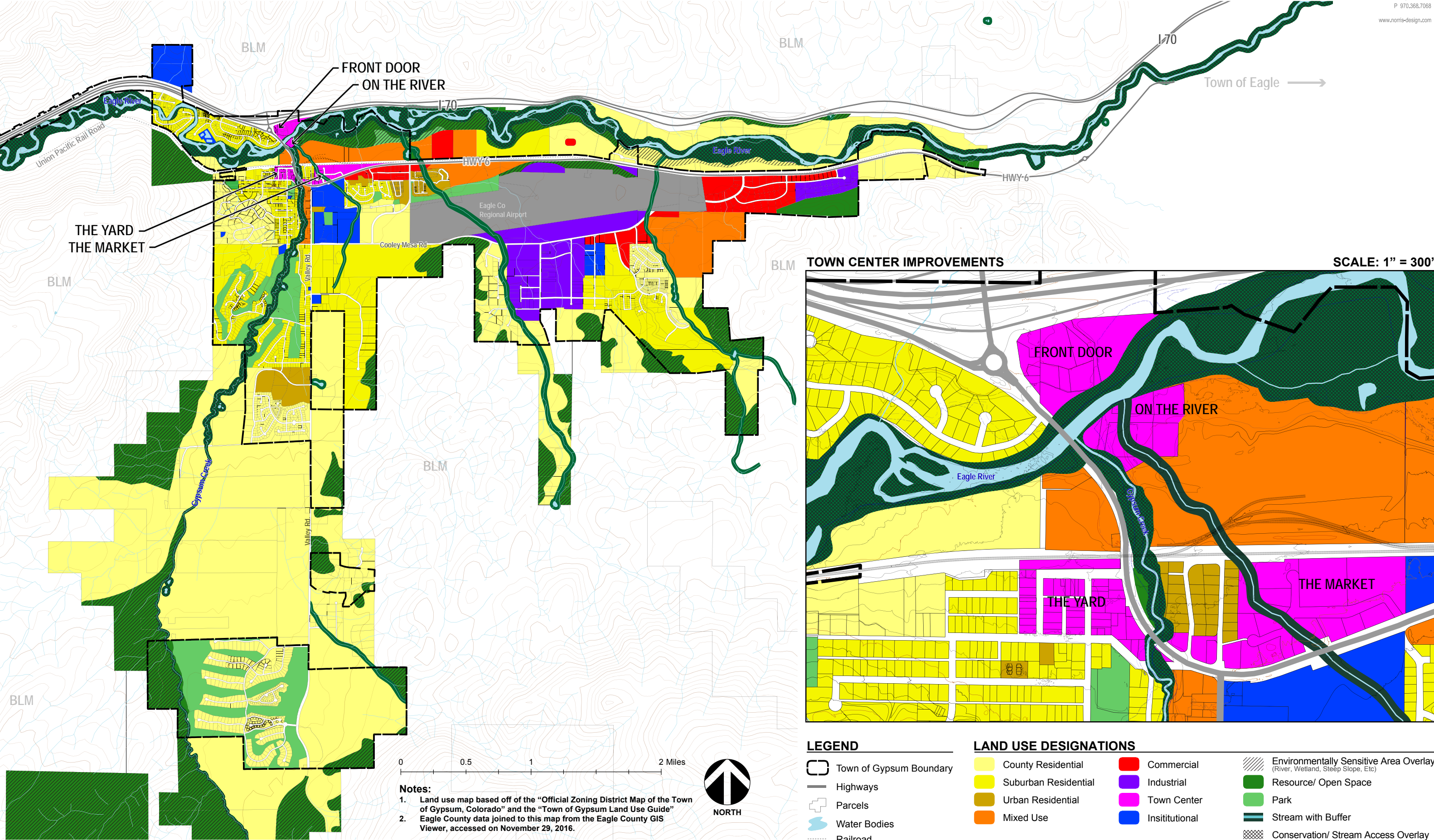
These designated areas are environmentally sensitive and include the Eagle River corridor, Gypsum Creek and other supportive waterways that feed the Eagle River watershed, along with wetlands, steep slopes, and drainage. The various classifications include:

- River/Stream with Buffer
- Environmentally Sensitive Area Overlay (River, Wetlands, Steep Slopes and Drainage)
- Conservation/Stream Access Overlay

The buffer and overlay distinctions intend to identify key areas to protect, revitalize, and provide limited access through best sustainability practices that will help to sustain regional health, recreation, and conservation for Gypsum residents and future generations. Additional overlays for future public access to Gypsum Creek have been identified on the land use map. Public access should be considered with future development located along Gypsum Creek.

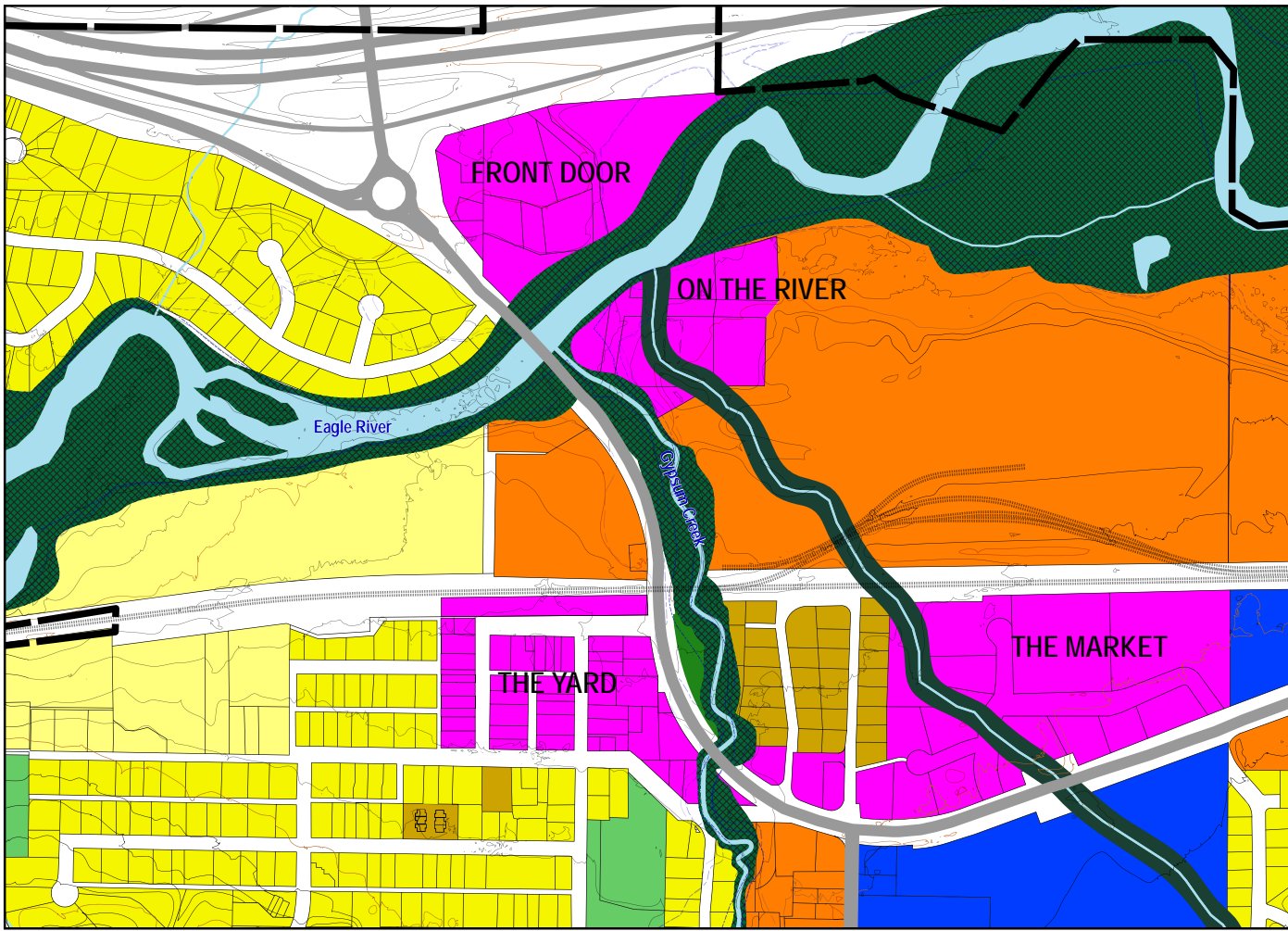
GYPSUM MASTER PLAN | Town Land Use Plan and Inset

LAND USE 06.07.2017
GYPSUM, CO



TOWN CENTER IMPROVEMENTS

SCALE: 1" = 300'



LEGEND

- Town of Gypsum Boundary
- Highways
- Parcels
- Water Bodies
- Railroad

LAND USE DESIGNATIONS

- | | |
|----------------------|---------------|
| County Residential | Commercial |
| Suburban Residential | Industrial |
| Urban Residential | Town Center |
| Mixed Use | Institutional |

- Environmentally Sensitive Area Overlay (River, Wetland, Steep Slope, Etc)
- Resource/ Open Space
- Park
- Stream with Buffer
- Conservation/ Stream Access Overlay

